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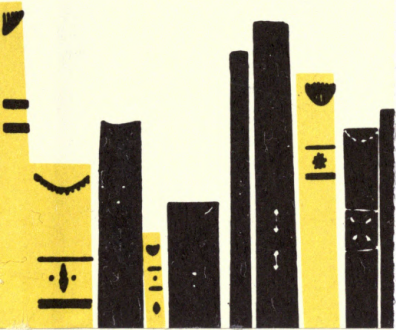
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AMERICAN PLANNING
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AMERICAN PLANNING AND CIVIC ANNUAL

A RECORD OF RECENT CIVIC ADVANCE IN THE
FIELDS OF PLANNING, PARKS, HOUSING, NEIGH-
BORHOOD IMPROVEMENT AND CONSERVATION
OF NATURAL RESOURCES, INCLUDING ADDRESSES
DELIVERED AT THE NATIONAL CITIZENS CON-
FERENCE ON PLANNING AND RESOURCES, HELD
AT MIAMI, FLORIDA, APRIL 11-15, 1951, AND THE
ROLL CALL OF THE STATES AT THE 31ST ANNUAL
MEETING OF THE NATIONAL CONFERENCE ON
STATE PARKS, HELD AT LAKE HOPE STATE PARK,
ZALESKI, OHIO, OCTOBER 8-12, 1951

EDITED BY

HARLEAN JAMES

AMERICAN PLANNING AND
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The two organizations join in the publication of
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and the
QUARTERLY, PLANNING AND CIVIC COMMENT

The purpose of the AMERICAN PLANNING AND CIVIC ASSOCIATION is the education of the American people to an understanding and appreciation of: local, state, regional and national planning for the best use of urban and rural land, and of water and of other natural resources, the safeguarding and planned use of local and national parks; the conservation of natural scenery; the advancement of higher ideals of life and civic beauty in America; the improvement of living conditions and the fostering of wider educational facilities in schools and colleges along these lines.

The purpose of the NATIONAL CONFERENCE ON STATE PARKS is to inform the public through a central clearing house of information, publications, conferences, courses of training in schools and colleges, and by other educational means, of the value of state parks, historic sites, forests and preserves, suitable for recreation, study of natural history and science, preservation of wild life and conservation of natural scenery, by the development within the States of well-balanced state park systems; to the end that every citizen of the United States shall have easy access to state recreation areas and appreciate their value as a recognized form of land use.

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Preface

THE AMERICAN PLANNING AND CIVIC ANNUAL since 1935 has been issued annually by the American Planning and Civic Association and the National Conference on State Parks. From 1929 to 1934, inclusive, the ANNUAL was issued by the American Civic Association.

The articles presented in the ANNUAL this year cover the principal addresses delivered at the Miami Conference of the American Planning and Civic Association and the Roll Call of the States at the Lake Hope, Ohio Meeting of the National Conference on State Parks. Current accounts of these conferences and some of the papers presented appeared in PLANNING AND CIVIC COMMENT which, like the ANNUAL, goes to all members of both organizations.

The ANNUAL and the quarterly thus supplement each other and are especially designed to meet the need for information of civic leaders and practitioners in planning, parks and conservation throughout the country.

In the ANNUAL it is our endeavor to present a serial history of civic advance within our fields. In the quarterly we present items of current news and achievement.

Looking backward over the 21 volumes of the ANNUAL we find a useful consulting library which is found on the shelves of most important public and university libraries as well as on the desks of most planning and park offices.

HARLEAN JAMES, *Editor*

Washington, D. C.

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THE NATION

CONSERVATION OF NATURAL RESOURCES

A Comprehensive Water Policy

E. N. MUNNS, Chief of Division of Forest Influences,
U. S. Forest Service Department of Agriculture, Washington, D. C.

WATER is news. Too much water means headlines in the papers such as those we have seen only a week ago: Floods in the Little Sioux, floods in the Coosa, floods in many other parts of our country.

Too little water also makes news. Witness the headlines of about two weeks ago indicating that farmers were facing the driest year of record in the Southwest. Also, three weeks ago, Congress held hearings on how best to control the seeding of clouds to produce rain. Also in the news is the possible use of atomic power to reclaim sea water.

Again water is in the news as cities build new and bigger aqueducts, new reservoirs, and buy the lands in their municipal watersheds. Water is also news when it is proposed to add fluorine to domestic water supplies, or when an epidemic is traced to polluted water. And water is in the news when it is learned that a city's ground water supply is being overpumped, that ground waters are becoming polluted, or that salt water is infiltrating into these underground resources.

Today, more people are conscious about water than ever before. They know of the floods and the shortages. Cloud seeding and the reclamation of sewage and sea water have captured the public's interest. Pollution has come to be a very real thing as recreational use of water is curtailed, fishing has been destroyed, and duck-hunting is impossible. The shortages of domestic water supplies, surface and underground, has alarmed millions of our people because they know they are immediately and directly involved.

Americans have grown accustomed to think of their country as plentifully endowed with natural resources. They know of its fertile lands, great forests, and tremendous mineral resources. They realize that we can produce food in excess of our needs. They appreciate the marvels of rapid transportation made possible by steel, aluminum, oil and coal. They point with pride to our great industries and cities. But by and large, they do not realize that water is a key resource whose availability largely has determined the manner and character of our might. Like other natural resources it must be conserved—used wisely—if we are to obtain maximum benefits from it.

Today, our country is once again looking at the future with certain dread. It is mobilizing its resources of all kinds—manpower, military equipment, and economic might—for possible use against any aggression which threatens the peace of the world. We all would like to think

of the present emergency as a temporary affair but we realize it may last many years. Consequently it is essential that we think in terms of our resources. As we look back over the past half century, we see how greatly they have been wasted. Forests, once abundant, have so shrunk that lumber is scarce and high priced; lands once productive have been ruined for many years; iron and copper ores once classed as inexhaustible are now being imported from other nations; our oil resources once so abundant are shrinking rapidly. We have used our resources perhaps recklessly and at times unwisely. As a result we are today seeking substitutes for some, improved uses for others, and conservation of all wherever possible.

Among those resources which can be used more widely, conserved, and substituted for others, is water. Whether we use it wisely or not and whether it can be conserved for wider use depends largely upon what kind of a policy we adopt. Shall we permit vast quantities of water to spill annually into the ocean without use except for removing sewage and industrial wastes? Shall we permit vast reserves of hydroelectric power to be unused while at the same time we burn up our liquid and solid fuels? Shall we continue to deplete our ground water reserves until they are ruined by salt or other impurities? Shall we continue to dump our mine waters and industrial wastes into our rivers to poison the streams and render them unfit for recreation, fish, or wild life, and make them costly to use for other human needs? Shall we develop our rivers to serve one purpose only, or should we make them serve many purposes?

These and other questions of a comparable nature have given rise to an uneasy feeling that nationally, we should take a hard look at our water policy. This has been done. The President's Water Resources Policy Commission has this past winter completed its study of the national situation. It found the national policy in somewhat of a chaotic state with conflicting interests and legislation. To overcome this situation, it came up with a series of recommendations that touch upon practically all of man's interest in water and so are the concern of all of us.

But even as we take a look at our water resource we discover that water is not something that occurs all by itself in a river, it is closely associated with land. The Commission found, for example, that "big streams are fed by small streams, and water control inevitably brings us back to the proper conservation of forests and agricultural land." Not only that, but most water resource development programs are tied into land development or into food production. Thus flood control is designed, among other things, to save farm lands from destruction, permitting us to utilize valuable and rich river bottoms for crops. Reclamation is designed to put water onto arid lands so that valuable crops can be produced instead of sagebrush and cactus. Drainage

works have for their objective the removal of excess water from swamp and otherwise wet lands permitting—as here in Florida—tremendous yields of many kinds of produce. Navigation projects on our rivers are not merely to promote commerce in the abstract, but to assist in the movement of our harvests. Hydroelectric power is needed in our cities and industries, but the mounting use of electricity on the farm indicates how far it is being used to improve the farmer's standard of living and to eliminate some of his labor. And not the least of the reasons for pollution abatement is that with cleaner rivers our production of fish for food would increase manifold.

Today water resources cannot be considered without considering our food requirements: what we eat and how much we eat. We are a great Nation. Despite the loss of many acres of fine land, our crop yields have been increasing. From 1910 to 1930 there were no substantial changes in crop yields. But, beginning about 1930, yields per acre started to increase sharply, the rise continuing through the 40's. Weather helped, but so did fertilizers, machinery, and improved crops resistant to weather and pests, and yielding more. The increased output of food in the last decade has permitted a general increase in per-capita consumption of about 15 percent. To indicate the magnitude of the change in yields after 1935, it is estimated that the increased output per acre in recent years would have been enough to feed 50 million more people at the 1935 level of consumption than were actually provided for. Or, stated in another way, with production stationary at the 1935 level, it would have required the output of 100 million more acres of cropland to produce the 1945-49 farm output.

The size and location of our population will have an effect on future agricultural requirements. Six far western States (Washington, Oregon, California, Idaho, Utah, Arizona) gained individually from 25 to 52 percent in population since 1940: the largest gains east of the Mississippi River have been about 15 percent. Such increases in population will demand more food, greater farm production, more goods and services. Water is a key to this production and to future stability.

Changes in diet also must be considered. Livestock, dairy products, potatoes and grain together supply nearly $\frac{3}{4}$ of the calories in the American diet. The shift towards greater use of animal products indicates an improvement in the quality of our diet. But we need minerals, vitamins and proteins. So we are reducing our use of grain and eating more vegetables and fruits.

The change in diet means that we must increase the acreage in foods rich in the essential minerals and vitamins. The net increase due to diet is about .14 acre per capita. On the basis of 150 million people, this means a total increase in cropland equivalent to about 21 million acres. Increased production of the foodstuffs that meet these dietary changes again raise the question of irrigation.

All these things taken into account means that we are reaching a stage in America where food production must be increased to take care of our population 25 years hence. Without going into details, our present croplands of 424 million acres must be increased to 558 million (an increase of 134 million acres) if our needs for production are to be stepped up to meet prospective demands.

This production can come from 3 sources: increased production from land now in farms; bringing new lands into production through drainage or irrigation; greater food imports.

Flood protection, drainage, and reclamation can account for increased production on about 75 million acres, or the equivalent of about 44 million acres of new land under present conditions. Ultimately the equivalent of about 70 million acres can be added to our productive potential by water projects alone. The rest of our needed production will have to come from improved technology.

Thus by proper use of our water resources we can account for about half of our needed food requirements to meet our prospective population and improved standards of living. But important as all this may be in our national economy, it is not all the relation between land and water. Most of the water falls on the land, and most of the water that we find in our rivers, our streams and our underground basins has first of all come in contact with the land. The proper conservation of our land resources is therefore a first step towards the proper conservation of our water resources.

The land in addition to being a productive resource is a reservoir that receives, stores and discharges water. It may be said to be made up of two layers, one the plant layer, the other the soil. Both of these interact upon each other, each assisting the other to perform its independent processes and interdependent functions. The plant keeps the soil from being eroded and aids the soil to absorb and store the water it receives. The soil gives up nutrients and water to the plant, and protected by plants, adds gradually to its depth and porosity. By reason of both, the storage of water in the soil for delivery later to streams and to plant life, is by far the most important reservoir that we have.

Watershed management, that is the manipulation and use of the vegetation and the soil that blankets the hard rock core forming a drainage basin, can greatly affect the quantity, quality and behavior of water in our streams. Watershed management can serve to help reduce the damages from floods. It can serve to supply more water during periods of low-water flow. It can furnish water free from sediments that clog our rivers, harbors, and reservoirs.

Up to the present time, watershed management is the one great feature of our water resource programs that is suffering from neglect. True enough, soil conservation is an important element, but it is only

one of the elements that go to make up the total. Another is the proper use of the vegetative cover—the range, the pasture lands, the forests. At present, we have separate programs, one for soil, one for range, one for forest, and so on, but there has not yet evolved in America the real concept of fitting these various separate and easily identifiable programs into one pattern of real watershed management. If any one thing is needed, it is some unifying force that would unite these programs into a cohesive body. Then instead of watershed management being a small tail on a very large dog, we might find that the tail was large enough to wag the dog.

At present, the lack of a public consciousness of the importance and place of watershed management is resulting in the adoption of an evaluation process that promises to relegate watershed management into a limbo from which it will have great difficulty in returning. Suffice it to say here, that unless conservationists in America wake up to the dollar economics which is becoming rampant among these framing water and related land policies, we will find there is no room in the inn for conservation. So long as individuals dominated by the monetary approach to the economics of water programs are in the ascendancy, conservation is in very real danger. Those of us who believe in the social values of conservation, who put long-term public values ahead of market-place evaluations, should be very much aware of a tendency to replace the public good and sound social judgments with formulae involving compound interest and deferred benefits. Under such formulae, conservation which deals with spiritual values expressed in non-monetary terms is decidedly at a disadvantage and is being washed out of national programs because the dollar benefits do not meet dollar costs.

A related phase, of which some of you know, is the great water resource of recreation. At present, there is no way of properly evaluating recreation. Various devices have been used but the economists refuse to accept them. The net effect is that it is economic to invade the national parks, the national monuments, the wilderness areas. You are familiar with the proposal to drown out the Dinosaur Monument. Some are familiar with the effort to invade other areas. But so long as there is no national recreation policy we can expect to find the dollar sign attached to invasions.

Associated with the recreation difficulty is that relative to fish and wild life. The salmon in the Columbia Basin is doomed. True, some minor tributaries will be open for a while but the salmon is on its way out. Perhaps it can be saved in the Rogue, or in the Klamath, but here again the dollar economists do not recognize the value of sport fishing, and the recreational values inherent in such fishing. To them, 100 pounds of fish at 20 cents a pound is \$20. It does not mean much to the engineer who wishes to harness the river for its last kilowatt but it may mean a lot to the man from El Paso or New Orleans, Atlanta or St. Louis.

We have already lost much of the shad from eastern waters. The great schools of shad that once fed the settlers of New England are no more. The shad that Washington caught off Mt. Vernon are rareties now. The Atlantic salmon that stocked northeastern streams also are gone. The value of water as a dispenser of waste is so great that the Connecticut, Hudson, Delaware, Potomac and other eastern streams no longer carry fine food fish for recreation—or for market. The dollar economists are showing that conservation of water for recreation and for fish and wild life, does not pay.

Now how can the objectives of water resources policy be attained? First of all, there must be much greater attention to the planning activities of the Federal agencies. There has been a tendency on the part of the public to ask for Federal aid and Federal help. When floods were at the door, the flood control engineers were called upon for help. Their plans were for the best so we supported their proposals, whatever they might be.

When drouth hits the west, people cry for water. They turn to the engineers who build dams, construct canals and pipe-lines, and lead water many tortuous miles across hills and deserts to the thirsty areas. We accepted the plans without question.

When we had a drainage scheme, we tried to lead the water off the land ourselves, but found it was beyond our means. Our ditches failed. We called upon the engineers who dredged and pumped and led the water away from the land. We signed on the dotted line without a murmur.

And so it goes with other forms of water resource programs. The Federal agencies have been doing their planning on a project basis, with projects in the same river basin uncoordinated, and with single-purpose projects where multi-purpose projects were needed. Few States, few cities, few localities were adequately acquainted with Federal programs before they were proposed to the Congress or before they were authorized. The time has come when the States should recognize fully their responsibilities. Adequate machinery should be set up within the local state governments to insure that their citizens are fully appraised of these plans before they are adopted and before they are constructed. Only by close attention to all the various elements involved, to the varied details included, to the effect of the plans upon the local and long-time economy, can the public interest of the locality be adequately served.

More and more of the costs of river basin programs will have to be borne by local interests, by the States and communities benefited. Federal funds may be used without interest as the Federal contribution to the cost of projects, but localities must bear an increasingly heavier burden. This assignment of cost to the local public means that you as beneficiaries in the States will have to accept greater responsibility for

the plans. It will be up to you to review the plans of the Federal agencies in detail to make sure that all of your many and varied interests are safeguarded. The need for additional food, the need for local industries, the need for local transportation, the need for watershed management, the need for recreation—all these needs must be adequately met. They can be met only as you accept the greater responsibility which sharing the cost imposes upon you and your neighbors. If in the future plans for a river basin are not to your liking, if the plans call for invading a park, if the plans call for destroying recreational values, the failure of the plans to reflect your interests should not be laid at the door of the Federal Agencies.

Thus if we are to have a truly comprehensive national water policy, one that can have the support of all of us, it will have to provide for the production of adequate food supplies no less than for industry and commerce. It should provide for clean waters for recreation and all that recreation connotes. It should provide that recreation use be considered on a par with other uses and that non-monetary and spiritual values be given as much weight as dollar returns. Finally, no policy should be adopted that does not provide adequately for participation of local interests in the planning stage. Only as the local people themselves help prepare plans and have a part in their consummation, will the plans be sound. We can have a sound water resources policy, but it will require that each of us do our part in seeing that public interests are adequately protected and preserved.

National Parks, An Essential Land Use

CHARLES A. RICHEY, Chief of Land Planning, National Park Service,
Department of the Interior, Washington, D. C.

IT IS a very great privilege to have this opportunity to speak to this group of distinguished individuals on *National Parks, An Essential Land Use*. I say this because the National Parks and all areas of the National Park System, are among the most cherished possessions of the American people. These areas have often been called, and I think rightly so, "The Crown Jewels of the United States." They are a great and valuable estate that belongs to each and every one of you, a part of your birthright and heritage as an American citizen.

National Park use is more than an essential land use—it depicts a way of life—it is synonymous in this great Republic with the democratic way of life, liberty and the pursuit of happiness. Throughout the civilized world the words National Park have become synonymous with the democratic way of life and the conservation of scenic, scientific and historic resources for human use and enjoyment.

Most of the American people feel, however, that their ownership and use of the National Parks is a constitutional right that no one, circumstances or events can take away. Few of them realize that National Parks can be abolished or the use of them changed individually or collectively by legislation.

It is particularly gratifying to have this opportunity to talk to you concerning the use and preservation of National Parks as each of you represent great cities, regions and states, or their political subdivisions, and can help to clarify this misimpression within your spheres of influence of this country. The threats to the National Parks are real—they come largely from proposed, conflicting land uses, which would benefit commercially a few at the expense of the public generally.

These threats and pressures come from efforts to open the park to commercial uses, such as cutting of forests, grazing, mining, and the utilization of their natural lakes and streams for hydroelectric power, irrigation, flood control or other purposes.

The National Park Service has only its individual friends, their organized protective associations, and an informed public opinion to support its defense against efforts whose success would mean almost certain ruin.

I would like to trace briefly for you the development of the National Park System and mention its statutory authorities out of which have evolved this unique and essential form of land use. The idea that was the beginning of this form of land use was conceived over 80 years ago. The circumstances surrounding the birth of the movement are significant and characteristic of the spirit that has dominated the movement. The underlying principle is one that places the interests of all peoples above personal interests or profits.

The first century and a quarter of the life of this Nation was a period of territorial expansion and settlement of new country. It was an era of abundant virgin land and natural resources that far exceeded the needs of the population. The function of the Federal Government with respect to the public domain was to transfer the land as rapidly as possible to private ownership, where presumably it would find its highest use through the economics of private enterprise. The period, as you know, was marked by great exploitation of our national resources. The policy of retention of public land for conservation purposes is a relatively recent development; for almost a century practically all legislation concerning the public domain looked toward eventual disposal of it.

The existence of the natural wonders, which occur in such profusion in the upper Yellowstone country, had been known early in the last century to a few wandering hunters and trappers who had visited the region. The accounts of the early visitors of the wonders they had seen raised some doubt as to the veracity of the statements. In the Autumn of

1870, a group of explorers organized the Washburne-Doane Expedition and explored the Yellowstone country in an attempt to settle the truth or falsity of persons' accounts. The natural wonders they had observed were the subject of discussion one evening as they were gathered around their campfire. Impressed by these wonders and the certainty of the area becoming a mecca for tourists led to the suggestion that it would be profitable to take up land surrounding the principal phenomena and exploit them commercially. However, one member of the group took exception to that point of view and submitted a counter proposal that was a radical departure from the thinking of that day. This proposition was that the natural wonders of the region should not be privately owned, but set aside for the use and enjoyment of all the people. That concept of land use was accepted by the other members of the group and they agreed to work toward its accomplishment.

The widespread interest in the idea and the enthusiastic acceptance of it by the public led to the passage of an Act of Congress setting apart the Yellowstone country as a public park and pleasuring ground for the benefit and enjoyment of the people. President Grant affixed his signature to the Act on March 1, 1872, and Yellowstone National Park became a reality in less than two years from the time the idea was first broached.

Aside from being the first national park established, Yellowstone occupies a significant spot in the history of our Republic. The Act of Dedication brought into being a type of land use that has since become synonymous with the term National Park. The establishment by Congress of a policy setting aside lands for the use and enjoyment of all peoples was a momentous thing and an innovation in the traditional policy of governments. Never before had a region of such vast areal extent been set aside for the use of all people without distinction of rank or wealth. It is significant that this development came in a new country in sharp contrast to the land use and ownership principles of the European world.

It is interesting to note that almost 12 million people have visited the Park to observe and enjoy its wonders since it was established. A glowing tribute to the vision of those who made the Park possible.

Further support for the national park principle of land use was provided by the "Antiquities Act" approved by Congress, June 8, 1906. By this Act Congress gave the President authority to declare by public proclamation historic landmarks, historic and prehistoric structures and other objects of scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be National Monuments. The demands of the public for setting aside additional lands of superlative natural scientific and historic value led to the gradual evolution of a national park system. By 1916, there were 16 national parks and 18 national monuments in the system, yet it was

not a system in the strict sense of the word, as it lacked systematic coordination and control. Each unit of the system was more or less treated as a separate entity and not on a group basis. The lack of system and resulting deficiencies were unsatisfactory and inefficient. The desirability of unifying the parks into one integrated system had been recognized for some time and attempts had been made to do what was possible under existing laws. Finally, through the insistence of the public for legislation that would permit unifying the parks, the Congress passed a bill, which was signed by President Wilson on August 25, 1916, creating the National Park Service as a separate bureau in the Department of the Interior. The Act of 1916 as originally enacted, plus some later amendments and supplements, constitutes the organic law of the Park System. Many civic leaders and organizations played an important part in the passage of the legislation, with the American Civic Association taking the leading role.

The National Park Service Act did more than create another Government bureau, it reaffirmed and further defined the national parks and monuments as a distinct and essential form of land use. The particular passage in the Act that gives form and substance to such land use is as follows: "...which purpose is to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations." That passage is worthy of note as it gives recognition and status to scenery, natural and historic features, and wild life as resources that are to be conserved. Scenery is a composite of many elements or resources, which in themselves may be of commercial value and practical use, but removal or changing the character of those elements alters the scenic effect and thus destroys that resource. Enjoyment is the prime purpose of conserving those resources and thus is the end product of the land use. Yet conservation and enjoyment cannot work against each other, but must work together so that the values will not be impaired. Why? So that those yet to come may also share in the joys and benefits of those resources as those of past and present generations have. It is a stiff set of specifications that the Congress laid down for the use of the land. The administration and management of the park lands are a sacred trust.

This trusteeship is the vision and wisdom of those public-spirited citizens who labored long and hard for the establishment of the National Park System, and can best be appreciated by observing the destructive effects of those land practices that were based on immediate return or exploitation.

In the 80 years of its existence, the National Park idea has had the continued support of the people; without such support there can be no National Park System. The 80 years of public support and acceptance

of the principles involved is adequate justification for the essentiality of such land use.

Ever since the National Parks and Monuments were brought under the administration of one agency, there has been a continuing demand to add additional areas to the System. The establishment of a new national park or monument is not a rubber stamp proposition. National parks are established individually; only by Act of Congress. National monuments are established either by the Congress or presidential proclamation. The establishment of a new area is a long, laborious process.

The establishment of some national parks has taken over 20 years of constant effort. Everglades National Park is a good example. Its final establishment was only recently accomplished through the generosity and farsighted efforts of the people of Florida in donating the state lands and \$2,000,000 to acquire the privately-owned lands within the long proposed area. This generosity accomplished one of the most important conservation objectives of the last decade.

While there has been a rather steady expansion of the National Park System, its growth has not been phenomenal. Quality rather than quantity is the keynote of its growth. Large holdings are sought only when they are necessary for the protection of the inherent qualities of an area.

As of June 30, 1950, there were 176 separate units in the System located in the States, the Territory of Hawaii and Alaska. The total Federal holdings in this far-flung system of parks and monuments is 21.8 million acres of which 14.7 million acres, or 67.5 percent are in the continental United States, and 7.1 million acres are in the territories. The land set aside for national park and monument use in the continental United States is but 0.7 per cent of the total area of the United States and 4.5 percent of the total lands in Federal ownership in the United States. Considered in this light, it cannot be said that there has been an overly generous dedication of land for national parks and monuments.

An outstanding feature of parks as a form of land use is that lands for which there are no other practical uses very often have immeasurable scenic and recreational value. Barrenness, remoteness, inaccessibility and climate are factors that eliminate certain park lands for conventional type land use. Yet these factors, rather than being a hindrance, may be the qualities that give a park its character and distinctiveness. It does not follow, however, that all worthless lands make good parks.

Various methods can be used to type the lands comprising the National Park System. If physiography is used as a basis, there would be mountain areas, desert areas, canyon country, badlands, and plains areas. Classification by land cover or vegetative type is probably

the most indicative of the overall characteristics of the land. The distribution by such a system of classification would be as follows:

	<u>Million Acres</u>	<u>Percent of Total</u>
Non-Vegetated	8.9	40.7
Grass	2.5	11.5
Brush	2.6	11.6
Woodland	1.2	5.5
Forest *	6.7	30.7

*A substantial portion of which is Alpine in character and without commercial value.

The natural and cultural features of park areas are the basic resources of the park system. An inventory of such resources would include many categories, such as geologic, botanic, biologic, archaeologic, historic, and scenic.

The basic policy followed in the management of the resources is to preserve nature as created. Thus in these national areas it is possible for the people to know what our country was like before it was touched by civilization—for them to see what their forefathers knew in their nerves and blood. In those areas significant in history or pre-history a link is provided with the past of our country.

The productivity or utility of the land is an accepted means of measuring land use. The productivity of national park land use is not measurable in terms generally connected with conventional land use. Yet there is a productivity—the primary product being enjoyment. There is almost no limit to such productivity. The resources under proper management are practically inexhaustible. The volume of return is dependent entirely on the endeavors of the shareholders who are the American people. The enjoyment provided spans a wide range of emotions and personal likes. The things that furnish big returns to one individual may have no appeal to another, yet the resources are so great and varied that everyone can find something that will provide enjoyment. The value of such use is that it is constantly producing; it changes with the seasons or even in the course of a day. Unlike other resources that are eventually worked out, the park resources, unless wantonly destroyed, continue to produce year after year. Yellowstone National Park has been producing for 80 years, and Old Faithful continues to erupt on schedule.

Enjoyment is not the only product. The parks also serve as outdoor laboratories for school groups and scientific expeditions. Scientific knowledge has been advanced by the study and observation of the natural features in the parks. Visitors observing the works of man and nature that are on display, wonder, and in wondering they seek to find an answer. This curiosity may open up to them a new field of interest that may continue long after they have left the park. The interpretive

programs provided in the National parks is a vast educational tool with almost unlimited possibilities. Aside from satisfying individual curiosity, an interpretive program is a valuable medium of presenting to the public the importance of conservation to our Nation.

As stated before, the primary purpose of national park land use is to provide enjoyment for the people. Conservation practices and prudent management of basic resources combine to produce additional benefits.

The high barren mountain tops are the focal point of heavy rainfall and snow and give rise to many streams. The heavy vegetative growth on the mountain slopes is very important, in the retarding of the run-off and erosion. Depletion of the vegetative cover would reduce the effectiveness or seriously impair its protective values. Aside from the conservation of these areas for park purposes, sound land practice would require their preservation because of their watershed protection value. Still another indirect benefit is the protection afforded wild life. Cover is essential to the existence of wild life. The forest is a favorable natural habitat for wild life because for most species, it furnishes the three prime essentials, food, breeding grounds, and protection from enemies and the elements.

There is still another use that collectively we identify as Defense Area. It is a rather significant commentary on our way of life that the National Park Service came into being during the troublous times of an international crisis. At a time when other nations of the world were being subjected to the havoc and destruction of war, a great constructive movement for the betterment of the people was being launched in our Nation. The National Park System has withstood the rigors of two World Wars and made a marked contribution to the Nation's defense. Our Nation is again being threatened by destructive forces. The constructive effects of the National Park System are again contributing to the defense and support of our Nation by providing rest, relaxation, and enjoyment to thousands of men and women in the Armed Forces. Approximately 8,000,000 men and women in uniform of the Armed Services visited and enjoyed the National Parks and Monuments during World War II.

The monetary benefits derived from national park land use almost defies determination. Enjoyment is an intangible thing; it is neither standardized nor homogenous, it varies with every individual and it cannot be measured in dollar terms. Yet it is a necessary part of living, something we need to sustain and improve our lives. The laws establishing the national parks do not say the lands are to show a dollar profit. Yet the economy of our Nation does not permit profligate and wasteful expenditures. Aside from benefits to the individual users there are benefits accruing to our economy from national park land use. The establishment of a park produces local returns by bringing services to undeveloped areas and opening new avenues of trade.

A survey of tourist travel to Yellowstone National Park was conducted by the Wyoming Highway Department last year in cooperation with the Bureau of Public Roads, Department of Commerce and the National Park Service. The survey indicates the benefits to local communities attributable to park travel are quite considerable. The local communities are not the only benefactors. National parks are an incentive to travel and business along the route of travel receives its benefits. The report published by the Wyoming Highway Department estimates the expenditures made by tourists in or near Yellowstone Park to be 18.9 million dollars for the 1950 travel season, of which 12.9 million dollars was outside the park. Eighty-eight percent of the automobile travel came from States other than those in which the park is situated. Forty-eight and nine-tenths percent of the visitors came solely to see the park; an additional 43 percent were general vacationists, and Yellowstone was a primary stop on their trip. Thus the park itself was the drawing power for 81.9 percent of the tourists to that area.

A somewhat similar study of the Great Smoky Mountains National Park a few years ago also attested to the influence of national park travel on the local economy.

Vandalism has to a certain extent taken its toll of the park resources. Stringent controls and constant vigilance are holding such destruction to a minimum. The greatest threat to the park resources is not from the careless visitor, but from both public and private interests which advocate usages that would result in the destruction of the basic resources.

The cutting of timber even under the best logging conditions removes in a short space of time scenic values that required ages to develop. Grazing under good range management practices competes with the wild life that is part of the natural scene and may result in its extinction. The development of water resources inundates areas for all time and introduces features foreign to an area that was preserved primarily because of its primitive character and uniqueness. While some of these proposals may be motivated by selfish interests, still others are being advocated as of importance to the national welfare.

The advocates of such proposals are earnest and sincere in their beliefs. They are convinced that the benefits of such projects to the Nation far outweigh the park values that may be destroyed. The welfare of the Nation is of prime concern to us all and rightfully so. It must be given first consideration in any land use. However, the burden of proof of the paramount importance to the Nation of such non-conforming use of park lands must rest with those seeking to obtain the lands. It must be proved that our very Nation's existence depends on such use and that no other area can produce the required results. The mere fact that the land is now in Federal ownership is not an acceptable justification. The claimed advantages must be uncontroverted and should not be judged purely on immediate needs and returns.

We are living in a technological age characterized by amazing scientific advances; it would appear that we are now moving into a new era that has been popularly called the "atomic" age. What it holds in store for us is beyond my humble powers of comprehension. The only indication of the future is our past. We have seen in our time the great strides made in the use of electrical energy as a source of power. We have been told of the amazing power of atomic energy. Is it possible that the hydroelectric power project held so vital to the interests of our Nation today will be a thing of obsolescence tomorrow? It may have in its time fully achieved its purpose and can be sacrificed without a loss. That is typical of the things produced by man, they serve their purpose and are then discarded in favor of something better. But when we discard or destroy the works of nature, it is an irretrievable loss because there is no replacement. In such a light must the encroachment for National parks be considered. The life expectancy of the encroachment, and thus its returns, cannot be compared with the life expectancy of the natural features which is infinite.

During the 1950 travel year, there were approximately 32.7 million visitors to areas administered by the National Park Service, of which 30.2 million visited units of the National Park System. Except for a few periods of National crises, the number of visitors has constantly increased. During the past 45 years, approximately 326 million visitors have shared in the benefits provided by areas administered by the National Park Service, yet the basic resources are still intact. When we consider a land use that produces day after day, and year after year, without affecting or depleting the original stock of resources, and that continuing use will still have no effect on the supply, then it can be said ultimate use is being achieved. Such a use is not based on immediate returns, but based on our expectation of the highest and most permanent return. This justifies the essentiality of such use.

It is neither possible nor justifiable to reserve all natural resources in such manner. Only those of the most significant national importance should be, and are being, set aside for national park use. Surely our Nation, with its vast resources can well afford to reserve a small percent of its total area for such purposes, particularly when one views the many evidences of its profligate use of its lands.

National Historic Monuments in Florida

C. R. VINTEN, Superintendent Southeastern Areas National Park Service,
St. Augustine, Fla.

HISTORY AND THE AMERICAN PEOPLE

THE average American citizen can tell you, without fear of contradiction, that in 1492, Columbus sailed the ocean blue. Regardless of anything else, he is quite sure of himself on that well known event in the history of the New World.

But, what followed 1492, is very often a dim and hazy picture of dates and places, probably highlighted here and there with a *cloudy* recollection of Ponce de Leon, De Soto, Sir Francis Drake, The Revolutionary War, and possibly a few important battles of the Civil War.

Mr. and Mrs. Average American possess a great pride in their country and a fairly deep reverence for its traditions. But these good people are too busy to give much time to acquire a speaking acquaintance with our historical heritage, and they are quite satisfied to accept the fact that in 1492, Columbus sailed the ocean blue, and let it go at that.

THE NATIONAL PARK SERVICE IN FLORIDA

The National Park Service people in Florida understand this quite fully. They had the privilege, last year, of contacting 400,000 Americans, those who took time out from their travels to see the national historic shrines of Florida. Our men at the four national historic areas in the State have accepted the challenging assignment of taking the dim and hazy recollections of these 400,000 Americans and recreating around them a structure of understanding of our nation's history which had its birth in the southeast. Here, the story of early exploration, the story of colonial conquest, and the story of the birth of a new and vigorous nation is clearly and dramatically told.

We have the feeling at our national shrines in Florida that the 400,000 travellers, who listened to these stories last year learned something that gave them a fuller appreciation of their country, that gave them a better understanding of their history books by seeing the places where history was made, and through this appreciation developed a greater degree of patriotism and love of country through personal experience and knowledge.

A TOUR THROUGH THE CENTURIES

In order to see the picture more clearly, let's put on our travelling clothes and take off on a tour, which *starts* in 1492 when Columbus sailed the ocean blue. I hope all of you remember that incident so we shall start there. But, before we go far, let me say that I am quite strongly convinced that few of you remember that our friend, Columbus, made three more voyages after 1492, and on his second voyage he was

accompanied by one Ponce de Leon, who was to be the first governor of Puerto Rico. I believe you know that in the spring of 1513, Ponce sighted a new shore and named it La Florida.

But, in taking this tour we shall have to follow Ponce a bit farther, down the east coast of Florida, around Key West, passing in sight of fourteen "rocky islets" on his way to the west coast of the State, where he replenished his supply of water and food; and on his return to Havana he visited these "rocky islets" and called them Las Tortugas, "because in one short time in the night they took in one of these islands, one hundred and sixty tortoises." Here we are at the site of Fort Jefferson National Monument, 70 miles west of Key West, at the place we still call the Dry Tortugas, the name given to these "rocky islets" by the Spanish navigator who came over with Columbus only 20 years before.

On this tour we merely pay visits to the high spots of our early history, and point out the most important places and events. So, after Columbus and Ponce, let us look at Cortez and his conquest of the Aztecs and Incas; and the days when the great fleet of Spain carried gold, silver, and pearls back to the homeland, a hundred years before the Pilgrims landed on Plymouth Rock. Goods from China and the Philippines travelled eastward in those days to Panama and then followed the route of the treasure fleets back to Spain, along the Gulf stream and past the east coast of Florida. Here was the precious life-line of Spain, and here the English, Dutch and French tried to cut this life-line with no small degree of success.

Your casual view of this part of the tour may give you the impression that the discovery of Florida in 1513 focused the eyes of the world on the wonderful climate and recreational values of this State. But, Spain was interested only in treasure, not in the tourist business, and the King ordered that no effort should be made to colonize this savage land. Spain had San Juan, and Havana; and Ponce's discovery of the gulf stream was far more important to the treasure fleet than any settlement in this land of swamps and pestilence.

DE SOTO AND THE SOUTH

We see at this period a great American wilderness, mysterious and untouched, rumored to be "the richest land of any which until then had been discovered." The white man knew little more than that about the great southeast, and this he learned only by rumor from scattered landings along the coast. Back in the depths of this wilderness there must be more treasure, greater than the plundered wealth of the Aztecs and Incas.

So, in the spring of 1539, Don Hernando De Soto sailed from Havana, and on May 30, landed on the west coast of Florida near Tampa Bay. This was no scouting party, but a fully organized military ad-

venture. It was no less than an army of a thousand men, 200 lancers on horseback, 300 cross bowmen and musketeers, a dozen padres; and artisans to build boats or bridges, and to repair weapons and rivet the slave chains. After *four and a half years*, through *4,000 miles* of unknown and hostile country, the remnants of this fearless little army made their way in boats of their own making, back to the coast of Spanish Mexico, without their leader De Soto, without fame and without the coveted fortune, but *with* our first knowledge of the region now embraced by eleven southern States. This is the story we hear at De Soto National Memorial near Bradenton.

THE FRENCH AND MATANZAS

The farther we proceed with this tour the more we realize that the Spaniard in the New World was dedicated to plunder and conquest, with the reward of great treasure always before him. But let us watch the French, who had other ideas, especially Jean Ribault and his band of Huguenots who landed near the mouth of the St. Johns River in 1564 and built Fort Caroline. Here was a threat to the treasure fleet, and Spain answered that challenge by sending Pedro Menendez to Florida to wipe out the French Fort Caroline.

If you are paying attention on this tour, you will learn that before their colony was a year old the French made a fateful decision to attack Menendez at St. Augustine before he could establish his defenses. They picked the hurricane season to sail on the new colony of St. Augustine, and the French expedition was wrecked by the gale and washed ashore far down the coast. The unlucky expedition left Fort Caroline an easy target for the Spaniards of St. Augustine, who marched 30 miles through the same storm to wipe out the French supply base.

A few days later, bands of survivors of the fleet had made their way northward to a swift inlet, 14 miles below St. Augustine, and in the short period of a week, within sight of the watchtower at Matanzas, a band of 40 Spaniards slaughtered 350 helpless Frenchmen behind the bloody sand dunes of Anastasia Island.

Here, the course of colonial empire changed from France to Spain, and here at Fort Matanzas National Monument is told the story of our earliest history, a story of the "Matanza" or slaughters, of later attacks by the English under Sir Francis Drake and Oglethorpe, a story of many struggles in the New World as seen from the Spanish watchtower at Matanzas, which guarded the southern approach to St. Augustine, the capital of Spanish Florida.

THE STORY OF THE SOUTHEAST

Now, we have reached a point in our tour of the centuries when Sir Walter Raleigh, the Pilgrims, Captain John Smith, William Penn, Roger Williams, and a century of English colonization had its beginning

along our eastern seaboard. The 1600's and early 1700's saw the sturdy English pioneer move ever closer to the little walled and moated city of St. Augustine. During these years nine wooden forts at the harbor of St. Augustine had fallen in combat or rotted away from the impact of time. Spain was rich in treasure, but weak in the moral fiber to defend her position in the new world. The march of the English colonies southward was still a long way off, and the little wooden fort and the population within the stockaded walls of St. Augustine barely survived the English raid of 1668. Two years later Charleston was founded, and in 1672 the Spaniards were now suddenly aware of the presence of immediate danger. The nine old wooden forts had proved inadequate for such a major threat, and now a great stone citadel arose—Spain had awakened just in time—and in the years following 1672 Castillo de San Marcos—with its massive bastions and towers proved impregnable during the heavy British onslaughts of the next 75 years. This is the story of Castillo de San Marcos National Monument, a story of colonial America, carried through to the years of the Revolution when Florida remained loyal to England . . . where southern patriots, signers of the Declaration of Independence were prisoners in the British "Castle of St. Mark;" and followed through to 1821 when troops of the United States moved into the Castillo in a formal ceremony which saw the flag of Spain hauled down for the last time. This is the pageant of the Castillo moving across the stage of our Nation's history.

LAS TORTUGAS IS OCCUPIED

Here, in these national shrines, is told the dramatic story of a young and vigorous nation. We reach the era when the United States returns to the "rocky islets," which Ponce de Leon called Las Tortugas 330 years before. There in 1847, work began on Fort Jefferson, the Gibraltar of the Gulf—a symbol of our intentions to enforce the Monroe Doctrine—the guardian of *our* life-line from the eastern seaboard and through the Gulf to the expanding fields and forests of our great middle west.

To these "rocky islets" of Ponce de Leon, went granite from New England, bluestone from Pennsylvania, millions of bricks from the Gulf states, to build the mightiest of all masonry fortifications, over half-a-mile in circumference, walls 50 feet high, with three tiers of cannon in 300 casemates and gun mounts. here, amid the luxuriance of tropical seas, arose the forbidding structure which now dominates the story of Fort Jefferson National Monument.

CONCLUSION

So, from the beginning of American history in "1492, when Columbus sailed the ocean blue," you may see the parade of the centuries move by in the areas administered by the National Park Service in Florida. You may learn about the reason for success or failure in a

Nation's development, and you may acquire inspiration from a fuller knowledge of the centuries of the past.

If it be true that a knowledge of the past gives us a key to the problems of the future, let us look upon the experiences and the object lessons of this tour and make the most of it as an enlightened people should do, with pride in our traditions and a clear determination to write *our* page in history with equal courage, wisdom, and devotion.

FEDERAL CITY

Role of the General Services Administration in the Dispersal of Government Offices at Washington

TRACY B. AUGUR, Urban Planning Officer, General Services Administration,
now with National Security Resources Board.

BEFORE discussing the role of the General Services Administration in the program for the dispersal of government offices at Washington, I should like to interject a few words about the structure of American Government. That may seem a bit presumptuous before an audience as well informed on civic affairs as this one, but I am driven to it by recent encounters with some of my fellow citizens.

These estimable folk appeared to believe that the Federal Government could do pretty much as it pleased without regard to the rights and sensibilities of the states and their subdivisions and, furthermore, they appeared to believe that it was the province of the Executive Departments and agencies of the Federal Government to determine what its policies should be.

It is some time since I last took to my textbooks on this subject, and perhaps things have changed since then, but my recollection is that the Government of the United States is a government of limited powers, exercising only those which the States have specifically delegated to it, and that the States have been careful to reserve a few things for themselves.

Furthermore, on those matters which are the responsibility of the Federal Government, it is my recollection that policies are determined by the representatives of the people in Congress assembled and not by the Executive Departments. It is their job to assist the President and the Congress in the formulation of policy and to execute the policies that Congress establishes.

Both of these points have a direct bearing on the dispersal program for the Nation's capital. In the first place, the capital is no longer a city contained within the borders of a Federal District set off from the jurisdiction of the adjoining States, as it was at one time. Instead, it is now a great interstate metropolitan region, containing many separate communities, with half of its population and the greater part of its territory located within the jurisdictions of the States of Maryland and Virginia.

In the second place, the question of how the headquarters facilities of the Federal Government shall be arranged, whether concentrated at the center or partially or wholly dispersed within the Capital Area, or in part decentralized to other sections of the country, is a matter of

policy to be determined by the Legislative Branch, with many corollary policy matters to be decided by the legislative bodies of the affected States and their counties and municipalities.

Some of my friends have expressed impatience because "the Government," or the General Services Administration, or somebody has not long since determined what should be done about dispersal and then gone ahead and done it. If it is so important to the security of the United States, they say, what are we waiting for? Why doesn't somebody *do* something?

What we are waiting for, I think, is the thing known as the democratic process, the process through which the thoughts and desires of the American people become crystallized and translated into legislative authority for action. It can be a very slow and aggravating process at times, but it is important that we wait for it because that is what all the shooting is about. It is precisely the thing that we and the other free peoples of the world are striving to preserve, and it is the thing that the Communist powers would like to destroy.

ORIGIN OF THE DISPERSAL PROGRAM

Dispersal is not an entirely new idea for Washington. Back in James Madison's time the government dispersed itself in a hurry while the invading Redcoats destroyed the principal buildings in which its operations had lately been conducted. Under less dramatic circumstances, the National Capital Park and Planning Commission has for some time advocated dispersal of portions of the Federal establishment for the wholly peaceful purpose of relieving downtown congestion. In fact, in recent years a number of government activities have been dispersed to outlying sites such as the office center at Suitland and the Medical Center at Bethesda.

However, the current dispersal program had its inception in a different set of circumstances. It originated with the bombing of Hiroshima and Nagasaki in 1945 and the terrible realization that what had happened there could also happen here, with multiplied intensity. Two years later the Congress translated that realization into national policy by adopting the National Security Act of 1947 which, among other things, set up a National Security Resources Board and directed it, as one of its duties, to advise the President on the strategic relocation of industries, services and governmental activities "the continuous functioning of which is essential to the Nation's security."

In response to that directive, the Board called together representatives of interested agencies to examine the question of whether the continuous functioning of the headquarters operations of the Government at Washington could be seriously disrupted by enemy attack, and if so, to recommend measures by which their vulnerability could be reduced.

It did not require much study to show that they were highly vulnerable. Practically all of the essential agencies—Legislative, Judicial and Executive, civil and military—were concentrated in the area between the Capitol and the Pentagon, which two or three well-aimed A-bombs could almost totally destroy.

Various ways of overcoming that situation were considered. Adequate protection of government operations in place was felt to be impracticable. Removal of the Seat of Government to an inland location was discarded because of the extreme dislocations involved, both physical and psychological, and because no point in the United States is materially safer from atomic attack than Washington.

The Board, therefore, recommended that the seat of Government remain at Washington but that the concentration of government activities in the center of the city be broken up by dispersing essential units among a number of small office centers on the outskirts. The purpose was to so scatter essential governmental units that there would not be in any one area a concentration of sufficient size and importance to make an A-bomb attack profitable to an enemy.

At the same time, by locating the dispersed units within easy driving distance of the center and of one another, the continuance of face-to-face contacts among headquarters personnel and between the Legislative and Executive branches could be assured and the operations of government at the capital could be continued on an efficient basis.

The Board's recommendation was accepted by the President and a number of study assignments were made in accordance with it. The Bureau of the Budget was asked to study the organization of the Executive Branch to determine what units should be placed in the dispersed offices for maximum security and efficiency of operation. The General Services Administration, with the collaboration of the National Capital Park and Planning Commission, was asked to prepare a general plan for the location of the dispersed offices and the related facilities essential to their successful use.

The basic framework of that plan was in preparation when the Korean crisis struck. Up to that time the work had been classified as confidential, but at the end of last August the President announced its general character and purpose in a message to the Congress seeking an appropriation to start construction of dispersed office centers and to improve connecting highways and communications. No action was taken at that session but legislation authorizing construction of buildings for 5,000 persons each at eight dispersed sites was introduced in the closing session of the 81st Congress and again at the opening of the 82nd. Extensive hearings were held by the Public Works Committees of both houses, and the Senate committee reached tentative agreement on a reduced program calling for construction of four dispersed centers for a total of 20,000 employees together with highway improvements.

That, in brief, is the history of the dispersal project to date. It is the history of an episode in the democratic process through which a popular concern for the security of this country under conditions of atomic war was translated into congressional action, first, to study and prepare for that contingency and then, as studies were completed and recommendations submitted on specific points, to determine what should be done about them.

GSA PARTICIPATION

The role of the General Services Administration in this process is twofold. It is the operating agency through which buildings and related facilities for government activities are provided and managed. Therefore, it is the agency which will be responsible for putting into effect whatever dispersal program Congress may determine upon.

Because of that fact, it was designated as the agency which, in collaboration with the National Capital Park and Planning Commission, should work out the general recommendations for the location and character of the dispersed offices and for the transportation and communications facilities needed for their successful operation.

Before such recommendations could be developed, it was necessary to establish and secure agreement on the principles and assumptions that should govern their preparation. Some of these had been stated by the National Security Resources Board in recommending dispersal as a security measure, but there were many points which needed to be spelled out in greater detail for planning purposes and others that were added or modified as the studies progressed.

To develop these points, an interagency staff group was set up to work with the General Services Administration. The group contained representatives of the Planning Commission, the Bureau of Public Roads, the Atomic Energy Commission, and the Department of Defense, and was joined at times by representatives of the National Security Resources Board, the Housing and Home Finance Agency and other agencies having a special interest in the program.

ASSUMPTIONS UNDERLYING THE DISPERSAL PLANS

This group prepared a report which was approved in principle by the participating agencies as the basis for the program to be recommended to the Congress. Much of the material in that report has been made a matter of record in testimony before Congressional Committees and has appeared in the press, but for the benefit of those who are not familiar with the program, I will paraphrase some of the principal assumptions:

- (1) The seat of Government of the United States will remain at Washington. There is no thought of abandoning the traditional capital of the United States.

- (2) The operating facilities of the government at the capital must be so arranged that functions which are essential in wartime cannot be seriously disrupted by attack.
- (3) The present concentration of these facilities in the area between the Capitol and the Pentagon makes them extremely vulnerable to destruction by atom bombs.
- (4) The Communist powers are known to possess such weapons and the means of delivering them to any point in the United States. Our military defenses can break the force of such attacks but cannot prevent them from at least partial success in reaching their targets. It only takes a few A-bombs to do a great amount of damage.
- (5) The most practicable measure of insurance against crippling damage from such attacks is to disperse the target. This serves the twofold purpose of making the target extremely difficult to hit and perhaps of averting attack altogether by rendering the chances of success too small to justify the cost.
- (6) To insure continuity of the essential operations of the government at Washington, between thirty and forty thousand positions should be dispersed to points outside the central area.
- (7) For maximum security, the outlying offices should be approximately twenty miles from the center of the city and five to ten miles from one another. Not more than ten thousand employees should be accommodated at any one point.
- (8) For maximum efficiency in operation, they should be connected with the center of the city and with each other by fast highways and good communications.

EFFECT OF DISPERSAL ON THE DEVELOPMENT OF THE NATIONS'S CAPITAL

When these assumptions are translated into a physical pattern for the location of government offices, the resulting arrangement takes the form of a wheel or section of a wheel with its hub at the present center of government activity in downtown Washington and spokes radiating out to a number of smaller office centers some twenty miles away.

The extent to which that pattern may finally take shape on the ground will be determined by considerations of topography and cost and legislative sanction, but in its diagrammatic form it will serve to highlight some of the planning problems that the dispersal program poses to GSA and the official planning agencies of the Washington region.

The basic problem is not one of fitting a traditional pattern of office expansion into the center of an existing community, but of fitting a new pattern of Federal headquarters employment into a type of metropolitan region that is just now beginning to take form and doing it in a way that will foster the sound development of that region.

It is the responsibility of the General Services Administration to

see that the dispersed offices are properly tied in by highways and communications with one another and with other facilities in the Washington area with which they must have contact; that office personnel can reach them without undue difficulty and expense; that custodial and operating personnel can service them; that supplies of water and electricity are adequate, etc. In short, it is the responsibility of GSA to see that the dispersed pattern of government operations at the Nation's capital will work efficiently and economically.

In turn, it is the responsibility of the state and local governments of the area, including the District of Columbia, to see that the region and all of its component parts are developed in a way to make that possible, and it is the responsibility of the planning agencies to advise their governing bodies on the measures needed to bring that about.

The whole Washington region derives its primary economic support from the operations of the Federal Government. In normal times, these operations account for a third of all non-farm employment in the metropolitan area, and the figure rises in times of emergency. Much of the ancillary employment in merchandising, professional services, transportation, local government, etc., exists solely because of that primary employment.

Take away the operations of the Federal Government and Greater Washington would shrink to a small fraction of its present size, if indeed it could exist at all. Therefore, all state and local governments in the region have an obligation to see that the operations of the Federal Government can be carried on efficiently and economically within their territory.

Two different kinds of planning problem are involved. One is the familiar one relating to development within a specific governmental jurisdiction—a city, county or officially established district. The other is the broader one of planning an appropriate framework for the expanded national capital community as a whole, extending across many governmental jurisdictions of various types.

The latter is of special importance to the functioning of the dispersed Federal establishment because that establishment will be distributed throughout the whole metropolitan region and will operate both within and across lines of local jurisdiction. For example, federal operations will utilize the entire regional highway system and federal personnel will live in dozens of communities as far as fifty or sixty miles apart.

Like most other big cities, Washington has grown in the past by expanding and intensifying the economic activity at its center and spreading its residential areas farther and farther afield. Each year more and more people living farther and farther out find it necessary to travel day after day into the center and out again.

The result is the familiar one of steadily mounting traffic on radial

routes, increased downtown congestion, increased consumer resistance to the downtown business center and the disruption of the city's economic life and the taxable values that are founded on it.

Due to its generally wide streets and limitations on building height, Washington is not as badly off as some other cities, but the fifty percent growth in its metropolitan population during the last decade has brought matters to the critical stage. There is no real solution to these problems as long as the old pattern of growth continues. Mounting congestion demands more traffic facilities which in turn create more congestion and so on until the city goes bankrupt trying to keep abreast of a steadily worsening situation.

The only known way to beat that game is to siphon off the growth that would otherwise increase the load on the center of the city and divert it into satellite communities which absorb within their own street systems most of the daily traffic which they create and send into the central city only that which is necessary for the more important business and cultural contacts.

This can be done only if substantial sources of employment are located in the satellites, in addition to adequate residential development, because only then will the daily traffic stay home and not add its volume to the congestion in the central city. The usual dormitory suburb is no help because it sends most of its working population into the center.

DISPERSAL CAN SOLVE SOME OF WASHINGTON'S WORST PROBLEMS

The dispersal of important units of Federal employment will give some of the towns and villages outside Washington an opportunity to expand into true satellite communities. They will be able to offer substantial numbers of jobs within their own limits or close by and, with proper development, can offer the kinds of suburban shopping and cultural facility that satisfy the day-to-day needs of city people. At the same time, improved transportation and communications facilities will permit easy contact with central Washington for those needs which only the central facilities of a big city can meet.

If that opportunity is intelligently realized, all parties will benefit. The District and the heavily urbanized suburbs will be spared many of the difficulties and great expense of keeping in-town facilities abreast of constantly increasing demands. The outlying suburban towns will have employment facilities closer home as a basis for a well-rounded community life. And the Federal Government will have a physical plant for its activities that is spacious, more acceptably located to the bulk of its employees and relatively safe from enemy attack.

The planning problems involved in guiding that kind of metropolitan development are different in many ways from those that have prevailed in the past. They deal with the creation of an open-type but

carefully integrated urban region—a National Capital consisting of a central city tied in with widely-spaced satellite communities—in place of the compact urbanized area that has characterized it to date.

A far wider territory is involved. At present the suburban influence of Washington rarely extends more than 15 miles from the center. Under a dispersed plan, with important employment centers 20 miles out, residential development will extend to communities 30 or 40 miles from the center and territory that heretofore has had only a casual relationship to the operation of the Nation's Capital will find itself part of it.

Many more governmental jurisdictions will be involved. The States of Virginia and Maryland will find large and important sections of their territory within the expanded capital area and will seek a voice in their planning. Counties that heretofore have considered themselves largely rural in character will begin taking interest in the control of land subdivision, the zoning of land use and other matters of an urban or suburban type. Long dormant hamlets and villages will find themselves growing into small cities with all the attendant planning problems.

NEW PLANNING CONCEPTS NEEDED

In short, new concepts of metropolitan development will need to be explored, explained and acted upon. In the process, new planning techniques and new planning agencies will be developed. For if the thesis of dispersal for headquarters offices of the government is followed, it will call for an entirely new look at the problems of the Nation's Capital, a new approach untrammelled by the past and dedicated solely to the creation of a great Capital for a great Nation planned to meet the needs of efficient business operations, pleasant living and maximum security in the age of electronics and atomic energy.

I should not want you to infer from this that the dispersal program is a revolutionary force threatening to overthrow all previous plans and accomplishments in the orderly development of your Nation's capital. Quite the contrary, I regard it as an evolutionary force of the first magnitude. I see in it a means of bringing order out of the growing chaos that now characterizes so much of the capital's expansion.

Dispersal Program and the Nation's Capital

JOHN NOLEN, JR., Director, National Capital Park and Planning Commission, Washington, D. C.

THE general soundness of the dispersal thesis is widely accepted by planners who have been dealing with big city problems. In it, they have been quick to see that the impelling motives of national security provide the political framework and the financial resources so essential to ease the tensions that are ever-tightening their hold on our highly centralized metropolitan communities. But many of them foresee the danger of merely shifting the problems of urbanization from central city to satellite and of generating new overall regional issues that only comprehensive planning can solve.

Our National Capital is one of the most highly centralized metropolitan communities in the United States. A principal factor has been the concentration of all major civil functions of the government within the boundaries of the District of Columbia, because as the "Seat of Government" it is the only political entity under exclusive Federal jurisdiction. However, limited dispersal of government functions began nearly 20 years ago. Some of it was planned, much of it not. Expediency, inability, even by our Congress to foresee the extent of future needs born of world-wide events, and inadequate organization and support for long-range planning of the Nation's Capital on a regional basis has resulted in relatively short-range, piecemeal planning. The net result is not only inviting to a potential enemy but also challenging our ability to plan a better organized metropolitan region for the future by applying the very democratic processes which we seek to defend.

After recognizing the potential advantages of dispersal, however, the important question is how do we accomplish successfully the expansion of our seat of government beyond the territorial jurisdiction of the Congress in accordance with a plan that won't defeat the purpose for which it was devised. The Federal Government has in the past acquired property in adjoining Maryland and Virginia without too much regard for its effects on local territory. It seems inherent in the dispersal idea that this power now be exercised in close collaboration with the planning agencies of the region if overall purposes are not to be nullified by the lack of coordinate local plans. In brief, the dispersal program must be integrated into a comprehensive regional plan.

THE PLANNING PROBLEM

The basic planning problem then is to evolve a new plan for the location of Federal employment centers throughout the region which will not only meet specifications of security from complete disaster in the event of an atomic attack, but, from a long-range standpoint, make possible an ensuing sound regional development far better for

living and the general economy than what has now come to pass. The following facts point up the need.

At the present time approximately two-thirds of the government's employees work in the Central Area within two miles of the Washington Monument. A sixth more work in the next two-mile circle. The four-mile radius circle embraces the homes of about two-thirds of the population of the entire metropolitan area with its 1,500,000 people. Most of those living outside this radius drive to work and clog the arteries of internal travel to reach their destination near the center. The result of this concentration of employment is a growing saturation of traffic channels which cannot be basically relieved except by controlling the source of the traffic.

To meet this situation the National Capital Park and Planning Commission several years ago proposed a ceiling of 140,000 Federal employees in the Central Area west of the Capitol with future expansion to take place at well-distributed locations near or beyond the edge of the present built-up area, 10 to 15 miles out. Because protection against atomic attack by dispersal now dictates a distance of about 20 miles from the center, the new locations would thus become the natural focal points for satellite centers in territory now relatively open.

Quite obviously these dispersed Federal employment centers would need to be planned not only in relation to each other, but relative to the areas where development would be induced. Therefore, a new framework of regional circulation would have to be projected, land use requirements forecast and translated into zoning plans, community facilities located, and, in general, all the elements of either new or enlarged communities carefully planned in the interest of economy, order, and the objectives of the dispersal program.

LEGISLATIVE PROPOSALS

To meet these inevitable needs the Planning Commission has recommended to the Congress, which is now considering the dispersal question, a relatively simple but important amendment to the proposed authorizing legislation. It would do two things. First, it would require the Administrator of General Services, who would be in charge of the program, to utilize the services of the Commission for such regional planning as may be desirable to effectuate and preserve the purposes of the dispersal program and pay the additional costs of such extended activity; and second, authorize the Commission, in turn, to advance and contribute funds to local planning agencies to expedite and secure the preparation and adoption of local plans and regulations which would protect and assure the objectives of the dispersal program.

Endorsement of this amendment has been given by the principal local planning commissions in the environs. They universally recognize the necessity of there being a central planning agency at the Federal

level to coordinate policies and to be a focal point for regional planning. Even more realistically they foresee the need of immediate financial assistance for local planning activity to meet the impact of the dispersal program. In the territory most affected by the dispersal projects, comprehensive plans for guiding or controlling community development are not available. Adequate base maps are lacking and existing land uses which would have to be reckoned with are uncharted. Immediate financial aid is patently necessary if any comprehensive planning is to be done in time to be of value. It is estimated this aid would be about two-tenths of one percent of the cost of the program.

The thinking generated by the whole idea of dispersal brought to the fore a previous recommendation of the Commission that there be established a Regional Planning Council as the most effective method for jointly considering metropolitan problems, setting policies and proposing solutions for an interstate area. After dispersal was announced a voluntary council was set up on the initiative of the outlying planning agencies. The overall, common planning issues at stake, if the dispersal plan became a reality, were readily recognized and agreement quickly reached that legislation was essential.

The Commission has accepted this proposal and is currently re-drafting its own reorganization bill, which had failed of enactment in a previous Congress, so as to include provisions for a Regional Planning Council made up of representatives of the planning agencies of the region.

CONCLUSION

It seems obvious then that the dispersal idea will bring many benefits to the people of the metropolitan community as well as security for the government establishment. It should stem the continuing growth of congestion in the heart of the Capital by attacking the problem at its source. It should make it possible for many employees to live closer to their place of work and yet in an environment more suitable for their health and happiness, and it should, in general, promote a far sounder regional economy than the trends of the last few decades have been building up.

The Dispersal Problems in the Outlying Parts of the National Capital Region

FRED W. TUEMMLER, Director of Planning, Prince George's County Regional Office, The Maryland-National Capital Park and Planning Commission

1. The dispersal of new Federal centers of employment to outlying locations in the National Capital Region will have profound and far-reaching effect; and will bring to the governing bodies of these communities problems which they are ill-prepared to meet. A sudden expansion of population beyond the Corporate limits of a city into rural areas brings new and unusual problems to local governments accustomed to a slower tempo of activity. Sometimes, despite even the warning of planners trained to observe these trends, there is not even an awareness of what is happening until it is too late. Then there is a dawning realization that the once lovely countryside has been irretrievably spoiled by a hodge-podge pattern of development, by main highways choked with traffic and incapable of being widened because of marginal uses, by overcrowding and incompatible uses of land, repeating all over again the same mistakes made in the city,—mistakes which provided the initial impetus for the desire of people to get away from the city to suburban and rural havens for better, more gracious living.

The dispersal plan as outlined calls for four and possibly eight new Federal establishments, each employing between five and ten thousand persons. These are to be about twenty miles out from the center of the City of Washington and at least five miles and preferably not less than ten miles apart. The areas most directly affected by this dispersal scheme have at present little or no planning control or regulation. These new centers, in addition to providing the nuclei for new communities or towns in the immediate vicinity, will exert a force on towns ten and even twenty miles beyond, and little hamlets and settlements will suddenly find an influx of population and a local housing and real estate boom in their midst. The present suburban areas of Metropolitan Washington will continue to grow (although probably at a diminished rate) since the area between outlying employment centers and the cities will be favored by many for business as well as for educational, cultural and economic reasons.

2. How is this problem of dispersal to be met by the communities affected? What are the needs, problems and difficulties?

First, there is the need for extending planning control to the areas where none exists at present.

Second, there is the need for strengthening the planning structure in the whole Federal-Interstate Area and providing for and enforcing Federal-State-Local co-ordination.

Third, there is a need for a Federal-Interstate Development Agency

to finance and build those projects of a regional nature which are essentially a part of the Metropolitan Development program.

Fourth, there is the problem of maintaining permanent open land uses so that the new communities established and separated for defense reasons do not grow together and in turn merge with the present suburban fringe, thus becoming part of the urban-suburban conglomerate which characterizes our present Metropolitan development.

Fifth, there is the difficulty of providing through local financing and at the time they are needed, the necessary public community facilities and services for the new and expanded communities in the far-flung National Capital Region.

3. Why are these the problems? For a partial answer, let me give you as background, some of the planning and development situations with which we have been faced in the suburban areas in Montgomery and Prince George's Counties immediately adjacent to the District of Columbia. Here we have already faced in a limited sense the problems of dispersal, B.A.B. (Before Atomic Bomb.)

The Washington Metropolitan Area has, during the past thirty years, exhibited the same phenomenon of growth characteristic of other large American Metropolitan regions. In the first three decades this growth did not appear to be abnormal, although just prior to the end of the first decade suburban storm warnings were hoisted. With an awareness of problems to come and an unusual degree of foresight, public leaders in the Maryland portion of the National Capital Area in 1927 sponsored in the General Assembly of Maryland, the establishment of The Maryland-National Capital Park and Planning Commission. This agency is the Maryland counterpart of the National Capital Park and Planning Commission.

In the second decade, 1930 to 1940, the outward movement of population to the suburbs became more manifest in the Washington area as in other Metropolitan centers in the country and we began calling it "decentralization." During that period, the Washington Metropolitan region showed a 44.8 percent increase compared with an 8.1 percent average increase for the 140 Metropolitan areas included in the Census Bureau's List.

The ten years just ended has seen an acceleration of this "flight to suburbia." Mr. Augur has indicated that the suburbs had a growth rate of 116.4 percent compared with 20.3 percent for the District of Columbia. In other words, from 1940 to 1950 the population in the area outside of the District of Columbia grew at nearly six times the rate of the Central City. While census figures indicating comparative rate of growth are not yet available for decade '40 to '50, it is worth noting that in the previous ten years the suburban rate of increase was 74.6 percent against the central cities' 36.2 percent. The national average for the 140 Metropolitan Districts was 15.1 percent suburban with

5.1 percent for City. But these rate figures don't really tell the story, although they are interesting statistically. What we are dealing with is not percentages but people—families. If a community had a thousand families in 1940 and increased by 100% in a decade, the problems of providing facilities and services for the additional families might not be tremendous or acute, but when that 100 percent increase means going from 100,000 to 200,000 people the problems of extended water and sewerage lines, of providing more schools, parks and recreational facilities, and of increasing the traffic capacity of roads, and of building new ones, then these become problems of considerable magnitude.

This is actually what we have had in the two Maryland counties. In 1940, Montgomery County had a population of 83,912; Prince George's County, 89,490. By 1950, Montgomery had reached 163,749; Prince George's, 193,696, or 95.1% and 117.1% increase, respectively.

The two counties are about the same size, having a total area of approximately 980 square miles. 82 percent of this population lives in the 320 square mile area known as the Maryland-Washington Regional District, over which the Maryland-National Capital Park and Planning Commission has planning jurisdiction.

In the last decade, most of the population growth was concentrated in the five post-war years from 1946 to 1950. During the war years restrictions on travel and on building reduced to a mere trickle the outward flow of population.

It may serve to highlight this great population expansion when I tell you that in Prince George's County alone in the 150 square mile area within the planning jurisdiction, new dwelling units were built sufficient to house over 27,000 families. That's approximately 100,000 people. Now, it is one thing to plan for this growth—getting those plans to the point where they are transformed into reality is another story because of the inevitable time lag between need and accomplishment. During the quarter-century of the existence, the Maryland Commission has worked dilligently within the limitations of its resources and staff, to meet the growing and increasingly complex problems of its jurisdiction. In doing its job it is necessarily bound by the legislative envelope which sets forth the scope of its authority and control. Like most planning commissions, it has the job of making a general, or master plan, which is intended to guide and promote orderly development in the region, but this plan is advisory only. Its execution is dependent upon the understanding collaboration of a number of independent agencies at local, state and Federal levels.

The aims of these agencies are often limited in scope and frequently in conflict with one another and with the plan. This fact constitutes one of the chief obstacles to orderly planning, a problem to which I will refer later.

Our Commission is perhaps more fortunate than some, in that it

administers certain regulations, and actually carries to conclusion one part of the general plan. Whatever measure of orderly development there has been in our suburban areas is due largely to these functions.

Subdivision control is one of these. When land subdivision was unregulated, lots out in the country were laid out at 20' or 25' width, despite absence of water or sewerage facilities; block layouts were rectilinear regardless of topography, streets were often narrow, with excessive grades, and frequently discontinuous. Now subdivisions are well planned to fit into the land. Necessary through streets of adequate width and grade are laid out, providing access from one subdivision to another. Minimum lot sizes are governed by the zoning regulations, being at least a half-acre in sections unserved by water and sewerage. While it is true they are still subdivisions and not new towns, they do blend into one another becoming part of a larger, fairly well integrated community.

Subdivision control has enabled us also to carry forward many of the objectives of our master plan of highways. If a proposed subdivision adjoins a major highway in need of widening or straightening, or even if a new route is required, we obtain the additional right-of-way through dedication. The State Roads Commission has not been able to keep abreast of the road improvement needs of the area because of financial limitation, but when it does tackle a job it usually finds an adequate right of way unencumbered and unencroached, available at no cost to the State.

We have saved the State of Maryland literally thousands of dollars in right-of-way cost through this device. As an additional means of promoting orderly development through subdivision control we are now proposing amendments to the regulations, which will enable us to obtain reservations of land for schools, playgrounds, and other facilities, wherever these are deemed necessary.

The second administrative control is in connection with zoning. Building plans are processed by the Commission to insure compliance with the regulations. All proposed amendments to the zoning map are reviewed by the Commission. Its recommendations are transmitted to the County Legislative Body, which is the final arbiter in zoning matters. The Commission is charged, too, with the task of preparing a zoning plan, including amendments to the text of the ordinance. New regulations adopted in November, 1949, provide for a so-called "Planned Community Zone," which will help us in establishing neighborhoods having within them the necessary physical components for well rounded living—quiet residential areas, parks and playgrounds, schools, shopping centers, and even industrial and other mass employment centers wherever these are appropriately located.

With respect to parks, the Commission's authority goes beyond the planning stage. As its title indicates, it is also a park commission.

Under the terms of Federal legislation, known as the Capper-Cranton Act passed in 1930, the Maryland Commission in collaboration with its sister-agency in the National Capital has planned an extensive park system embracing 7680 acres of land. This system follows the stream valleys, which extend out to Montgomery and Prince George's Counties in the District of Columbia.

Approximately 1700 acres have been acquired and partly developed, and an additional 1,000 acres will be purchased this year with current appropriations. Thus through these three items of subdivision control, zoning administration and park-planning and development, the Maryland Commission has been able to carry out important aspects of its plan for orderly development of that part of the National Capital Region immediately adjacent to the District of Columbia in Maryland.

I have gone into our work at some length because all that we have done and much more—must be done if we are to have the kind of expanded urban-rural Metropolitan Community that Mr. Augur visualizes when he speaks of stretches of open fields and forest forming permanent green belts between the living cells of communities and towns—an admittedly desirable objective in which we concur.

4. If we are to set the stage for the creation of this kind of Metropolitan Community the needs that I mentioned earlier must be met, the problems answered and the difficulties overcome. I suggest the following for your consideration:

First, the extension of planning control to areas where none exists at present. I believe that in Maryland the planning protection of the present state-level, bi-county, Park and Planning Commission should be extended to embrace the entire geographical area of the two counties.

An upper-Montgomery County Planning Commission for the rural areas was set up last year, but thus far it has no staff, no plans and no regulations for subdivision or land use to control development.

In Prince George's County the situation is even worse. There is no planning body for the county area outside our jurisdiction. Our commission is authorized to extend its study and services to sections in both counties beyond the present jurisdiction at the request of the appropriate governing or legislative bodies. This should be done at once as an interim measure, pending full extension of authority by legislative action of the General Assembly of Maryland.

Second, there is the need for strengthening the whole planning structure in the National Capital Region and for providing for and enforcing Federal-State-Local co-ordination. The need for better co-ordination of Federal and state interests has already been recognized by the National Capital Park and Planning Commission, which last year tried to get a bill for its reorganization passed by Congress. The reorganized commission provided for representation from Maryland and Virginia and would have required that all agencies of the Federal

and District of Columbia Governments consult with the National Commission before acquiring sites or undertaking any project in the National Capital or its environs in Maryland and Virginia. Consultation between the National Commission and the regional agencies at state level also would have been required. Unfortunately the bill failed to pass.

The importance of this or similar legislation to any program involving dispersal of Government agencies becomes at once apparent when I tell you that now they can buy sites in Maryland or Virginia and set up any kind of activity or plant without reference to any planning body. For example, about two years ago, a Federal Agency acquired a large tract of land in Maryland in the path of an important proposed cross-county highway. The agency's development plans ignored the route, making it necessary for us to divert it, lengthen it, and bring it through communities unintended for such traffic. Furthermore, the road will not be functionally the kind of facility intended in the plan.

In another and earlier instance, the site for a large group of Federal buildings was purchased before our commission or even the National Commission was informed of it. A great deal of land speculation followed, some of it, unfortunately, outside of our then-existing jurisdiction. Our planning area has been extended since but we will have to live with the uncontrolled development for a long time. This matter of co-ordination is so important that when hearings on the Dispersal Bill were held we again urged Congress to designate the National Commission as the Central Planning Agency of the Federal Government to co-ordinate the activities of the many independent agencies and to act as the liaison body between agencies at Federal and state levels. We asked also that funds for planning purposes be allocated to the National Commission and that provision be made for re-allocation of a portion of this money to local bodies for planning studies incidental to the dispersal program.

We do not yet know the outcome of this request. We suspect that we will get the responsibility, but not the money.

Third, the efficient functioning of an extensive National Capital Region will require also the construction of many projects of a regional nature. Among the most important are roads, for which the Dispersal Bill makes some provision. Others include bridges, waterfront development, major water and sewer lines, and so forth. Last spring in an address before the American Society of Civil Engineers in Washington, Major-General U. S. Grant, 3rd, suggested the establishment of a Metropolitan Works Agency with power to finance with Federal aid and to construct through the appropriate Federal, District of Columbia, or State Agencies, those projects of a Regional nature beyond the scope or financial ability of local Government or of any one agency to undertake. Projects such as the Potomac River crossing from Alexandria to

the District of Columbia, with approach roads leading from Arlington and Fairfax Counties in Virginia and Prince George's County in Maryland, would be among the type of projects to be included in such a regional construction program. Similarly, the circumferential highway which will be required to provide easy access between dispersed Federal centers located close to radial express routes could also be included.

Fourth, the problem of protecting the open areas between new communities against encroachment is a difficult one. Those committed to the traditional laissez-faire promotional method of development which is prevalent in all our rapidly-growing Metropolitan areas will see in these community nuclei only fresh opportunity for land speculation and exploitation. Gradually, but surely, the open spaces between new communities and between these and the outer fringe of the existing suburban area will disappear. As we have already found out, subdivision control and zoning are inadequate tools to prevent this disappearance of open space.

As new communities are established and water and sewerage lines are extended, adjacent landowners will eye the speculative field and soon another subdivision will appear on the map. How can this mushroom sprawling growth be controlled? It would be easy, of course, if the Federal Government were purchasing vast reservation areas, thus controlling all community development, such as was done in the Greenbelt Towns, built by the Resettlement Administration. But this is not a desirable Federal policy and has been rejected by Congress, at least by inference, in the decision to sell the Greenbelt Towns. Private enterprise has an important stake in our American Community and the responsibility for building new communities should be left to private enterprise. This should not, however, mean license to run rampant over the countryside.

I have no ready answer to meet this problem but perhaps the solution lies in Federal acquisition of development rights, rights-in-land or easements, call them what you will, so that the landowner can have no complaint that his inherent property rights have been curtailed.

Fifth, the financial burden, with which local government is faced in meeting the demands for new community facilities, particularly schools, is another difficulty which must be overcome. The problem of meeting this need for schools has been so great in our suburban Maryland counties that it has overshadowed all others. The load on the County financial structure has been so heavy that it is almost impossible to meet the need.

It may serve to emphasize this problem when I tell you that in Prince George's County our school registration increased from 22,000 in 1945 to 32,000 by 1951. This increase of ten thousand registration expressed numerically becomes more significant when you think of it in terms of school sites, school buildings, and rooms. At 35 students

per room, 286 rooms are required, or between twenty and thirty school buildings.

The difficulty of providing the money for these and other community facilities is one of the reasons why local governing bodies look with fear upon the Federal dispersal program. Remember, that the Federal Government takes the place of industry in other urban areas. But unlike the establishment of a new industry in the community, there is no corresponding increase in the assessable base because of the added value of land and of new buildings. On the contrary, the Federal land comes off the tax roll. In the Prince George's portion of our regional district, we have 19 square miles of Federally-owned land, so you can see that tax exemption results in substantial loss. New employment centers will bring new families into new communities with requirements for new schools, parks, playgrounds, police and fire protection, etc. It is pretty well established that the residential property values do not pay their way tax-wise in most communities. Only the presence of commercial and industrial property with high valuation provides the balancing factor to overcome the residential tax deficit. In the absence of such taxable areas in our communities, the only answer appears to be a reasonable, but adequate Federal contribution "in lieu of taxes." Local government is willing to do its share but it cannot be expected to end up like the farmer who was bringing his colt to town. He soon met a man who said the animal was too young to be ridden. The farmer dismounted and walked beside the colt. After several miles he met another man who observed that the colt was lame. He berated the farmer for making the colt walk a long distance to town. So when the farmer finally staggered in, there was the colt, draped gracefully and peacefully about his shoulders.

5. As we stand on the threshold of dispersal in the Washington area then, several things are apparent:—First, the need for extending planning control to the outlying areas. Next, the improvement of the Metropolitan Planning Machinery to provide for better co-ordination and integration. In addition, the Metropolitan Development Agency to bring into being, in accordance with the plan, the important region-wide projects. The last two will require much exploration and study. The maintenance of open areas to set the future Metropolitan pattern of a central city with integrated satellite communities and towns, well-spaced in an orbit of greenery.

And last, but very important, an equitable scheme for the financing of local community facilities needed to make these new towns desirable living places for the American families who will come to them. For in the final analysis, this is what all our planning is about, and for—the American family, the foundation stone of our society. The opportunities for good working conditions, pleasant places in which to live, and a chance for the better things of life, are the promises, the woof and warp

of the fabric, you might say, of our economy—our American way of life. All that we do here in planning in our National Capital Region and elsewhere throughout this great country must be in furtherance of these objectives. Government, private enterprise, the professional planner and the citizen, all have an important part to play and a responsibility to share. While others are giving their very lives to preserve the American ideal, at least the rest of us can give our thought, energy, and devotion. With Divine help, may we achieve our objectives.

REGIONAL PLANNING

Parkways—A New Philosophy

STANLEY W. ABBOTT, Supervising Landscape Architect, Mississippi River Parkway Survey, National Park Service, Department of the Interior.

THE idea of parkways and freeways is scarcely new. We have watched them nearly forty years being fitted to the urban and suburban plan like a miracle—revitalizing traffic flow, bringing a stamp of order and of beauty to congested environments. We have seen the parkway, freeway, expressway or thruway strike across the New England States, parts of New Jersey, Pennsylvania, Maryland, Virginia, Michigan, California, Oregon, and others, meeting demands of heavy regional travel.

We have watched highway engineers through 48 States, encouraged by the Bureau of Public Roads, borrowing progressive ideas from these examples and applying them to trouble spots in the Nation's network of highways.

Despite signs of progress, there has been no full appreciation of the value of these advanced theories, no general adoption even where traffic conditions are critical. Instead, we continue in busy places to build on narrow rights-of-way six lanes of concrete, for example, and to watch a year later how four lanes remain to be traveled in considerable jeopardy between lines of vehicles parked or maneuvering before burgeoning roadside establishments. Each year more highways, but lately improved, sink into early obsolescence. It would be misleading simply to say that planners have been slow to learn, for the demonstrations of sound planning are now too many and too generally admired. More accurately, we face the familiar difficulty of selling the public what is for their own good, values as distinguished from costs—this during a time when highway budgets are beleaguered from every side. Investment in parkways or freeways is long-term investment and wise investment. Any lesser plan for the urban environment is waste. It remains for the planning professions to impress these facts on the civic intelligence.

But there is a further obligation of the planner to recognize in the concept inherent versatility. We know that the insulated highway works wonders in the congested areas, but we have only begun to adapt it for use in the American countryside. The estate of happiness while motoring for business or pleasure between centers of population or the parks, forests, lakes and beaches is at least intermittent with a sense of discomfort and danger. Multifarious things exploit the roadside and trouble the way, though the avowed function of the tax-built thoroughfare is to provide for safe and pleasant travel.

A goodly number of citizens have cried "injustice." Forceful writers have written. Yet if we are honest we count but little progress in these decades of protest and persuasion. The American Automobile Association in its recent publication, *Roadside Protection*, points up the slow measure of our advance. Even curbs through legislation, like zoning, are dependent on police powers and results are compromise. No kind of effort need flag, of course, but to save any important part of our road system we had better turn to surer methods.

Our troubles stem from a too-narrow definition of the highway in the courts of law, and they root deeper than that in our American sense of property rights—a jealous ideal we all share. It was the parkway which first gave us the complete motorway and opened our eyes. It was accomplished under park law, not under highway law. Since then, we have striven to broaden the language about highways, to incorporate something of those virtuous and resourceful powers which could insure the future of our highways against decay. Ethically, there can be no question. Consider how we spend on the motor vehicle several times each year what we spend to educate our children. Consider then that our terrific investment in highways has little surety. The risk is great in the face of continuously growing traffic and the growing business potential of the roadsides.

It would be fine, of course, if we could have complete parkways or freeways all over the nation, but none of us believes that we can afford them, nor that we yet require them in a proper plan for highways. There is a place for a limited number of new parkways and freeways to be sure, and planners should prescribe them more often than we do. But most importantly, there is a general and immediate need in our highway thinking to apply, selectively, certain of the lessons which we can learn from the parkways and freeways.

One example of the new and complete parkway used as a means to conservation and recreation in the rural region is the Blue Ridge Parkway, 500 miles through the mountains of Virginia and North Carolina between the Shenandoah and Great Smoky National Parks. The project grew out of the early thirties when the Nation sought useful public works. Now two-thirds complete, this pioneer project was designed expressly for the vacation motorist by the Bureau of Public Roads and the Park Service. The roadway itself is mostly two lanes wide, a modern version of mountain road. It is, of course, the broad ribbon of parkway land, 850 feet wide on the average, which guarantees its worth in the field of conservation. The right-of-way expands in places to embrace a wild area of several thousand acres, a mountain or group of mountains, the fringes of which are developed for recreation and various services for the traveler. Again the parkway reaches out and gathers in a pioneer cabin or a grist mill. A flat-lander from Ohio once called farming in the Blue Ridge "the miracle of hill culture." This picture

is saved also. Sheep graze in Sweet Annie's Hollow and corn grows in the highland valleys—because selected parts of the roadside are carefully farmed under agreements with the former owner of the land. Thus in the Blue Ridge, the versatile concept we call parkway became a way to exhibit and to preserve the varied geographic features of a native American landscape.

The Natchez Trace through Tennessee, Alabama and Mississippi is not far advanced toward completion but in that project parkway principles are being applied to the conservation of historic trails and traces.

There may be relatively few parts of our country where new scenic parkways of such dimension as the Blue Ridge would be justified. There are, however, many vulnerable spots in our highway system where insulated roadways are clearly justified. No one knows, for example, the resort areas or the county, state and national parks but knows the shabby developments for tourists which line the approaches to many of them. Every sort of thing is there save the accommodation the traveler really seeks—a quiet retreat from the traffic. Speculation is high; business risky; the visitor seldom returns for he can find these prosaic things on the edges of his home town. How much better for the traveler and for the stability of the travel business itself if access to the new parks, forests or recreational dam sites were planned as parkways. They needn't be lengthy, for a zone exists around each of them where you sense its influence, where you seek a base from which to make your sorties to the beach, or into the forest. It is this zone which is critical. It may not reach ten miles beyond the boundary. Concessions for travel accommodations can be operated by private enterprise but given a park-like setting. Most importantly perhaps, parkway approaches can absorb some of the pressure for overdevelopment of the natural areas themselves of which we are first solicitous.

And now for the thesis that certain virtues of these broad right-of-way concepts can be applied to the ordinary highway with economy. A preview of a plan for a Mississippi River Parkway may illustrate. From its sources at Lake Itasca in Minnesota, 1175 feet above the sea, the Mississippi River winds 2552 miles to the Gulf of Mexico—through the prodigious mid-continent. Currently the Bureau of Public Roads and the Park Service are studying feasible routes for a several-purpose motor road the length of the Valley, a dream of 12 years with a joint Planning Commission of ten River States. Final determination as to whether it will be built and delineation of its character will be up to others, but the Survey has been shaping its proposal along interesting lines.

The parkway would be administered by the already constituted state highway departments and financed as part of the Federal-Aid Highway System. It would incorporate existing river highways as

much as sixty percent of the distance. These highways would be converted to parkways and interconnected by sections of new construction by-passing congested areas, building continuity of direction, heightening tourist appeal. Parkway objectives would be accomplished first through limited access highway laws. These would be applied as the existing narrow rights-of-way are widened or new rights-of-way purchased to the standard basic width of 220 feet which has been adopted for inter-regional highways in the Federal-Aid System. The process is familiar.

Admittedly, 220 feet of fee simple ownership is only sufficient to accommodate the pavement or pavements, the shoulders, slopes, guard rails, the physical features of the motor road proper, with a little to spare. There is need in the formula for additional controls over and beyond this basic construction width. This is Part II of a two-part story. It might be entitled, "Adding Parkway Aspects to the Limited Access Highway," and the latter is all we have at the close of Part I. New characters enter, and they are the conservation family, including natural beauty, the Grant Wood landscapes, wild life, and history. They are worked into our manuscript in various ways. First, the States buy representative scenes of history and natural beauty. Second, they reach out and purchase, also in fee simple, such lands as are often best in public ownership because they are submarginal—the wildwoods, bluff faces, swamp lands, islands, and any superfluous woodlots of farmers. Third and lastly, but not least important in our noble trinity (because the Grant Wood landscapes are so large a part of the Mississippi Valley), we propose to control by simplified easements the vast mileages of open farm field—the pasture, the wheat, the corn, the cotton, and sugar picture. It is these open lands which are the void of the "solid and void" which gives shape to the mid-western landscape. The legal method would be similar to the purchase of highway development rights, an approach being tried on a temporary basis in Ohio, Michigan, and Maryland. The simplified easement on a permanent basis would divest the farmer only of his right to convert bordering farm lands to residential or commercial uses, but in no way hinder his pursuit of farming. The public would have no right to enter for any purpose. The device should result in large savings over outright purchase, retire less farm land from the tax rolls, and fix the pastoral scenery to the parkway without danger of despoilment, without cost to the public for maintenance.

Observe that there are three separate elements in Part II of the program. Each is designed to accomplish economically a particular purpose in the protection of the roadside. Assemble these elements, add Part I, the limited access theory, and you have an effective whole.

Now, dissect it again and reexamine the parts from the legal view. The state highway department requires specific authority to develop a limited access highway. There is precedent in highway law. As to the

rest, the scenic protection, the highway department would need legislative authority to purchase lands or easements to a width which admittedly exceeds the space required for actual roadway construction now or later. Where these broader rights do not exist and cannot be secured, there is still another approach—by the way of park law. In park law there is ample precedent and public understanding.

The elimination of trucks from the Mississippi River Parkway is seen as a desirable objective, not immediately attainable but susceptible of immediate planning for gradual accomplishment. Few of the river roads carry any substantial volume of through trucks as it is. The commercial pattern is more crisscross than up and down the River, partly because the River itself is a freight way. Improvement of truck routes in paralleling position where necessary and concurrently with development of the passenger parkway need not mean unwarranted duplication. It only requires patience and a bilateral view, which is to say, a proper plan for total transportation requirements.

The key to understanding the plan for a Mississippi River Parkway is to appreciate its elasticity. Once the basic land controls are established there are no limitations upon the ultimate physical growth which can take place as the expandable plan reacts to forces of shifting population and new land use. Who knows in this day of decentralization what traffic patterns may develop to dictate future pavement widths in the growing heartland of the country? As we see it now, the application of selected techniques of land control can clear the way and keep it clear for growth along lines equally sound and beautiful. If so, we may be on the edge of a new formula by which much that we admire in parkways and freeways can be extracted and affixed in whole or in part to the ordinary highway at reasonable cost. There are many fine pavements throughout the Nation relatively free of ribbon development which can yet be diverted to common sense. There is yet time to acquire the elbow room in which these cleaner roads can grow and so continue to serve, efficiently and pleasantly, their avowed public purpose.

We in highway planning will little change the picture with piddling strokes of the brush for, to paraphrase on Kipling, this picture which is America is a ten-league canvas. We, too, need a cosmic brush. When the thing is done, the strokes will have been bold if we save out of our highways any real sense of order and economy, any real part of this beautiful land.

The TVA Promotes Planning

HOWARD K. MENHINICK, Director of Regional Studies, Tennessee Valley Authority, Nashville, Tenn.; now Regents' Professor of City Planning, Georgia Institute of Technology.

IN THE course of building its dams and reservoirs, TVA flooded a number of urban communities, in whole or in part. TVA was legally responsible for restoring streets, utilities, public buildings, and other structures which it flooded. But beyond this it recognized a responsibility to assist the communities in making physical and economic adjustments to the new conditions so that the affected cities might minimize any local detrimental effects of the program and capture the new opportunities it presented. For example, if a community were partially flooded, it seemed desirable for that community to plan not only for the necessary physical readjustments in the immediate vicinity of the flooded area but to use this necessity for readjustment as an occasion for replanning the physical structure of the entire urban community. If the community were an agricultural trading center and near-by bottom lands which formed an important part of its resource base were flooded, it appeared important that the community be helped in finding new and, if possible, better sources of income made possible by the new developments. I shall later describe two of these planning readjustments.

Initially, TVA worked directly with one of the affected communities but very quickly discovered that this was not a satisfactory method of accomplishing its objectives. The community feared that TVA was using its planning assistance as a device for minimizing its legal obligations. Furthermore, it became immediately evident that if TVA continued to give direct assistance to communities, it would weaken rather than strengthen the State Planning Commissions, who were authorized to assist local communities with their planning problems.

Therefore, after that initial false start, TVA contracted with the State Planning Commissions of Alabama, North Carolina, and Tennessee to give planning assistance to the communities that were partially flooded by TVA reservoir construction. TVA paid each commission enough money to hire at least one technician, responsible to the commission, who would devote his full time to assisting the reservoir affected communities. This expenditure by TVA appeared justified because the agency was requesting for selected cities in each State a greater amount of assistance than the commission was prepared to give to all the cities of the State. The cities which were assisted were informed that TVA was financing the salary of the technician but that he was administratively responsible to the state commission.

Aside from the readjustment problems TVA had another reason for being interested in urban planning and development. The Tennessee Valley contains only two cities with a population of over 100,000—Chattanooga and Knoxville—but it contains many small and medium-

sized communities which had grown slowly in a region predominantly agricultural. As mechanization and the development of pasture-livestock programs are releasing agricultural workers, they seek employment in the new industries that are developing in the urban communities of the Valley as a result of many factors, including the availability of low-cost power, low-cost water transportation, and the increasing Valley markets for industrial products made possible by the rising incomes of the people of the Valley. It is noteworthy that urban population in the Tennessee Valley (exclusive of cities of 100,000 or more) increased approximately 30 per cent during the decade 1940 to 1950.

This means that the cities of the Valley, whose growth has been delayed but which are now growing rapidly, have an unparalleled opportunity, through planned guidance of this new growth, to avoid the mistakes that have characterized rapid urban growth elsewhere in the United States. TVA saw here an unusual opportunity to assist in developing the urban resources of the Valley. At the same time, it hoped to demonstrate a method by which small cities that were unable to afford the full-time services of a competent planner could obtain the technical planning services they required.

A state and local planning assistance program was soon underway. The first time thereafter that the state planning commissions faced the problem of securing the renewal of their budgets, they were astonished to find the local communities they had been assisting knocking at the Governor's door, urging him to appropriate adequate funds for the state planning commission because it was rendering valuable assistance to them. Such support does not often come to state planning commissions, I am told.

The news of the help that the communities on the Tennessee River were receiving spread rapidly to the other cities of the State. They requested similar assistance, which was extended to them by the state planning commissions. The experience gained in the reservoir communities proved helpful in this program extension. In Alabama, the assisted communities are required to pay a modest annual fee to the state planning commission, the amount of which is based on the population of the community. Some of the larger communities in Tennessee also contribute financially to the program.

I think it is significant that today the State of Tennessee has four regional offices, staffed with technicians who are available to help the communities of their area with their local planning problems. In 1935, there were two planning commissions in the Valley—Knoxville and Chattanooga. Today there are 46 active local planning agencies in the Tennessee Valley, serving communities having a total population of more than 906,000. Two-thirds of the Valley people living in urban communities with a population of 2500 or more are now served by local planning agencies.

The state planning commissions have grown with the local planning agencies. In 1935, the state planning and development agencies of the seven Valley States had total appropriations of \$5000. In 1950, their appropriations totaled more than \$700,000 and they employed more than 100 technical staff people.

TVA payments to state planning agencies for special services in connection with its reservoir and regional development programs increased from a total of \$6000 in 1939 to \$17,000 in 1944, and thereafter gradually declined until 1948, when all payments were terminated. The payments, although very small, played a role in the development of state planning agencies in the Valley, for they strengthened these agencies during a period of instability when state planning programs were being formulated and developed.

For a number of years prior to the establishment of the Southern Association of State Planning and Development Agencies in 1948, the planning agencies of the Valley States met together with TVA. It was at one of these meetings that the need for university training in planning in the Southeast was noted. Shortly thereafter, the University of North Carolina established instruction in planning to meet the need for trained planners in the Southeast. TVA gave a modest amount of technical assistance to the University and to the head of its new school. TVA also contracted with the University for technical planning assistance to the western North Carolina communities that were being affected by its program. These funds enabled the planning school to add to its staff in its early years a man who had a first-hand opportunity to gain experience with the planning problems of selected North Carolina communities. I think it is significant that out of eleven graduates of the first two graduating classes, eight are now employed by planning agencies in the Southeast.

Two cities in Alabama—Guntersville and Decatur—afford an illustration of the TVA planning assistance program in action.

Guntersville was a small, agricultural trading center of about 3000 people in northern Alabama. Its economic base was the rich bottom lands of the Tennessee River, on which cotton, corn, and tobacco were being produced. When the people of Guntersville learned that a dam was to be built near their city and that the rich bottom lands which formed their economic base were to be flooded, they sent a delegation to the TVA Board of Directors to request that if the dam must be built and the bottom lands flooded, TVA buy out their town because they would be economically ruined. The TVA Board advised them that it had no authority to buy their town since it was not to be flooded and, anyway, the Board was convinced that a town at that location would have a useful function to perform. The TVA Board advised them to defer their judgment until the dam was completed and they could realistically appraise the outcome. This they did because they had no other alterna-

tive. During the period of construction of the dam the town flourished because the construction workers made Guntersville their shopping headquarters and many lived there.

The dam was completed and the impounded waters rose behind it. The people of Guntersville awoke one morning to find themselves on a high-lying peninsula jutting out into the beautiful blue waters of Guntersville Lake, which at this location is surrounded by tree-clad hills. They came to TVA again and said: "Well, we at least have a beautiful place in which to starve."

People came to Guntersville to see the lake. They came from near-by Birmingham, Gadsden, and other communities. They stayed overnight in the little hotel and they bought meals and gasoline and fishing tackle. The citizens of Guntersville discovered that they had a new source of income, and they came to TVA and asked for help in developing it. TVA suggested that the local planning commission study the problem with the help of the Alabama State Planning Commission. TVA agreed to make its assistance available through the State Planning Commission.

One of the first suggestions made to the local planning commission was that it sponsor an outboard motorboat race regatta. This was an unorthodox undertaking for a planning commission, but the commission undertook it, nonetheless. There had never been any outboard motorboat races in northern Alabama because there never before had been any suitable water.

The motorboat races were scheduled for an August Sunday afternoon. The ministers did not know whether to approve the Sunday afternoon motorboat races. But they finally decided they were all right and urged their congregations to invite their friends to come to Guntersville, go to church in the morning, and see the motorboat races in the afternoon. The result was that the churches were filled to overflowing.

The people of Guntersville considered themselves optimistic in anticipating as many as ten thousand people to see the races. TVA sent some safety service officers down to help handle the traffic, and the state sent some state police. About ten o'clock in the morning TVA got a telephone call that all the food and soft drinks and gasoline in the town had been sold and that the crowds were still pouring in, and that they needed more safety service officers. At twelve o'clock TVA received another call that the streets were jammed with cars and that people were having to park their cars outside the town and walk in. By actual count, more than 50,000 people came to Guntersville that August Sunday afternoon. It is said to be the largest crowd that had ever assembled in northern Alabama in the history of the State. You can well believe that the people of Guntersville realized now that they had an important new source of income in recreation, and they proceeded to develop it. One of the first steps they took was to zone their town be-

cause, they said, it had always been a pleasant place in which to live and do business and they wanted to keep it so.

TVA had acquired the tip of the peninsula because it was subject to infrequent flooding. A bridge crosses the reservoir from the north to the tip of the peninsula, making it the principal gateway to the city. TVA suggested that this land be made into a city park and, for that purpose, leased it to the city for one dollar a year.

A leading oil company wanted to build a bulk oil terminal at Guntersville for the delivery of petroleum products by water. They suggested that the only acceptable location was the tip of the peninsula. Because the city council wanted this terminal very badly, they favored permitting its location there. The planning commission, taking a broad viewpoint toward the development of the city, argued that such a location would ruin the city and suggested an alternate location. The debate continued for some time with the citizens as a whole finally siding with the planning commission. The oil company built its terminal at the alternate location and a second oil company subsequently located a terminal in the same area. I attended a meeting of the planning commission a few years later when citizens were speaking of Guntersville as "The Lake Placid of the South," and the Mayor stated that he now realized that the location of the oil terminals on the tip of the peninsula would have been very detrimental to the city.

In the process of building Guntersville Dam and Reservoir, TVA built a dike along one side of the peninsula and thus acquired ownership of that deep-water frontage. Deep-water navigation rapidly became an important economic asset to Guntersville. For example, automobiles are brought overland from Detroit, Flint, and other producing centers to Evansville, Indiana, where they are placed on huge three-decker barges (two or three million dollars worth of automobiles in one tow). They are thus brought to Guntersville, unloaded there and distributed overland throughout the Southeast.

Because what happens on the TVA waterfront will have a tremendous influence on the economic development of Guntersville, TVA has agreed to make no leases of its waterfront lands until the proposal has been reviewed by the Guntersville City Planning Commission, and TVA has been informed that the proposed use is desirable from the standpoint of the development of the city. There are now on the waterfront a public-use terminal, two grain terminals, and two bulk oil terminals.

Guntersville is growing as a recreation center and as a transshipment point between water and rail and highway. Because the city is located on a peninsula of limited size, it may eventually find itself with too little land for its potential development. Recognizing this situation, the people of Guntersville, in effect, taxed themselves nearly thirty cents per capita to have a topographic survey made of the entire peninsula

and to have a complete road layout prepared so that none of the available land would be wasted through unwise piece-meal subdivision. About this time, citizens began to talk of Guntersville as the "Manhattan Island of the South."

One of the merchants of the town is reported to have stated that he doesn't sell very many straw hats anymore but that he sells a whale of a lot of yachting caps. The Mayor, who is also the town's leading banker and the town's leading doctor, is quoted as saying: "The people of Guntersville are healthier and happier and more prosperous than they have ever been before. I may not write as many prescriptions as I once did but I take in a lot more money at the bank."

Decatur, Alabama, is another city that has successfully solved its readjustment problems. Prior to the advent of TVA, an epidemic of mosquito-borne yellow fever swept through the city. The city's one industry, a railroad car shop, moved away and the city was left in almost complete economic collapse. A hosiery mill subsequently moved to Decatur and shortly after the establishment of TVA, blood smears made of all the employees of the hosiery plant disclosed that nearly $\frac{1}{3}$ of them had malaria. TVA initiated a program of malaria control in this area, as well as elsewhere in the Valley, and today malaria is practically non-existent in the entire Valley.

After the 9-foot waterway was extended to Decatur, the Ingalls Shipbuilding Corporation established a shipbuilding yard on what had formerly been a cotton field. There it is building ocean-going ships and barges.

An even more significant development was the establishment in Decatur of a grain elevator and flour mill by a Nebraska concern. They shipped grain to Decatur from Nebraska by water, produced flour, and sold it in the southeastern market at a lower price than had formerly been possible. Thus, many of the people of the region gained through lower prices, as well as through employment in the flour mill. At the same time, the flour mill owners offered to buy at St. Louis prices all the grain that could be produced locally. Land was taken out of the production of cotton and tobacco, and lands that were formerly unused were brought in use, producing grain. With grain available, dairy and beef cattle appeared. More land was converted from row-crops to pasture. As an abundant supply of milk became available, a creamery was built. The availability of grain led to the production of poultry feed, which required alfalfa. More land went out of cotton and into alfalfa, and an alfalfa dehydrating plant followed. Poultry feed led to a substantial broiler industry, and a failing basketworks got a new lease on life manufacturing crates in which to ship broilers to Birmingham, Atlanta, St. Louis, and Chicago. This whole chain of interrelated business enterprises was set into operation by a nine-foot navigation channel.

While these new business enterprises were developing, the Decatur City Planning Commission was at work preparing plans for a better community. Their plans for new roads, schools, a hospital, and other community facilities required for construction more money than the city possessed. TVA was asked to help and, at its suggestion, the Mayor asked the city planning commission to study and present recommendations as to methods for increasing their municipal finances—an analysis of the amount of present indebtedness and sinking fund requirements, ways of increasing present sources of revenue, and possible new sources of revenue. This study has become a veritable Bible of the Mayor and the city council, and its recommendations are being carried out. Please remember this study, because I shall refer to it again in a moment.

The Wolverine Tube Company, a subsidiary of Calumet and Hecla Copper Mining Company, was seeking a location for a new plant and had narrowed its choice to Tupelo, Mississippi, and Decatur, Alabama, both of which are served with TVA power. Decatur was selected and the people of Tupelo, being quite naturally disappointed, asked Mr. Bassett, the General Manager of Wolverine Tube Company, to tell them why Tupelo had been rejected in favor of Decatur. Mr. Bassett replied very frankly. One of the reasons he gave was that Decatur had better community facilities, and he stated further that although Decatur's municipal finances were not much better than Tupelo's, Decatur had a careful study of its financial situation and was improving it. Thus we see that the city planning commission's study of municipal finances paid an unanticipated dividend.

Almost as a by-product of its reservoir development program, TVA started a local planning movement in the Valley which after the withdrawal of TVA from this field, has not only maintained its original momentum but has accelerated it. The Valley States are fortunate in having competent state planning commission directors. Without them, the torch that TVA lighted would long since have gone out.

The Bi-State Development Agency for the Missouri-Illinois Metropolitan District

MILTON M. KINSEY, Chief Engineer
Bi-State Development Agency, St. Louis, Missouri

THE Bi-State Development Agency is, in some of its aspects, distinctly a new and novel experiment in government. However, as Goethe has so aptly said, "Everything has been thought of—the difficulty lies in thinking of it again." So we find that the principles underlying a portion of the Agency's activities have been long employed. As early as the year 1800, for example, it was common in Europe for two or more local governmental units to join in constructing public works (usually river or harbor improvements), for the mutual benefit of the participants. The well-known London Port Authority was organized about 1900. Here in this country we have seen the New York Port Authority grow into a super-colossal giant in the 30 years since it was organized.

It will be noted that these authorities have a common denominator in that they were formed to construct and operate physical properties of a public works nature. It is in this respect that the Bi-State Agency is unique, for although it may own and operate certain types of facilities, it is also endowed with the power to act on behalf of its bi-state area in many other fields, including those of regional planning.

HISTORICAL BACKGROUND

Since the Agency is the direct result of the activities of a self-appointed, self-supported, unofficial, citizens group, its historical background is significant. However, the first suggestion, that an interstate area-wide planning agency for the St. Louis metropolitan district was desirable, is to be found in the June, 1936, report of the National Resources Committee. After studying the then-existing conditions, this report recommended that:

A governmental agency be created by interstate compact or by other legislative action to prepare unified plans within the St. Louis Region. It is recommended that this agency comprise five members, two to be appointed by the Governor of Illinois, two by the Governor of Missouri, and one by the President of the United States. All members should serve for at least 5 years and should be residents of the region.

The first duty of the regional planning agency would be the preparation and adoption of an official regional plan. This agency should serve as the official planning agency in any portion of the region where there is no local planning commission; in those areas having a local planning commission the agency might have recommendatory powers which could be overruled by a four-fifths vote of the local governmental agency. Legislation should be enacted by the States of Illinois and Missouri with these objectives in view.

Ultimately the regional agency might be empowered to exercise either partial or full control over such matters of distinctly regional concern as public health and sanitation, interstate highways, river crossings, unification of transportation terminals, large scale housing projects, and outer parks.

For eight years this recommendation was ignored; but in 1944, under the energetic leadership of Honorable W. Stuart Symington, the Metropolitan Plan Association, a voluntary citizens' group, was organized and its activities financed by contributions from business and industrial leaders in the metropolitan St. Louis area. Through the organization of many local committees and the holding of numerous meetings the Metropolitan Plan Association engendered considerable public sentiment for the official establishment of an overall area agency similar to that called for in the National Resources Committee report.

Finally, in 1947 the Association was successful in having legislation passed by both the States of Missouri and Illinois authorizing the appointment of temporary or interim commissioners by the Governors. The law stated that the commissioners were to "prepare a program of organization and administration whereby the affected communities of the area may most effectively plan and guide the development of the area in matters which are of concern to the area as a whole." The commissioners were required to "give specific attention to and make recommendations as to the advisability of establishing a permanent bi-state administrative body."

An appropriation of \$50,000 divided equally between the two States was made to defray the expenses of the commission. A report of the interim commissioners was required to be filed in the 1949 session of the General Assemblies of the two States. In accordance with their instructions, the interim commission filed its report and included the draft of a proposed act which ultimately was adopted thus bringing the Bi-State Agency into official being.

The law authorized the two States to enter into a compact or treaty, which treaty defines the Missouri-Illinois Metropolitan District, creates a Board of Commissioners, and sets forth their powers and duties. Subsequently, this treaty was approved by the United States Senate and signed by the President.

Under the compact the metropolitan district was defined as including three counties in Illinois, and three counties and the City of St. Louis in Missouri. This encompasses an area, roughly square in shape, approximately 70 miles on each side, and extending approximately 35 miles in all directions from the City of St. Louis. The area contains some 3,000 square miles, includes about 225 municipalities, 750 local taxing districts and a population of 1,750,000 persons. Jurisdiction over this area is placed in a Board of Commissioners, half of whom are appointed by each of the two Governors. The commissioners must be residents of the district and are appointed for five-year terms with the usual overlapping arrangement which results in only one new appointment for each State in any one year. The commissioners serve without pay. The Agency has been extremely fortunate in the high caliber of appointments made by the two Governors, all members being

well-known outstanding citizens and highly regarded businessmen. Fortunately also, both Governors have initiated a precedent of making the commission bi-partisan as well as bi-state.

In conformity with provisions in the law, the Board of Commissioners has appointed an Advisory Council "of representatives of business, labor, and other civic bodies, whose objectives include consideration of the matters embraced in the Compact," for the purposes of securing advice and information. This activity is of primary importance because it provides the means for maintaining the large citizen participation and strong public support that have characterized this enterprise thus far, and have contributed so valuably to its success.

An interesting feature of the compact is that a quorum of the Commissioners consists of a majority of the delegations from each of the two States, and furthermore, no motion may be passed unless it receive a favorable vote from the majority of each of the two delegations. This simple but effective device results in the requirement for a rather unanimous opinion before any action of the commission becomes final.

The compact impresses the Agency with two general types of duties: The first is the power "to plan, construct, maintain, own and operate bridges, tunnels, airports and terminal facilities." The Agency may "charge and collect fees for the use of the facilities owned and operated by it," and may "issue revenue bonds upon the security of the revenues to be derived from such facilities." The second function falls within the general field of regional planning and requires the Agency to "make plans for submission to the communities involved for coordination of streets, highways, parkways, parking areas, terminals, water supply and sewage and disposal works, recreational and conservation facilities and projects, land-use pattern and other matters in which joint or coordinated action of the communities within the areas will be generally beneficial." A further requirement is that, "The Bi-State Agency shall from time to time make plans for the development of the district; and when such plans are duly approved by the legislatures of the two States, they shall be binding upon both States within the same force and effect as if incorporated in this compact."

The Agency has no taxing powers; in fact, the compact contains a specific prohibition against any act of the Agency which would in any way impair or invalidate any bonded indebtedness of any political subdivision within the Metropolitan District. Furthermore, the Agency may not exercise its power of eminent domain as against any existing political subdivision without the authority or consent of such subdivision. The two States have appropriated modest sums for office expenses and staff salaries for the formative years of the Agency's existence, but have provided no funds for capital investment. With these protections it is obvious that the Bi-State Agency can never become a super-state.

Although it has been in existence for only about one year, the Agency has initiated a wide range of projects, many of which no doubt were wholly unanticipated by those who drafted the compact. A brief outline of some of these activities may be of interest.

Mississippi River Sanitation Survey—At the joint request of the United States Public Health Service, the Missouri State Board of Health, and the Illinois Sanitary Water Board, the Bi-State Agency is acting as sponsor for a survey of the chemical and biological pollution of the water in the Mississippi River in the vicinity of St. Louis. Because of the large use of this water for human consumption and the increasing discharge of sewage and industrial wastes the survey is considered essential, especially in view of the public demand for sewage treatment projects. The Agency was requested to assume leadership in this survey due to the diversity of interests which probably could not have otherwise been correlated. Using a small Federal cash grant and contributions in the way of chemical and engineering services from the two States, the Agency has established a laboratory for the testing of water samples, and is conducting an extensive census of the nature and sources of river pollution. The objective is to determine whether treatment of pollution at the source can obviate or delay the need for expensive treatment plants.

St. Louis County Sewer Survey—One of the most troublesome and pressing problems confronting St. Louis County, Missouri is that presented by the sewer situation. The legal status is confused because of the multiplicity of municipalities and the restrictions contained in the Missouri State constitution. Furthermore, a large portion of St. Louis County drains through the City of St. Louis, thus increasing the city's sewer costs and many differences of opinion have arisen. Any conceivable solution involves construction costs totaling many millions of dollars and present legal restrictions for raising these funds further complicate the situation.

The Bi-State Agency, through the employment of a firm of consultants, has completed an exhaustive study of this situation and has presented specific recommendations with respect to the physical requirements as well as the economic aspects. Included are proposals for changes in the existing law to facilitate the solution of this problem. The preparation of this report has brought great credit to the Agency, especially since the survey was conducted on an area-wide basis and with a disregard for the local pride element which so often interferes with this type study. As a practical follow-up of the sewer survey, the Agency has prepared and is introducing in the legislatures of the two States, new laws which, it is hoped, will result in actual sewer construction.

Highway and Expressway Survey—The Agency is acting as a sponsor for a coordinated area-wide survey of highways and expressways in the

St. Louis metropolitan area. This survey, which is now underway, will result in the preparation of an area-wide master plan for highways and represents, we are informed, an unusual instance of coordinated interstate highway planning.

Harbor and Wharf Survey—Although the St. Louis industrial district is located on the Mississippi River, comparatively little use is made of the available barge service. This is for the reason that inadequate harbor facilities cause barge lines to suffer long delays in handling cargoes at St. Louis, and in fact embargoes on certain commodities are now in effect. The situation has remained uncorrected largely for the reason that river harbor and wharf facilities ordinarily are not sufficiently profitable to attract private investors. The Agency has completed a thorough investigation and report on the engineering, economic and financial features of a river-rail, harbor and wharf project. As a result of its activities in this field, the Agency has entered a contract with a large industry which provides for the construction of the needed facility with the industry providing a temporary construction loan to be re-paid through the issuance of Agency revenue bonds. The industry has also agreed to an arrangement which will guarantee adequate operating income to support the interest and amortization of the bond issue. Plans are now underway for the actual construction of harbor and wharf facilities on the new Chain of Rocks Canal just north of St. Louis. This project will be the first revenue producing facility to be owned by the Agency.

Mississippi River Bridges—In the vicinity of St. Louis the Mississippi River is crossed by seven highway bridges, each having a different ownership. Some of the newer bridges have been constructed with a view to attracting revenues from near-by structures rather than for reasons dictated by traffic conditions. Furthermore, inter-community differences of opinion are constantly arising due to tax problems, the exercise of police power, and other causes. After thoroughly studying this situation, the Agency has announced that its long-range policy will be that of attempting to acquire ownership of all existing bridges and consolidation of their operation. Under the announced plan, profits from the bridge operation, together with savings resulting from joint operation, and tax savings, would be pooled and used to match state and Federal allotments for super-highway construction. In furtherance of this program, the Agency is attempting to acquire certain of the present bridges. Because of the existing legal and financial aspects, it is expected that advantages will inure to the public through Bi-State Agency operation. While preliminary negotiations have been undertaken, the status of none of these projects is at such a stage as to warrant assurance of their successful conclusion.

Among other activities of the Agency, is cooperation in the civil defense program, the preparation of a preliminary comprehensive plan

for the development of the district, and the preparation of adequate area-wide base maps.

As is so often the case, practical experience in attempting to make the provisions in the present law effective have exposed certain weaknesses. It is the hope that these will be corrected through a rather long list of amendments to the existing compact which are now pending before the legislatures of the two States. For example, it is now proposed that the powers of the Agency to construct public works be expanded to include sewers, off-street parking facilities, recreation and conservation facilities as well as certain other projects. One of the amendments provides that in the future the Bi-State Agency shall have exclusive right to construct bridges over interstate waters. This provision, which is similar to that found so necessary by the New York Port Authority, is obviously for the purpose of strengthening the Agency's power to construct bridges through the issuance of revenue bonds.

The future task of the Agency is a great one and its possibilities unlimited. Fortunately it has engendered public confidence and received whole-hearted cooperation from municipal officials and the public press. Its standing in the community after one year of operation is amply evidenced by an amendment to the compact now pending, in which two additional Illinois counties petition to be included in the Missouri-Illinois Metropolitan District.

County Planning

IRVING HAND, Planning Director, Tulsa County Planning Commission, Oklahoma

PLANNING in the Tulsa area dates back to 1923. At that time enabling legislation was passed by the Oklahoma State Legislature dealing with city and town planning, and regional planning. Following that action, a city planning commission was appointed in Tulsa. This commission later assumed regional planning powers, to the extent provided by the statute. This permitted some public control over subdivision development within a "belt" around the city, and that was all.

County planning for Tulsa, however, is of a more recent vintage. Appropriate legislation was enacted by the Oklahoma State Legislature in 1949, and the first Tulsa County Planning Commission was appointed in July of that year.

Before I discuss the various provisions of that statute, the organization of the Commission, and our current working program however, let me briefly tell you something of the background concerning county planning in Tulsa. I think you will find it of interest.

Following the close of World War II, as in many areas of the Nation, the Tulsa area saw a surge of development and activity. And, as in many areas of the Nation, much of this activity was occurring in territories under no regulation or plan—in the case of Tulsa County, in the unincorporated parts of the County. Thus, there was a development of residential areas without adequate sanitary sewage disposal facilities, without adequate schools or transportation; areas of development where the street system was not properly laid out and coordinated. The “urban fringe” around the incorporated municipalities, particularly the City of Tulsa, began to feature “globe-like” developments. The communities showed dangerous tendencies of beginning to sprawl. The problems of the public services and facilities for these areas became serious; and the pressure of the economic and fiscal problems connected with the provision of those services and facilities began to accumulate.

It wasn't long before a number of the civic leaders, businessmen, professional people, and the man in the street recognized that situation—and started to do something about it. Aware of what was happening and of the need for bringing matters under some control so that the growth of Tulsa County would not only continue, but would do so in a positive manner—a Tulsa County Master Plan Committee was formed.

This Committee was made up of some 250–300 representatives of civic and business groups, and professional and technical organizations. It was divided into a number of working committees. These committees examined various phases of the problem, referred to the experiences of other communities and other areas, and attempted to bring the best possible thinking to bear on what was happening and what should be done. The Tulsa Chamber of Commerce played a critical role in this work and contributed much to its success.

As a result of these activities, it was decided that the best course of action would be to have a County Planning Commission and a comprehensive County Master Plan that would provide a broad framework to guide the growth of the County. At the 1949 session of the Oklahoma State Legislature, appropriate legislation was passed.

The statute provides for a County Planning Commission of nine members. Four members must be appointed from the Tulsa County Board of County Commissioners and/or the planning commission of the county seat (City of Tulsa). In our case, two members of the Board of County Commissioners and two members of the City Planning Commission are members of the County Planning Commission. Their terms of office run with the official tenure of their other public positions.

Of the remaining five members, three must reside outside the corporate limits of the City of Tulsa. The terms of office of these five are staggered, three year terms. There are no provisions for ex officio membership on the Commission.

In providing for the organization of the Planning Commission in that manner, the statute:

1. Assured the fact that Tulsa County would be represented geographically on the Commission. This is important since ours is a county-wide responsibility, with positive jurisdiction over about 550 of the 600 square miles of Tulsa County.
2. Provided channels for working with the incorporated municipalities in the County in dealing with planning problems that are often caused by events and conditions that are no respecters of municipal boundary lines; and for solving those problems in the best interests of the municipality *and* the County.
3. Established a procedural framework within which the Tulsa County Planning Commission could more adequately fulfill its advisory function in relation to the Board of County Commissioners.
4. Made it possible for the Board of County Commissioners to be more directly familiar with the functions, responsibilities, and activities of the Planning Commission, and its role in a growing and changing County.

The statute also provides that the Tulsa County Planning Commission shall prepare a Master Plan covering the physical development of the entire unincorporated area of the County. It specifies that this Master Plan shall include sections dealing with:

1. Population density and distribution.
2. The use of land and buildings.
3. Major thoroughfares and street system.
4. Transit and transportation.
5. Public buildings: civic center, community center, schools, libraries.
6. Airports.
7. Railroads.
8. Parks and open spaces; recreation areas and facilities.
9. Forests, dams, and other projects affecting the conservation of natural resources.
10. Water supply, sewage, and sewage disposal.

The statute further provides that this Master Plan shall be put to work through appropriate zoning regulations, subdivision control, building set-back regulations, a future streets plan, building and housing codes and health and sanitary regulations, and an annual capital budget and a long-term financial program.

While the Tulsa County Planning Commission was organized in July 1, 1949, no technical staff was organized until July, 1950. During this first year of the operation of the technical staff of the Planning Commission—I suppose we might call it the Tulsa County Department of Planning—we have started studies on population, land use, major thoroughfares, public open spaces, water supply, and sewage disposal. Side by side with the making of these studies has been the preparation of subdivision regulations, zoning regulations, the building set-back plan, and those sections of the Master Plan dealing with land use and with highways.

In addition, we are developing a fairly active public education and public information program. This has not only resulted in effecting a broader understanding of planning, but has served to make the people of Tulsa an active element in the formulation of the Master Plan.

Over 100 meetings have been held with various civic organizations, business groups, and professional and technical organizations all over the County.

We have issued several "Planning Bulletins" dealing with master planning, the studies necessary for sound planning, and how the master plan is put to work; subdivision regulations for Tulsa County and what they mean; planning and civil defense; and the planning law for incorporated areas in Oklahoma. Bulletins in the immediate future will deal with the 1950 Federal Census and the use of the information it makes available by both private and public groups; the establishment of permanent census tracts in Tulsa County; zoning; and highway planning.

We have had two fifteen-minute radio programs dealing with planning for Tulsa County, and have a half-hour television program scheduled for an early date.

We are also developing a "local assistance program." Through that program the advice and services of the technical staff are made available, within the limits of our staff and budget, to municipalities in the County for consultations on local planning problems. If such consultations prove to be extensive, the statute provides for contractual arrangements that may be made with the municipality and the County Planning Commission.

There have been a number of such consultations on matters including land use problems and zoning regulation, subdivision design and planning, street lay-out, and the planning and design of recreation areas. Plans for a municipal park and recreation area for one community (Sperry) have been prepared and are being applied.

As a result of this program, one municipality has appointed an official local planning commission (Highland Park), and it is likely that several more will follow suit within the next year. Civic organizations in several of the other communities have appointed planning committees.

The total administrative picture on a county level is also being strengthened. A close working relationship is growing involving the County Health Department, the County Engineer, and our agency. This is essential since these two agencies are not only the enforcement bodies for the work we do as the County Planning office, but also because they are vitally concerned with many of the aspects of the proper development of Tulsa County. This relationship also will contribute much to using the Tulsa County Master Plan to its fullest potential in the every day activities of the various county departments and public agencies. Ultimately, this will make for more effective public administra-

tion and better government on matters concerning the co-ordinated physical growth of the Tulsa area.

For the first time, a course in community planning was offered at Tulsa University last fall. Interestingly enough, a number of municipal and county employees enrolled for this one semester course. The student research projects were co-ordinated with the research program of the Tulsa County Department of Planning. The course was offered on a graduate level, and is expected to be part of the curriculum being organized leading to the degree Master of Public Administration.

The first year of activity has also seen much progress in providing adequate maps for county and regional planning purposes. Heretofore, the only County map available was of an extremely general nature and completely inadequate for any detailed studies of land use, population density, or highway planning. A mapping program now underway includes the detailed mapping of Tulsa County and environs, with particular attention being given to the "urban fringe" areas. An aerial survey has been completed by the Production and Marketing Administration of the U. S. Department of Agriculture. This was done on a Federal aid basis. Efforts are also being directed to having the Geological Survey of the U. S. Department of the Interior do a complete and up-to-date topographic mapping of the Tulsa area. The current maps date back to the "Indian territory days" of 1896 and are not suitable.

The Tulsa County Planning Commission has recognized the job that needs to be done. We have "planned" our planning program to do that job. Procedurally and mechanically it functions well. But the Tulsa County Planning Commission does not believe itself to be an omnipotent agency playing at being "God." We recognize the need for the wide awareness and knowledge of the people as to what planning means, how it works, and what can be done through planning in achieving and maintaining the kind of community they want. We look to the people for their ideas, suggestions, and objectives regarding their physical environment and the kind of community within which they want to live and to work, and shape our program accordingly—for *that* is the manner in which planning operates in a democracy.

IN THE STATES

STATE PARKS

Roll Call of the States*

California. Earl P. Hanson, Deputy Chief, Division of Beaches and Parks, Department of National Resources, reported:

The re-election of Governor Earl Warren to a third term as Governor of California was definitely encouraging to our State Park program because Governor Warren has always given support to the development of parks and recreation in California, in accordance with the needs of the State's rapidly expanding population. This population has increased from approximately 7,000,000 in 1940 to 10,500,000 in 1950.

The return of Newton Drury to California as Chief of the Division of Beaches and Parks, after his 10 years' sojourn as Director of the National Park Service, has assured the California State Park System of top administrative guidance once again. Changes in the five member State Park Commission, of which the personnel are appointed by the Governor on a staggered term basis with the consent of the Senate, include the retirement of George Waldner, publisher of Ferndale, who has served the Commission effectively, except for a brief period during the war years, since the beginning of the present State administration in 1943. Dr. Robert E. Burns, President of the College of Pacific, was appointed to the vacancy. Dr. Burns' keen interest in historical matters should aid in furtherance of the historical monument preservation and interpretation program in the State Park System.

During the past year, the State Park Commission authorized the field staff to prepare a 15-year plan of acquisition, development and operation for each of the 110 units of the State Park System, incorporating therein a proposed policy for the establishment and operation of organized group camps within those units of the Park System where they do not already exist. The Commission adopted a master plan for the restoration of the historic gold mining town of Columbia, which is now a historic State park and has placed the Commission in the business of city management. The entire community, which is about 50 percent State owned, is dependent upon the Division of Beaches and Parks for its water supply, sewage disposal, some degree of fire and police protection, and interpretation of the historic features of the community.

During the fiscal year just past, four new operating parks and two new operating beaches were opened to the public, as well as 300 miles of Riding and Hiking Trails, two-thirds of which is in Southern California.

*Roll Call of States reporting at Lake Hope, Ohio conference. Other papers have appeared in *PLANNING and CIVIC COMMENT* and the *1952 YEAR BOOK*.

Acquisitions of historic properties included the old Vallejo Rancho Adobe at Petaluma and the only remaining historic State Capitol Building now used as a city hall at Benicia. The Legislature has provided funds for structural repairs to both of these historic structures.

Budgetary appropriations included \$2,000,000 for administration and operation of the State Park System and approximately \$600,000 for capital outlay for construction of park and recreational facilities. Of the \$10,000,000 appropriated in 1945 for the acquisition of beach properties, approximately \$899,330 was expended during the past fiscal year. Since the \$5,000,000 for interior park acquisition appropriated in the same year was frozen during the fiscal year, no expenditures were involved; however, the Legislature of 1951 lifted the freeze on these funds and the Park Commission intends to proceed with the interior recreational park acquisition program as rapidly as matching for State funds is made available. Acquisitions under this program include the South Calaveras Grove of Big Trees and some of the corridor lands between that and the present Calaveras Big Trees State Park (North Grove), part of which corridor lands will be deeded by the Federal Government to the State, a portion of the Butano Redwood Forest in San Mateo County, recreational areas along the Sacramento and San Joaquin Rivers, and possibly on the Salton Sea and along the lower Colorado River in southeastern California. The beach acquisition program will continue to move forward when the master plans of Humboldt and Del Norte Counties are completed in the near future.

The plans for the future are somewhat restricted due to the international situation at the present time. Considerable thought is being given to the establishment of a position of State Historian who can administratively and technically guide the historic monument preservation and interpretation program, to the establishment of an additional technician on the staff of the section on Conservation Education, to the establishment of a section on Land Planning and to an expansion of landscape architectural services within the six operating districts of the State Park System. Of course, these plans are subject to approval by the State Legislature which may not discuss such proposals during the budgetary session of 1952, but will probably await the 1953 general session.

Florida. Lewis G. Scoggin, Director, Florida Park Service, reported that the highlights of events in Florida State Parks since the last meeting of the National Conference centered around the 1951 session of the State Legislature. Our campaign to secure larger appropriations for a development program bogged down in the House of Representatives which was too economy minded to allow increased outlays for parks.

There were no major organization changes except the resignation of the Chairman of the Park Board, John D. Pennekamp, during the

first week of the legislative session. Appointed in his place was Miles Collier, a very able young man and one who is a genuine park enthusiast.

There were no appropriations for capital improvements but the Board earmarked a small amount for development of temporary facilities for two beach areas on Little Talbot Island State Park. The initial development was completed and the park opened for use September 1, 1951. This is the first Florida State Park to provide beach facilities for white and negro people. Interesting additions to the two beach areas are two fully equipped children's playgrounds provided by a bequest of \$10,000 from the Heckscher Foundation for Children.

The State Road Department approved a substantial park road paving budget for the year which marks the beginning of a long-range program to pave all State Park roads.

The only major acquisition during the year was a donation of a five hundred acre tract of land, near St. Augustine, for a new park which will be know as Pellicer Creek State Park.

Accomplishments for the past year are restricted to normal operations which were marked by continued increase of attendance with no provision for finances to meet the needs. Our plans for the future call for adherence to the long-range plan for providing a complete and adequate park system for Florida.

Indiana. K. R. Cougill, Director, Division of State Parks, Lands and Waters, Department of Conservation, reported that of interest to other States was the completion of a new Conservation Exhibit Building at the Indiana State Fair Grounds, at a cost of approximately \$350,000.00. The newly created state park display in this building was visited by approximately a quarter of a million people.

The Great Lakes Park Institute was again held at Pokagon State Park and was attended by over 200 park and recreation leaders from 17 States. The Annual Midwest State Park Association Meeting was also held in Indiana at Spring Mill State Park.

In-service-training of state park superintendents was successfully continued by semi-annual meetings held at different state park properties.

An organizational change involved the transfer of all maintenance supervision to the Division of Engineering where a new maintenance section was created, manned by four specialists. Since new construction is limited, this emphasis on maintenance is significant. Mutual cooperation with the Division of Engineering provides for close coordination of this important maintenance program.

The 1951 legislature made available \$266,000 for capital improvements but because of NPA limitations did not earmark these funds for specific projects. This amount plus \$444,000 carried over from previous appropriations, plus \$506,000 rotary fund balance, makes a total of \$1,276,000 available for capital improvements.

Approximately \$100,000 was spent on land acquisition including \$80,000 for purchases at the newly created Kankakee State Park. The balance consisted of essential interior purchases at McCormick's Creek and Versailles State Parks.

A total of \$270,000 was spent on capital improvements. Of this total \$111,000 was from legislative appropriated funds and the balance of \$159,000 was from accumulated funds derived from operation revenues. Although some of these funds were spent on revenue producing facilities, the greater percentage was assigned to major maintenance improvements and facilities for families.

The program during the coming year will be highlighted by the opening for public use of the Kankakee and Whitewater State Parks. These two new areas are part of Indiana's program of having a state park within ready driving distance of every citizen. In 1941 there were 25,921 acres in 12 state parks and today there are 45,000 acres in 18 state park areas. These figures do not include the thirteen state memorials managed and operated by the Division of State Parks.

With the establishment of the Maintenance Section in the Division of Engineering, increased emphasis will be placed on preventative maintenance. Indiana continues to be faced with replacement of non-revenue improvements but will find it possible to provide some new facilities, particularly at newly acquired areas. In line with current construction limitations, improvements are planned for all major state park properties. Interpretive phases of Indiana's program will be emphasized since Federal restrictions do not affect this important phase of the program.

Indiana will continue to cooperate with all agencies in the state in order that state park facilities will serve the greatest possible number of citizens in every way consistent with sound state park objectives. The same cooperation will be extended to the National Park Service and all other state park agencies in an effort to help promote the state park movement across the Nation.

Iowa. Wilbur A. Rush, Chief, Division of Lands and Waters, State Conservation Commission, reported that the 1951 season will be remembered in Iowa as one of the most disastrous flood years in the history of Iowa's state parks. Following a winter and early spring of heavy snowstorms, the summer season brought 35 inches of rainfall in the period from April to September—nearly a year's normal rainfall in 5 months. Disastrous floods hit low lying areas several times during the season causing considerable damage to roads, buildings and other facilities.

Excessive rainfall delayed construction work, and consequently two major lake projects scheduled for completion are still unfinished. However, two new areas were dedicated during the year. A new 12-acre lake at Cold Spring Recreational Area was dedicated June 3. The 1,600-acre

Geode State Park with a 205-acre lake was dedicated June 20. Nine Eagles State Park and lake will be dedicated October 21.

Although order M-4 curtailed many larger construction projects, we were able to complete 2 new residences, 3 new service buildings, a lake water treatment plant, several new latrine buildings, dressing booths for bathing beaches, and other miscellaneous small projects.

An impressive and energetic program of erosion control on the watersheds of the artificial lakes was carried on. In spite of the rainy season, 24 silt control structures and 84,000 feet of terraces and diversion ditches were built in an effort to prevent further siltation on our man-made lakes.

The cold rainy weather also caused a drop in attendance from about 3,750,000 for the previous year to 3,625,000 day visitors. However, cabin camping continued as popular as ever and considerable new equipment was installed in the cabins. 60 new refrigerators were installed and all cabins with electricity now have refrigerators.

15 badly needed new tractors with scoops, blades, mowers, and other attachments were added to our equipment inventory.

During 1951 the 54th General Assembly of Iowa appropriated \$115,000 for the acquisition of land for a new park and lake area, \$122,000 for lake dredging, and \$15,000 for engineering survey for a new lake and park site. Only \$475,000 was appropriated for the Lands and Waters Division for maintenance which is only a \$73,000 increase over the previous appropriation. Of this amount, \$283,000 will be used for park maintenance, the remainder going for other work of the Division. The increase in appropriations is not large enough to relieve the critical financial situation which has existed for many years. As always before, maintenance appropriations are not keeping pace with expansion and development.

Kentucky. Joseph W. Schneider, Asst. Director, Division of Parks, Department of Conservation, reported that during the fiscal year the total number of areas administered by the Division was increased by one shrine and one park which makes a total of 23 areas.

For the fiscal year 1950-1951, the General Assembly appropriated a sum of \$250,000.00 and receipts from all sources available for expenditure amounted to \$701,742.51, making a combined total of \$951,742.51 available for operational expenditures. The operational expenditure for this period amounted to \$911,616.65.

The State Property and Buildings Commission allotted to the Division for capital outlay \$1,726,122.67. This capital outlay money was used primarily for the construction of a 40 room addition to duPont Lodge at Cumberland Falls State Park and a new 48 room hotel complete with kitchen and dining room at Kentucky Lake State Park. Other major expenditures included the renovation of Hemlock Lodge at Natural Bridge State Park, the building of a bathhouse and beach at

Kentucky Dam Village State Park, and the renovation of the kitchen, dining room, and general administrative quarters at the latter park.

Attendance for the fiscal year 1950-1951 which closed June 30 1951 totaled 2,410,743 as against 1,750,133 for the corresponding fiscal year of 1949-1950. This large increase in attendance might be accounted for to some extent by the opening of three new group camps. The group camp at General Butler State Park is capable of housing 250, the group camp at Carter Caves State Park is capable of housing 100, and the group camp at Levi Jackson State Park is capable of housing 100. We are pleased to report that these three group camps saw maximum occupancy during the past summer.

Land acquisition during the fiscal year 1950-1951 was as follows: 42.2 acres at Kentucky Dam Village State Park as an addition to the Airport runway; 18 acres at Natural Bridge State Park to be used in connection with entrance development; 2,791 acres obtained from the U. S. Corps of Engineers near Jamestown, Kentucky for the development of Wolf Creek State Park; $\frac{1}{2}$ acre which contains the burial place of Isaac Shelby, the first Governor of Kentucky; 200 acres now under condemnation proceedings at Pine Mountain State Park which will give access to cabins now operated by the Division of Forestry located at Kentucky Ridge Forest. When these condemnation proceedings are settled and the land acquired, the cabins will be taken over and operated by the Division of State Parks.

There have been no changes in the administrative procedures during the past fiscal year.

Major plans for the present fiscal year will include the first state of development of Wolf Creek State Park, the opening and operation of the new hotel at Kentucky Lake State Park and the operation of the new wing at duPont Lodge at Cumberland Falls State Park together with new dining room and kitchen.

Louisiana. William W. Wells, Assistant Director State Parks Commission, reported that national recognition was given to the Audubon Memorial State Park when the Garden Club of America voted to spend its founder's fund of \$1500.00 on the restoration of the garden at the Oakley plantation house.

Two new state parks were put into operation. These are Lake Bistineau, a large regional park near Shreveport and Abita Springs a small picnic and mineral springs area near Fontainebleau Park.

A total of \$233,000.00 was available for capital improvements for the 1950-51 fiscal year. \$121,000.00 was spent on the construction of a swimming pool at Longfellow-Evangeline Park. \$33,000.00 is being used in the construction of a museum at the Marksville Prehistoric Indian Park. The remainder was used for new facilities in other parks.

The most important accomplishment was the completion of a use-

able portion of Lake Bistineau Park. A picnic shelter, boat dock and 5 vacation cabins were added to the facilities which were completed the year before.

The construction of the swimming pool at Longfellow-Evangeline Park was another important accomplishment. Fortunately the project was initiated just prior to the NPA-W4 order and the contractor was able to proceed with construction without any restrictions.

Construction of a Natural History Museum at the Marksville Pre-historic Indian Park is practically completed. This area contains mounds from which material resembling certain types of pottery found in the Hopewell Culture have been excavated by the U. S. National Museum. The probability of cultural or trade relationships between these two widely separated groups makes the Marksville site of national importance from an archeological viewpoint.

The planned program for next year does not include any capital improvements. Emphasis will be placed on bettering the organization and operation of the parks, including the setting up of new records and park use forms. A thorough maintenance program will be carried out. A detailed capital improvement program for the next biennium will be prepared for presentation to the legislature. The accent will be placed on the type of structures or facilities that can be constructed without violating N.P.A. regulations. Recommendations for the purchase of heavy equipment will be made in order that more future work can be done with force account labor.

Maryland. Joseph F. Kaylor, Director, Department of State Forests and Parks, Board of Natural Resources, reported:

Highlights of events for past year: Under executive and legislative authority, Maryland has embarked upon an expanded program in its State Park System. The initial impetus has been the result of the preliminary recreational survey of the Patapsco River Valley Park by The F. Elwood Allen Organization Recreation Planners. The resultant survey and the increased usage of the present state park facilities has provided a greater momentum in the development of a well planned state park system. In July, 1951, the general assembly granted authority for a state wide recreation survey. This report will provide a challenge in the development of a well organized state park system which will make available recreational opportunities within short distances of centers of population.

Change in administrative procedure will take effect upon the final approval of the above reorganization plan.

Funds available for capital improvements: The interest as demonstrated by the Governor and Legislature, the various state agencies and the future planning of the Department of Forests and Parks has resulted in the largest appropriations for capital improvement to date. In

previous years, funds were made available in limited amounts not exceeding \$25,000.

Under the new six year capital improvement program, \$1,374,000 has been made available for the acquisition and construction program to be followed as directed by the 1951 general assembly. The bulk of this appropriation is earmarked for the first stage development of the Patapsco River Valley Park and Sandy Point State Park. Smaller amounts were made available to the remainder of the parks scattered throughout the state.

Acquisitions and Developments: The proposed expansion of the present state park system has resulted in the initial acquisition of the new Rorks State Park. Approximately 10% of the land to be acquired, including the Key Areas, has been deeded to the State. No extensive development is planned on this area this year. After a period of a year, the development of the Dans Mountain State Park has been under full swing since June. The first stage development of this 101 acre park is in accordance with plans calling for the relocation of roads, stream clearance and beautification, construction of picnic tables, fireplaces, water and sanitary facilities, parking lot and a large field stone pavilion. This development, besides providing an area for recreation, is solving a local problem in this coal mining area—that of unemployment.

Accomplishments of the past year and planned program for next year: The main accomplishment of the past year has been the united effort of the people of Maryland in overcoming the various obstacles in the expansion and development of a well planned State Park System. This resulting action is revealed in the planned program for the next year. It is contemplated land acquisition on three new State Parks be undertaken immediately. Included in this program is the first stage plan of development of the Patapsco River Valley Park which entails the acquisition of an additional 6900 acres to be added to the 1500 acres in the present Patapsco State Park. The planned development of the Patapsco River Valley Park will be spread over a period of 12 years and when completed will be approximately $26\frac{1}{2}$ miles long with an average width of one-half mile. As a result of joint action by the Upper Montgomery County Planning Commission and Council, acquisition and development plans were formed for a stream side park eleven miles long and totalling 2500 acres. Plans are under way in the first stage of acquisition and development of the first of three priority areas. Funds are available for acquisition with a limited amount for development.

The completion of land purchase will be followed through in the Rorks State Park. Development will be limited. N.P.A. is the controlling factor in the completion of extensive Bath House and Cafeteria projects already under way at Sandy Point State Park. As soon as controls of materials are eased, these structures will be readied for public use. In the meantime, a sand beach 300 feet wide and $1\frac{1}{2}$ miles

long, and a concrete promenade should be completed by the summer of 1952. Parking area for 3000 cars should be completed very shortly. Landscaping will take place in the spring of 1952.

Improvement and rehabilitation of two recreation areas in state forests is planned for completion by the final months of this next construction period.

In other state parks through the State, improvements for next year include picnic, sanitary and parking facilities, game and playground areas, completion of an outdoor amphitheater seating 2500 people, log cabin construction, installation of water systems and road improvements.

Michigan. Arthur C. Elmer, Chief, Parks and Recreation Division, Department of Conservation, reported that Michigan and the entire Nation lost a great leader, an outstanding conservationist, and a firm believer in the state park system in the untimely and sudden death of P. J. Hoffmaster, its Director of Conservation. "Pete," as he was known in conservation circles, died of a heart attack on March 19, 1951. He was the Colonel Lieber and Theodore Wirth of Michigan, having been appointed director of parks in 1921.

Probably the most significant single park activity in Michigan is the continued use of park lands and facilities in the school camping and conservation education field. Some seventy schools participated, with Dearborn leading with sixteen weeks of camping.

Another program of similar import involves older youth in which some sixty boys in the tenth, eleventh, and twelfth grades from Ann Arbor, Bay City, and Dearborn school systems, all "drop-outs" or potential "drop-outs" spent five months—one semester—with full school credit in a school camp situation in the Waterloo Recreation Area.

The use of prison labor in park maintenance and operation as well as in construction of major improvements continues to permit an acceleration of the park and recreation program which could not be undertaken without this source of labor. As a matter of fact, we just could not have done the job of maintenance this year without the help of some 300 inmates in five prison camps. Additional camps are being requested for 1952-53.

Three hundred thousand dollars was spent for capital outlay and \$407,000 is available in the present fiscal year. These funds include money for new construction as well as for major maintenance and remodeling and additions. The money is being spent largely for improved toilet, laundry, and shower facilities, extension of water, electrical, and sanitary systems, blacktopping of roads and parking areas, and similar improvements.

No funds were made available for the acquisition of park land, although 3,600 acres were purchased with game funds on southeast

Michigan recreation areas. The maintenance and operation budget for this fiscal year is \$1,163,423. A slight increase has been requested for next year. We are also requesting \$1,500,000 for capital outlay and \$250,000 for acquisition of lands for 1952-53, but because of the condition of the State's finances it is doubtful that we will get all of it.

Cost of living increases require salary and wage adjustments and the Civil Service Commission is now considering a general pay raise which may become effective in January. The division is in need of a larger planning staff, but we find it exceedingly difficult to locate trained engineers, architects, or landscape architects at the salaries now being paid by the State for such services.

Minnesota. Lew E. Fiero, Director, Division of State Parks, Department of Conservation, reported:

One of the highlights of Minnesota's State Park Program has been an endeavor to utilize development funds appropriated during the legislature of 1949. All the plans have been drawn for this development and pretty well accepted by our staff. The National Production Authority limited construction in State Parks to a figure of \$5,000 which, of course, required the rescaling of plans for structural improvements. Minnesota endeavored to distribute the funds allotted to various new parks generally over the entire State, the sum of money being relatively small—only \$60,000, for two years development; the fact that Minnesota had not been able to secure from her legislature money for State Parks development within the last 15 years meant that a great deal of discrimination was necessary to find sites, plan them, and fit the buildings into areas on a relatively short notice.

Six shelters, of a combination type, including public kitchen, refectory, and assembly room with fireplaces, were built, some in new parks and some in older parks. We have put into use, one new park of approximately 200 acres, and a way-side of much smaller size.

We have added approach roads, park entrance roads, and parking lots in several of the parks.

In our legislative program, we secured important changes in the use of our operational funds, or revolving fund as it is commonly termed in park circles. We secured actually less money for maintenance, due to the increase of salaries adjusted to cost-of-living requirements. We secured small appropriations for acquisition of lands needed by individual parks for road entrance purposes. We are making definite steps in catching up with maintenance in the many older established parks which have suffered for many years for the lack of attention and materials for doing the work. Five or six new maintenance buildings have been constructed by Minnesota's Flying Squadron. These, we feel, are the first elements of good maintenance in having suitable buildings for storage, shop work, and in some instances, quarters for personnel.

We consider another highlight of our last season's program, our entertainment of the Mississippi Parkway Planning Commission at Itasca State Park, in the meeting of many concerned with this important development.

We also look forward to the entertainment of the Mid-West Park Association Meeting to be called about the middle of June, 1952, at Itasca State Park.

Missouri. Abner Gwinn, Chief of Parks, reported: Missouri State Parks continued to show an increase in public use during 1951. Floods and weather conditions were factors that had a noticeable effect, but our estimate is for another increase next year.

Funds available for expenditure in the parks are those appropriated by the legislature from General Revenue. This appropriation is mandatory in Missouri, due to a constitutional provision which ties such appropriation in to certain property tax evaluations. Our available funds under this provision have risen from \$400,000 in 1946 to \$475,000 for this year.

This increase in State Park Funds has not kept pace with increased unit costs of labor and materials, nor with the very appreciable increase in operations caused by heavier public use. These facts have influenced a practical decision to continue a policy of raising and improving the standards and conditions of park facilities to a status which will make maintenance work more effective. Maintenance work, which was deferred and postponed during World War II, was given first priority in the past years, and now emphasis is on improvements through heavier routine maintenance and special jobs.

The organization and fiscal setup governing state parks in Missouri has not changed, although several legislative bills were introduced this year which would have required a change in the administrative board which is, in its majority, composed of elected state officials.

Missouri, at present, has 24 state parks, which is an increase of one over last year. The State has in past years maintained a home for Confederate veterans and their widows, and this area has been split up and 93 acres established as a Confederate Memorial State Park. This addition is a departure from the previous concept of state parks in Missouri as the area is definitely memorial, is limited regarding recreational possibilities and is not outstanding with regard to scenery or resource. This change in concept could mean that historic sites and buildings might be placed under state control and as part of the State Park Board's responsibility.

With the belief that the present park system should be expanded to better serve all of the State, two other state park areas are being studied. The possibilities for developments of a major nature which would be possible with completed sections of a Mississippi River Parkway point

to another new field for Missouri which could become quite important. The State is vitally interested in this proposed parkway.

New Hampshire. Russell B. Tobey, Director of Recreation, Forestry and Recreation Department, reported:

During the past year there has been a major reorganization of our state government. There was added to the Forestry and Recreation Commission's duties several functions heretofore accomplished by other agencies. Now all of the administration of state recreational services is in this department and carried out through the Recreation Division.

The foremost operation added is that of the Cannon Mt. Aerial Tramway, a feature in Franconia Notch State Reservation heretofore administered by a separate commission. Its history has been one of success since the original Tramway Commission constructed in 1937 and operated this only passenger Aerial Tramway in North America. Operating in the wintertime as well as in the summer, it has created a winter sports area of considerable fame. Coming into the state park system and integrated into our administrative, maintenance, and operational procedures, it was expected that there would be some economies and efficiencies to be gained.

Another responsibility added to the state park system included the operation, maintenance, and further development of several historic sites heretofore administered by several other agencies. Similar techniques as in the operation of state parks have been applied to these and favorably affected attendance and income.

A third added duty is that of regulation and navigation on three small harbors and cooperation with Federal agencies in connection with erosion problems along the coastal area. Since two of these harbors are adjacent to two state parks on the seacoast, economies in administration and a closer integration into the state park operations will, it is hoped, be achieved.

A further functional change was made by transferring to a new Public Works Department, technical services in connection with capital improvements including surveying, planning, contracting, and engineering. Several personnel of the Recreation Division heretofore having carried out these duties were transferred to the Public Works Department. A working arrangement was achieved to obtain these professional and technical services for our requirements.

During the past year there occurred the longest legislative session on record which effected some changes concerning the Recreation Division. There was authorized a capital bond issue of \$100,000 for improvements to the state parks for the biennium. There was authorized an arrangement whereby all the income from the function of the Recreation Division would go into one revolving fund applicable for the administration, operation, and maintenance of facilities and services. Our budget

requests were cut and we were authorized to proceed to defray the costs of administration, operation, and maintenance from income alone and as well to assume a \$50,000 annual capital bond service obligation.

In view of the added functions and the need to finance from income alone, we have been engaged in centralizing, streamlining, and otherwise striving for better efficiency and economy. It thus becomes necessary to curtail the normal operating season of several state parks; to press added duties upon field and office personnel; and to lessen standards of maintenance and upkeep. However, the chief services of the parks and historic sites were made available during the main part of the summer season and were used by increasing numbers of visitors and patrons this year. This is reflected in an increase in income of some 15% over the previous season. On the other hand, attempts have been made to stimulate more park use through the distribution of state park folders, news stories, and advertising, and through such special events as square dances, historic pageants, clambakes, pop concerts, etc. Plans are also underway for certain capital improvements to increase park facilities or to improve their operation.

While summertime operations have been more successful each season for the past several years, the reverse is true with respect to our wintertime operations,—for lack of snow. Last year was a slight improvement over the previous three seasons. The month of March was exceptionally good and forecast what a good winter season would be like. We are hopeful that this winter we will have favorable conditions for the operation of the pioneer Cannon Mt. area and the new Mt. Sunapee State Park ski area. With favorable winter ski conditions would come optimum operating income enabling us to complete a year of state park operations financed by the patrons who use these services.

New Mexico. Carl A. Freeman, the newly appointed Chairman of the State Parks Commission, reported:

No capital improvements were undertaken in the past year. The funds set up by the legislature amounted to \$23,000 and were only sufficient for the maintenance of the existing parks and structures.

A capital outlay of \$40,000 was authorized for the purchase of 20 acres at Toas this year. This will be known as the Kit Carson Memorial Park in memory of the famous frontiersman Indian fighter and woodsman whose deeds are known to every child in the West and to many in the East. The cemetery in which Kit Carson is buried, consisting of an additional 3.5 acres and adjacent to this park, will also become a part of the Memorial. Plans are being formulated for the development of this park.

Playground equipment, new shelters, and a paved road are scheduled for Bottomless Lakes State Park at Roswell.

An ice skating pond, which will be used as a softball diamond during

the summer, increased water storage and sleeping cabins are on the planning board for Hyde State Park at Santa Fe, as well as the replacement of the caretaker's cabin which burned down this past year.

Also to be undertaken this coming year is the re-establishment of several historical markers which were left to shift for themselves during the war years and immediately afterward.

North Carolina. Thomas W. Morse, Superintendent, Division of State Parks, Department of Conservation and Development, reported:

During 1951, the highlights of the State Park Program in North Carolina have centered around legislation, public use, interpretive programs, personnel and capital improvements.

Two actions of the 1951 General Assembly directly affecting the State Parks are: (a) the appropriation of a slightly increased maintenance and operating budget which will help to meet the ever-increasing demands placed on the State Parks by the public and (b) the passage of a bill prohibiting the construction and operation of hotels and inns in state parks either by the State or by individuals or corporations.

Public use again increased in 1951. Attendance of 1,048,876 for the first nine months of 1951 was almost equal to the total attendance for 1950. This constant increase in public use directly reflects the ever-growing importance of State Parks to the people of North Carolina.

To widen the services State Parks render, work on various interpretive programs has been intensified. More emphasis is being placed on carrying on nature study and similar programs and the Division of State Parks is cooperating with colleges in conducting Camp Counseling Courses for college students. These courses are conducted for two-week periods in the state parks. Increasing emphasis is being placed on programs to portray the history of the historical sites and structures included in the state parks. Trained historians and archeologists have been employed for this purpose.

Perhaps no event will have a more long range beneficial effect on the State Park Program than the September, 1951 action of the State Personnel Department in setting up a satisfactory set of job specifications and salaries for all state park field personnel. With these new job specifications and salary ranges, it is now possible to institute a system of employing in the park ranger's positions men who can, with experience and application, qualify themselves for promotion to park superintendents. Thus, sound personnel management practices can be followed.

Work has continued on the capital improvement program made possible by the permanent improvement appropriations, \$500,000 by the 1947 General Assembly and \$1,074,144 by the 1949 General Assembly. Picnic grounds, tent and trailer camp grounds, swimming facilities, boating facilities, museums, roads, parking areas, utilities, maintenance

and service centers, and other needed improvements have been or are being built.

Important phases of the State Parks Program for the coming year include continued improvement of operation and maintenance of the state parks, completion of the bulk of the present capital improvement program, further emphasis on the use of the natural features of state parks through nature study and similar programs and expansion of historic interpretive programs.

Ohio. V. W. Flickinger, Chief, Division of Parks, Department of Natural Resources, reported:

Ohio's new Department of Natural Resources has passed its second anniversary. The Division of Parks, one of seven divisions in the new department, came into existence on the 11th of August, 1949; however, it did not start to function as a park division until January, 1950. In the months that have elapsed since that time, accomplishments have been beyond expectations. Starting from the beginning, without benefit of organization, without sufficient funds, personnel, tools, equipment, materials, etc., considerable progress is noted.

An entire new organization had to be planned and activated. Areas were received by transfer from other divisions. In certain areas personnel, tools and equipment were transferred to the Division. In other areas, personnel and equipment were on a loan basis until such a time as other arrangements could be made.

Our problems were legion, but in spite of them we have gone ahead. Such personnel as we have been able to secure are enthusiastic and are willing to contribute untiringly for the best interests of the Division. Morale is high as we look to the future development of our State Park system.

The Division is organized on the basis of three sections: an Inland Lakes Section, which pertains to the operation and management of our State Lakes; a Parks Management Section, which deals entirely with maintenance and operation of our State Park system; and a Planning and Development Section, which handles acquisition, planning and construction. In each of these sections key positions have been filled by competent personnel.

We have acquired tools and equipment—not all that is necessary, but considerably more than we started with. Trucks, pickups, passenger cars and tractors have been purchased. A twelve-inch suction dredge was purchased and is in operation on the Portage Lakes area. Fire protection equipment has been installed in some areas with more to come. New facilities have been opened, with others being developed as rapidly as funds and personnel will permit.

One of the outstanding accomplishments of the Division was the creation of a Parks Rotary Fund, which was established by the last

General Assembly on a temporary basis. Other accomplishments have been the acquisition of four miles of beach on Lake Erie; one area under license; the receiving of an appropriation of \$771,000 for the biennium for maintenance and operations, plus receipts from all operations after September 1, 1951; the receiving of, under the reappropriation act of the General Assembly, capital improvement moneys in the amount of \$2,696,000 plus \$1,365,500 in new funds for our Additions and Betterments program for the next two years; completion and placing in operation of the Lake Hope dining lodge and sleeping cabins (the site of the 31st Annual Meeting); placing 700 picnic tables in our areas with 300 more on order; the purchase of two inboard patrol boats with two on bid; the promulgation of rules and regulations for the government of our State Parks which is permissible under the provisions of Senate Bill #13 creates the new department.

Our program for the next year is the further improvement of our organization, continuance of developments now under way, and the planning for those areas in which development has not yet been started.

We have as our objective, the formulation and putting "into execution a long term, comprehensive plan and program for the development and wise use of the natural resources of the State to the end that the health, happiness and wholesome enjoyment of life of the people of Ohio may be further encouraged; that increased recreational opportunities and advantages be made available to the people of Ohio and her visitors."

Pennsylvania. Walter L. Wirth, Director, Bureau of Parks, Department of Forests and Waters, reported:

The general objectives during the past fiscal year in Pennsylvania have concerned themselves with the continuation of a broad improvement and development program which was initiated late in 1948, when the Bureau of Parks of the Department of Forests and Waters was divorced from its role as a secondary element of the Department, and realization was given to the importance of State Parks to the growth of our State and its people.

Funds which were available to us for capital improvements amounted to \$6,035,110 for the biennium 1950-1952. From this sum allocations were made for dam construction; bathing and picnic facilities, park drives, tenting and trailer accommodations, bridges, parking areas, organized group camps and other structures, land acquisition, water supply, sewage disposal and power.

While our main course of present development is extending and building up the present State-owned areas, we high-lighted our program by opening a new State Park to the public this past year. Shawnee State Park, containing 3500 acres with a 460 acre impounded lake, offers swimming and picnicking to Day-Use visitors and will provide or-

ganized group camps, tenting, trailer sites, cabins, scenic drives, fishing and boating.

Late in 1949, the total acreage involved in our State Park system comprised some 75,000 acres, and to date we have added 10,053 acres.

Development of our State Parks results from our continuous survey of facilities used by the visitor. By direct count, we have found that our Day-Use facilities are extensively used in this priority: picnicking, swimming, boating, fishing and winter sports. Overnight-Use of our parks is in favor of tent and trailer, cabins and organized camps.

As far as accomplishments of the past year are concerned, I have already mentioned briefly the opening of the Shawnee State Park, which will be dedicated during the Pennsylvania Week celebration.

Attendance in the state parks under the jurisdiction of the Bureau of Parks during 1950 totaled 2,742,648, and during 1951 through August, 3,458,732 visitors came to our parks; we anticipate a million visitor increase over the 1950 attendance by the end of this year. This attendance increase, we feel, reflects the results of our development program.

Specific plans for construction in our parks call for additional picnic tables, fireplaces, beaches, parking areas, roads, water facilities, garage and storage buildings, park office-residences, sanitary facilities and concession buildings. Of course, the N.P.A. Order M-4 puts limitations on our expansion program, but we are programing our new projects to best meet the demands and needs of our heavy public visitation without conflicting with the Federal Order.

South Carolina. C. West Jacocks, State Park Director, State Commission of Forestry, presented the following notes:

1. A 20 percent across-the-board salary increase for all state park employees;
2. Park attendance at an all-time high—2,578,259;
3. Acquisition of two new areas for state parks—one for whites and one for Negroes—making South Carolina's total 21 state parks. Additional appropriation for land acquisition for Negro coastal park in vicinity of Charleston;
4. Radio school-of-the-air program of nature, history, science and conservation "The World is so full of a number of things—", broadcast over 8 stations during school hours;
5. Within past 12 months no changes in administrative policy or personnel and no changes in state park superintendents. Average tenure of service of all superintendents—5½ years.
6. Appropriated funds for Fiscal Year 1951-52: (All funds appropriated by State Legislature; all park receipts go into State Treasury).

For Operations	\$292,300	
Capital Improvements	132,500	\$424,800

South Dakota. Harry R. Woodward, State Forester, Department of Game, Fish and Parks, reported:

South Dakota's parks are under the supervision of the State Forester who is employed by the Game, Fish and Parks Commission. Custer State Park, except for the Forestry phases, is a separate entity and is administered by the Superintendent.

During 1950, 373,000 people visited the statewide parks and indications are that 1951 will see approximately one-half million visitors. A comprehensive survey during the past summer has revealed some very interesting data regarding our parks. For example: People traveled an average of 31 miles to reach our parks; the greatest distance traveled to visit one particular park was 1080 miles. Autos carried an average of 3.64 persons; 8½ percent of the park users were from out of State; and 36 percent of the park users were farmers.

During the past year one of our principal accomplishments has been the advancement of the Cooperative Recreation Area. In these projects our department furnishes the technical advice and simple facilities while the local agency (county-city, etc.) develops and maintains the area for public recreation. This cooperative venture appears to have a lot of merit in that it should permit our organization to effectuate park leadership throughout the State without getting its forces too scattered and thus ineffective. The addition of several new cooperative areas and the development by those already in existence has been most gratifying.

Our principal work, as has been previously explained, is largely developmental. In many areas we are planting the trees which will ultimately make the shade which will make the park. Planting this spring was again on a large scale and the summer moisture has been the most favorable to tree growth of any experienced yet, in our short history. Tree planting for park purposes in our area where cultivation is essential to the establishment of trees, has many problems. The Shelterbelt type planting does not lend itself to park purposes, and certainly the orchard-type planting is not desirable even though it makes cultivation simple. A completely landscaped planting makes cultivation difficult, if not impossible under existing labor conditions. So we have taken to a combination contour-landscape type planting which can be cultivated largely by machine and which yields itself to park purposes. In areas where moisture is extremely favorable, we are trying to establish planting without cultivation. This method promises to be fairly successful on certain sites. Some planting in favorable areas after 5 years of cultivation appear now to be ready for seeding back to grass; so, in some respects our planting program is beginning to yield results.

In those parks where we have been favored by the presence of natural timber, we have been building roads and developing picnic and campgrounds as rapidly as possible.

Our legislative program was very successful this year in that an

appropriation of \$75,000 was made by the legislature for the statewide parks for the first time. This amount is being supplemented by \$25,000 of Game, Fish and Parks revenues, making our total budget \$100,000.

In Custer State Park where we are conducting a timber harvest which is designed to be entirely compatible with recreation and scenic values, the Game, Fish and Parks Commission has approved a management plan and cutting budget covering the next twenty years. This provides for an annual average harvest of 3 million board feet for an indefinite number of years. During the past fiscal year a total of 5,853,896 board feet of Ponderosa pine were harvested at stumpage values ranging from \$8.05 to \$15.50 for a net profit to the State of \$54,143.74.

Tennessee. S. C. Taylor, Director, Division of State Parks, Department of Conservation, reported:

In Tennessee we are constantly looking for new ideas and experimenting with new activities in our state parks. In this same spirit I want to give you a few of the highlights of our State Park Program in Tennessee and mention some of the activities which we are promoting that you may be interested in.

In Tennessee we have almost doubled the size of our State Park System in the past two years. We were operating eight state parks in 1949 and today we have fifteen. We now have plans to build our sixteenth State Park on a new TVA Lake in Upper East Tennessee thereby doubling the size of our system in less than three years. We plan to build this new park before the dam is completed and the lake is filled. This will enable us to work on our boat harbor and other water use facilities before the area is flooded, thereby saving thousands of dollars in construction costs. To my knowledge this is the first time any state park agency has anticipated the construction of underwater facilities on a Federally owned reservoir before the reservoir has been flooded.

During the last two sessions of the State Legislature we have received three million dollars for improvement and expansion of our state park system. This is the first time that funds have been given to the Parks Division for capital improvements.

With that money we have remodeled all of our park facilities and vacation cabins, built new cabins, beaches and swimming areas, remodeled some group camp facilities and in general put all of our parks in first class shape.

During this period attendance at all of our parks has increased tremendously. I think this large increase in our attendance is undoubtedly due to the new facilities and services which we have been able to offer our park visitors.

For the first time in our history five of our state parks are now self-supporting. There are some parks in the system that will never be self-supporting and that we don't want to be self-supporting, since it would

be wrong to change the atmosphere of these areas with extensive cabin or other facilities.

In general our State Parks Division is in better shape than it has ever been in. All of our personnel have been placed under the State Civil Service Program and definite personnel standards have been adopted.

One of the most unique programs which we have developed in the past two years has been our Adventure Camp or Family Camp. At this camp which we have had at Chickasaw State Park family groups have been able to come to the park for a weekend, a week or even six weeks and know that a balanced program of activities would be available for both adults and children. This camp has been so successful that we plan to extend the camp period from six weeks to the entire summer next year.

In addition to our family camp or Adventure Camp we are operating organized group camps in eight state parks. These programs are promoted and coordinated by the State Park Naturalist who also promotes nature activities in all of the state park areas.

As far as I know we are the only State Parks Division in the Nation that employs a full time Recreation Consultant who is available to meet with city and county officials throughout the State, advising them on the development of local park and recreation programs. He not only helps them design their play areas but also helps set up their park boards, prepare budgets and long range plans, etc.

This past summer we employed trained recreation leaders to work in four of our state park areas promoting all manner of activities for the park visitors. This program was supervised by our Recreation Consultant and was so well received by the public that next year we plan to put recreation leaders in still more of our parks.

Now I know most of you people have read or heard about the Tennessee Valley Authority. TVA has built eleven of its twenty-eight dams in Tennessee. These lakes have provided us with thousands of miles of shoreline for fishing, boating, swimming, etc. In fact, it has been estimated that the shoreline of TVA lakes in Tennessee is greater than the combined shoreline of the Atlantic and Pacific in the United States.

Our State Parks Division is now negotiating with TVA for the transfer of a whole network of 325 small areas around this chain of lakes which we will develop as Public Access Points. We feel that this will be an important service which the Parks Division can render to the public in preserving permanently a sufficient number of places where people can reach the lakes for fishing, boating and other activities.

I think that one of the problems which many of our State Park agencies have been faced with in the past has been the limited use of the parks during the winter months. We think we have found the answer to this problem in a program which we have planned in co-

operation with the State Education Department and our Conservation Education Division. This November we will make one of our state parks in West Tennessee available to the Superintendent of the Chester County Schools for operation of the first School Camping program in Tennessee. The children from the eighth grade will attend the camp and their camp activities will be considered as a regular part of the school curriculum. The Education Department and the Conservation Department will cooperate in planning the program and State Parks Division will cooperate by providing all of the necessary facilities. We think this program has tremendous possibilities for improving the use of our parks and for promoting conservation and education in our State.

Texas. Gordon K. Shearer, Executive Secretary, Texas State Parks Board, reported:

Texas State Parks Board this year decided on a program of making major improvements through issuance of revenue bonds. Lodges on three large inland lakes are planned, including one on Inks Lake which was visited by National Conference delegates last fall.

Of particular interest to the National Conference members may be the information that Conference President Frank D. Quinn, this year was named Chairman of the Texas State Parks Board and President of Austin City Park Board.

Two important historical spots in Texas were equipped this year for public use. Principal expenditure was at Stephen F. Austin State Park at San Felipe, Texas—site of Austin's colony. A century-old lighthouse at Port Isabel, southern tip of Texas, was restored and the grounds landscaped. Within range of the light beams from this old landmark were fought the first pitched battle of the War between the United States and Mexico and the last pitched battle of the War between the States. The latter was fought after General Lee's surrender, as news of the surrender had not reached Texas.

With assistance from Miss Ima Hogg, the Hogg Memorial Shrine at Quitman, Texas is being preserved. The home of Texas' first native Governor is being restored with the old family furnishings.

In cooperation with the U. S. Engineers, sites have been selected tentatively for recreational use on Lake Texoma, on the Neches River and on the Brazos river. At the end of this conference Col. John C. Diggs of the National Park Service will meet members of the Texas parks staff for a study of sites on Texarkana Reservoir.

Mr. Dick Sias of the National Park Service Region Three, has studied the Brazos river project at Whitney, Texas and sites in North Texas with our staff. His observations and recommendations and those of Colonel Diggs are of great aid to us in considering recreation sites on Federally-developed conservation projects.

Texas has benefited immensely by the State cooperation program of the National Park Service in other ways beside technical advice and feels that this is an important part of the work of the National Park Service both in Washington and in its regional offices.

As it is becoming increasingly difficult in these tax-conscious times to obtain appropriations adequate to maintain 46 parks and hold desirable sites for future use, we are looking forward with much interest to the report being compiled by the National Park Service on fees collected in state parks through the Nation.

While endeavoring to overlook no important potential recreational areas that are being created through river programs, we are studying how to reduce our expenditure on areas of a scope less than statewide. Some progress has been made this year in turning over areas of strictly local recreational use to the communities. The City of Mineral Wells has taken over a park formerly operated by the State there and a park at Llano has been turned over to that community for operation. At Lubbock, the city, county and state jointly operate Mackenzie park.

We are happy to report that the Texas State Parks have been able to help the military program. Many flyers sent to Korea had training in the Bastro-Buescher parks near Bergstrom Field in dropping out with an emergency kit only and remaining hidden in "enemy" territory. In battalion strength, Fort Hood, sent its men to Inks Lake for special training including night and day pontoon building.

Continuing gain in attendance and increase in concession earnings at a rate in advance of attendance gains marked the year for most of the Texas State Parks.

Washington. Charles A. DeTurk, Park Planner, State Parks and Recreation Commission, reported:

Exceptionally fine weather in the State of Washington during the 1951 summer season was partly responsible for an estimated increase of nearly one million attendance in State Parks. Less than one inch of rain fell between April 1 and September 1.

Emphasis on cleaner park areas and comfort stations has been another factor contributing to increased attendance. A new program of trailer areas was well received as was installation of playground equipment—swings, slides, and merry-go-rounds.

A radio and newspaper campaign publicizing overnight camping was so successful that all campers asking admission could not be accommodated. Completion of the \$250,000 Mount Spokane Lodge, accommodating 150 overnight guests and 200 diners, will improve one of our finest northwest winter sports areas. Mount Spokane also provides picnic and camping areas and an unexcelled view of eastern Washington and western Idaho.

As part of our Commission's preservation program, the number of

historic sites has increased to seventeen. These are a popular tourist attraction. Two moorages with facilities for small boats have been established, and after survey, we hope to add ten more.

The only change in administrative procedure was to set up a department of maintenance and operations, headed by a Supervisor of Parks. We had not previously had such a department. Hourly inspection of comfort stations was one operational activity which has drawn favorable comment.

The salaries and wages budget was increased nearly 100 percent, and operations funds were also substantially increased. Cut by the regular legislative session in April by \$400,000, the original amount requested was restored by the Governor and Legislature at a special session in August. We now have a biennial capital improvements budget of about \$1,200,000.

The greatest accomplishment has been almost unanimous citizen approval of our parks program. Public interest in acquisition and development of park areas, particularly waterfront property, has been encouraging. Bonding has been suggested to acquire funds for available sites while price is reasonable.

For next year, the program includes provision for ample funds for operations and salaries and wages to care for the expanding state parks system.

West Virginia. Kermit McKeever, Chief, Division of State Parks, Conservation Commission, reported:

During the past year the West Virginia State Park System, of 16 parks, has had its most successful period since its coming into being in 1933. This is true in the attendance, collections and capital improvements as well as public interest.

During this period the visitation of 1,080,000 equaled approximately 51 percent of the population of the State. The collections from cabins, inns, facilities and leases amounted to \$117,000 which was added to our legislature appropriation for operation and maintenance. The capital improvement program of \$198,000 was put into improvements chiefly for day-use that have been an evident need for many years.

Public interest in the State Park movement is reflected by our Legislature which appropriated \$346,000, plus some unexpended balances in last year's appropriation, for capital improvements for the present biennium. While this is not a large appropriation in comparison with other States, it reflects a beginning or recognition of the park needs in our West Virginia.

During the past year we have seen the sanitary systems, road systems, picnic facilities, parking facilities and playground facilities vastly improved.

Three comparatively new parks, Tygart Lake, Carnifex Ferry

Battlefield and Audra, have taken their place among the major recreation areas of the State within the past year due to their overall development.

During the coming year our plans are to give first consideration to the day-users again and provide better swimming through beaches and bathhouses now under development and improvement, additional picnic facilities are underway and better roads are in store.

We are giving consideration to operations too, by erection of quarters for personnel in five areas. Restaurant and commissary facilities are under improvement.

STATE PLANNING

Arkansas Tourist Court (Motel) Operators, An Opinion Survey

WILLIAM S. BONNER, Division of Social Science,
University of Arkansas, Institute of Science and Technology

INTRODUCTION

THE objective of this survey was to obtain the opinions of Arkansas tourist court operators concerning satisfactory court locations, adequate court facilities, and the establishment of minimum operating standards. In addition, each operator was requested to indicate the kind of agency he thought should be responsible for administering minimum operating standards.

Forty-one tourist court operators whose courts were located in tourist attraction areas and on highways carrying interstate traffic were interviewed.¹ An attempt was made to select courts of varying appearances, units, and facilities. Tourist courts in Little Rock and Hot Springs were selected from approved listings and from recommendations of operators both inside and outside the areas. No attempt was made to select courts by proportional number in the various localities.

The information obtained in this survey should be of value to the Tourist Industry Committee of the Arkansas Economic Council-State Chamber of Commerce as a basis for making recommendations concerning the development of new courts and the improvement of existing courts and facilities. This information should also indicate areas in which public or private agencies could render services that would be of value to the individual operator.

Excellent cooperation was obtained from the participating operators during the interview which lasted from 20 minutes to one hour, the length depending upon the operator's experience and ideas. Prior to the interview the operator was given an outline guide. The following is a revised form:²

I. COURT LOCATION

1. Visibility of court from highway.
2. Highway direction furnishing most business.
3. Disturbance features.
4. Advantages and disadvantages of court location.

¹ Court operators interviewed were located in the following cities and areas: Fayetteville, Springdale, Rogers, Bentonville, Eureka Springs, Harrison, Flippin, Mountain Home, Marshall, Clinton, Conway, North Little Rock, Little Rock, Benton, Hot Springs, Waldron, Fort Smith, Van Buren, Mountainburg, and the Boston Mountain area.

² For this presentation the outline guide was revised so that the items are self-explanatory.

5. Criticisms of surroundings.
6. Types of buildings and businesses operator desires in vicinity.
7. Types of buildings and businesses operator objects to in vicinity.

II. COURT FACILITIES

1. Types of units preferred. (Individual, row, etc.)
2. Type of construction preferred. (Frame, brick, stone, etc.)
3. Desirability of garage or car shelters.
4. Availability and desirability of cooking facilities.
5. Value of eating establishment near court.
6. Value of outside lighting.
7. Value of advertising signs along highway.

III. OPERATING STANDARDS

1. Should tourist courts be required to meet minimum standards?³
2. If minimum standards were established, which of these should be included?
 - a. Vented heat.
 - b. Cross ventilation.
 - c. Minimum floor area.
 - d. Approved drinking water supply.
 - e. Flush toilet and wash basin in each unit.
 - f. Upgrading. (Rating system.)
3. What kind of agency should be responsible for the enforcement of minimum standards?³

COURT LOCATION

VISIBILITY OF COURT FROM HIGHWAY (41 REPORTING).³

Operators of 21 courts felt that tourists traveling in either highway direction had a good view of their courts; operators of 14 courts felt the tourist had an adequate view in only one direction (five of the 14 reported a completely blocked view from the highway in one direction); three operators reported poor visibility of their courts in both directions from the highway and two operators reported only fair visibility from both directions. One court could not be seen from the highway.

Twenty-six operators expressed the opinion that most tourists select courts on the basis of external appearances and said it was important that the court be visible from the highway. Four operators felt that courts slightly above the road grade possessed superior visibility.

HIGHWAY DIRECTION FURNISHING MOST BUSINESS

(31 REPORTING). Twelve operators reported that there was no noticeable difference in the road direction furnishing the most business; eleven operators reported that inbound traffic (traffic into city or resort area) furnished the most business. Four operators reported that the highway direction furnishing the most business changed with the seasons. Two operators whose courts were located in the outskirts of cities reported a greater outbound business. Two operators said that it would be difficult to determine which road direction furnished the most business, mainly because the tourist might change direction of travel as he looked over the courts.

³ The number of operators reporting on some items varied because the questionnaire used underwent two minor revisions which resulted in a change of the number of items and because some operators did not wish to express an opinion on all items.

DISTURBANCE FEATURES (41 REPORTING). Normal traffic noise was the only disturbance feature reported by 36 court operators. Two operators reported additional noise from trucks due to the road grade. Three operators stated they had no disturbance features because their units were located at a considerable distance from the road. Comments by operators indicated that drive-in theatres using loud speakers and near-by railroads were greater disturbance features than normal traffic. One operator, whose court was located across the road from a skating rink, reported no disturbances and cited return business, including commercial travelers, to support his statement.

ADVANTAGES AND DISADVANTAGES OF LOCATION (41 REPORTING). Thirty-four operators enumerated the advantages of their location, two reported only disadvantages, and five reported both advantages and disadvantages. Operators of three courts preferred a different court location.

Twenty-eight different advantages of location were reported. In Hot Springs, nearness to bath houses or the race track was considered an advantage. A downtown location was also considered an advantage as it attracted a large amount of commercial business. One operator in a downtown location said he could not operate if he had to depend on the tourist trade. Being on a main highway, above grade of road, a scenic view, play equipment for children, eating establishment with or near courts, a grove of trees, and on the edge of town were some of the advantages of location most mentioned.

Disadvantages of location included bad entrance, narrow frontage, too far out of town, below level of road, lack of space and landscaping, medial divided highway, and being in a small town near a large city.

SURROUNDINGS (41 REPORTING). Satisfaction with surroundings was expressed by 32 operators. Nine operators expressed dissatisfaction with their surroundings, but, in most cases, only minor conditions were responsible for the dissatisfaction. Old business buildings, unsightly lots, filling stations, and dilapidated houses were mentioned most as being unsatisfactory. Other items mentioned were dust from an unpaved road, a truck terminal, and livestock on the adjoining property.

TYPES OF BUILDINGS AND BUSINESSES OPERATORS DESIRE IN VICINITY (31 REPORTING). Thirty-one operators specified the types of buildings or businesses they desired in the vicinity of their courts. These were:

Types of buildings or businesses desired	Number of times mentioned
Eating establishments	17
Residences	12
Drug Stores	4
Gift Shops	3

Types of buildings or businesses desired	Number of times mentioned
Modern construction	3
Quiet businesses	3
Other good courts	2
Neighborhood movie	1
Places that serve beer	1

TYPES OF BUILDINGS AND BUSINESSES OPERATORS OBJECT TO IN VICINITY (30 REPORTING). Thirty operators expressed their views as to types of buildings and businesses they would object to in the vicinity of their courts. These were:

Objectionable types of buildings or businesses	Number of times mentioned
Amusement or noisy-type businesses	27
Taverns and beer parlors	9
Junk yards and unsightly buildings	9
Liquor stores	2
All-night businesses	1
Competitive businesses	2
Warehouses	1
Industry	1
Automobile repair garages	1

COURT LAYOUT AND FACILITIES

TYPE OF UNIT (41 REPORTING). The following preferences as to type of unit were indicated by the operators:

Types of Unit	Number of times mentioned
Individual or separate	23
Row	10
Duplex	4
Individual and duplex mixed	3
Individual and row mixed	1

Of the 23 operators who preferred individual or separate units, five favored separating the units by garages or car shelters under a common roof. One operator, who preferred duplex units, believed that units under a common roof separated by garages was the most satisfactory arrangement. Only two operators preferred a unit different from the type they owned and both preferred the individual unit though one of them owned duplex-type units and the other row-type units.

The operators gave the following advantages and disadvantages of individual, duplex, and row-type units:

INDIVIDUAL (COTTAGE OR CABIN) OR SEPARATE (GARAGE-SEPARATING) UNIT.

ADVANTAGES:

- Most privacy and least disturbance for tourist.
- Best cross ventilation.
- Eye appeal.
- Least fire hazard. (Cottage or cabin-type unit.)

DISADVANTAGES:

- High utility costs.
- Hot water heater required for each unit.
- Servicing units difficult, especially in bad weather.
- High maintenance costs.
- More difficult to heat.
- Large sites needed.

DUPLEX UNITS.**ADVANTAGES:**

- Cheaper to build than individual unit.
- Utilities can be backed to each other.
- One hot water heater can serve two units.
- Provides good cross ventilation.

DISADVANTAGES:

- Less privacy than individual unit.

ROW UNITS.**ADVANTAGES:**

- Cheapest in terms of construction costs.
- Less utility difficulties, especially in cold weather.
- Easiest to heat.
- Easiest to serve.
- Best return on high-value city property.

DISADVANTAGES:

- Least amount of privacy with greatest danger of noise carrying from unit to unit.
- Lack of open space for cars and landscaping.
- Greatest fire hazard.

TYPE OF CONSTRUCTION (41 REPORTING). The following preferences as to types of construction were indicated by the operators:

Type of construction	Number of times mentioned
Solid masonry	15
(block, brick, tile)	
Frame—veneer	12
(stone, permastone, brick)	
Frame—exposed	7
Frame—stucco	3
Frame—asbestos shingles	2
No preference	2

Of the operators favoring solid masonry construction, two preferred pumice blocks because of their moisture-proofing qualities. One operator had used a special type cement block which proved very satisfactory as an insulator and in preventing moisture condensation. Low maintenance cost and fireproof and soundproof qualities were also given as reason for favoring solid masonry construction; however, one operator reported that solid brick construction was difficult to heat. Operators who favored frame construction with veneer, stucco, or asbestos shingles reported low maintenance cost and good insulating qualities.

GARAGE OR CAR SHELTERS (38 REPORTING). Twenty operators felt that garages or car shelters were a definite asset to their courts. Four of these 20 did not believe that a car shelter was necessary for each unit. Seventeen operators felt that car shelters were unnecessary to attract business. One of these stated that he had converted seven garages into sleeping rooms. One operator had no preference as to car shelters. One operator remarked that closed garages, which permitted concealment of cars, tended to attract undesirable "cabin" trade.

COOKING FACILITIES FOR OVERNIGHT GUESTS (41 REPORTING). Thirty operators stated that they would not have cooking facilities for overnight guests because of the resulting odors, messes, and insects. One operator felt the disadvantages so outweighed the advantages that the rate schedule was actually lowered by cooking facilities; however, seven of these operators provided cooking facilities for guests who remained three days or longer. Eleven operators provided cooking facilities for overnight guests, though four of these operators did not have facilities in all units. One operator stated that tourists who did not plan to cook objected to the presence of cooking facilities in the units.⁴

EATING ESTABLISHMENT NEAR COURT (41 REPORTING). Forty operators felt that an eating establishment near the court was an asset to their business. The remaining operator considered it as a convenience only. Six operators maintained restaurants on their premises which they felt was a competitive advantage. One operator said he planned to build a cafe to be leased. One operator said his restaurant was supported mainly by customers from his court and two large courts near by. Several operators pointed out that eating establishments within walking distance were most desirable as tourists apparently like to "take a short walk for exercise."

OUTSIDE LIGHTING OF COURT (41 REPORTING). All but one of the 41 operators felt that proper outside lighting was needed in order to attract tourists at night. Nineteen of the operators used neon lighting exclusively. Three of the 19 used only white neon. Five operators used a combination of neon and flood lighting; four used only flood lighting. Those operators using flood lights reported that overlighting repelled tourists. Three operators of ranch-type courts felt that soft, indirect lighting from the ceiling of the common porch was most effective. Three operators were dissatisfied with their lighting effects. Others felt their lighting could be improved.

⁴ Five of the 11 operators who provided cooking facilities for overnight guests and three of the seven who provided them for guests remaining three days or longer owned courts located in Hot Springs.

VALUE OF ADVERTISING SIGNS (29 REPORTING). Operators expressed opinions on advertising signs along the highway:

Value of signs	Number reporting
Signs are of value	15
Signs about pay for themselves	9
Signs do not pay for themselves	1
Value not known	4

Three operators felt that signs were valueless unless they were of a reflector type; three felt that billboards were most effective; and two said that large signs, at least 6x9 feet in size, were needed. Two operators reported that a large number of small signs was the most effective outdoor advertising. There was no common opinion among the operators as to how far signs should be placed along the highways. Distances of 1,000 feet to 130 miles were given.

OPERATING STANDARDS

Of the 41 tourist court operators interviewed, 36 favored some form of minimum operating standards for tourist courts, two were undecided, one was opposed, and two did not answer.

To the question, "What should be included in minimum standards, were such standards established," 39 operators replied as follows:

Item	Favored	Undecided	Against
Vented heat	39	0	0
Cross ventilation	38	0	1
Minimum floor area	15	2	22
Approved drinking water supply	38	0	1
Flush toilet and wash basin in each unit	37	0	2
Upgrading (Rating system)	32	4	3

NOTE: As the first five items deal with physical aspects of courts, they could be approved at time of construction and would require little further administration. The sixth item, upgrading, would require periodic inspections to check sanitation and cleanliness.

A number of the operators felt that sanitation and cleanliness were of major importance and that courts should be inspected periodically and given some type of certificate showing their approval or rating.

Some kind of agency to administer minimum standards was favored by 33 operators, four were undecided as to kind of agency, two opposed an administrative agency, and two gave no answer.

Of the 33 operators favoring some kind of agency, 24 felt that a public agency should administer the standards with 18 of the 24 favoring a health department inspection. The remaining operators felt that some kind of agency should be established through which the operators could police the courts

Operators who favored minimum standards were of the opinion that the tourist should have safe, clean facilities. They also felt that if all courts were required to meet minimum standards in each area or in the entire state, additional tourist business would in time be forthcoming.

IN THE CITIES AND TOWNS
BIOGRAPHY OF A PLAN—A SYMPOSIUM

The Planning Ordinance

EVERETT B. MANSUR, Planning Consultant,
San Gabriel, California

I PULLED it in and opened it up and much to my surprise, oh, I discovered a xxx right before my eyes.

A great many ordinances remind of the "The Thing."

I was recently called in by the chairman of a planning commission to review a proposed planning ordinance. He said that the members of the commission had spent many months preparing this proposed ordinance but that they wanted a professional planner to review it before it was adopted. I read the title of this proposed ordinance "A Comprehensive Land Use Ordinance of the City of So and So Establishing a Land Use Plan and Repealing Ordinance No. 299." As I knew that this was a young city and had had no previous planning I asked the chairman if I could see a copy of some recently adopted ordinance. The ordinance he showed me had been adopted the week before and was ordinance No. 87. I asked him how it happened that this ordinance just adopted was No. 87 and that the proposed ordinance repealed old ordinance No. 299. He then confessed that they had copied this ordinance from another city and the only thing they changed was the name of the city.

A city attorney who has written many planning ordinances and is considered by some to be an authority on the subject asked me my opinion of one of his ordinances that had been recently adopted. I told him that frankly I thought it to be the most confusing and ambiguous ordinance I had ever read and that it was impossible to find anything in the ordinance without reading the entire ordinance. He stood up on his hind legs and said "I do not write an ordinance for the layman, I write it for the judge." How many times does a judge refer to a planning ordinance in comparison with the planner, the clerk at the counter, the building inspector, the builder or property owner? And after all, which judge? I have heard of very few cases where the judges of the Supreme Court of the United States all agreed on a case.

A county subdivision ordinance was receiving much criticism. It was unpopular with every one who had anything to do with it. The Director of Planning had the ordinance reprinted using the same wording but breaking it up into short paragraphs and inserting subject headings in bold print. The result was the same ordinance but it was easy to refer to and thereafter received no criticism.

A well-known planner once told me that an ordinance should be written so that it could be *interpreted*. What he meant was that if John Doe wanted to do something he could interpret the ordinance to

say *no* but that if Joe Doaks wanted to do something he could interpret the ordinance to say *yes*.

I have read one ordinance that permits a certain doctor to operate a cat and dog hospital at a certain address but states that no other person can so operate at that same address.

One recent ordinance establishing a city planning commission states that the ordinance was adopted pursuant to the State Planning Act of 1929. However, that planning act was repealed in 1947.

Another ordinance establishing a city planning commission copies practically the entire State Enabling Act. At the present time this State Act is being rewritten in Sacramento by the present session of the State Legislature.

I saw one ordinance that adopted a very elaborate outline of a master plan. I asked the planning engineer, who was new to the field of planning, what it meant. He said that he didn't know but that another city had used it so he thought it must be good and he copied it.

One ordinance creating a planning commission and department states that the department shall consist of a director of planning, assistant planner, draftsman and stenographer. If a new draftsman should be needed the ordinance must be amended. However, no provisions are contained in this ordinance, any other ordinance or the city charter that members of the commission shall be residents of the city. Two members live outside of the city limits and it is the type of community where the city and county are not on speaking terms.

In one community it was very seldom that there was a quorum for the meetings of the planning commission. The ordinance was amended to pay the members ten dollars for each meeting attended. Since then there has been a quorum at every meeting.

I once worked for a state planning agency where the law creating the agency said that all employees shall be appointed by and serve at the pleasure of the Governor. But the civil service law said that all employees of all departments should be under civil service. We were under civil service.

One state planning act says that each county shall appoint a county planning commission. Ten years after the act was adopted only half of the counties in the state had planning commissions. The supervisors of one county appointed to the planning commission the five men most unlikely to agree on any subject. No planning was accomplished in that county.

One state planning act says that each city and county planning commission shall file an annual report with the State Planning Board. But there is no State Planning Board in that State.

California is one of the six States in the Union without an official state planning agency. It is not that we like to be different. The reason might be because California is the land of the Chamber of Commerce

and Chambers of Commerce sometimes prefer Chamber of Commerce statistics to statistics prepared by an official agency.

A mayor once wanted me to write an ordinance prohibiting all billboards and signs in the city, and not even to allow a "For Sale" sign in front of a house or on a vacant lot. This man was a member of a real estate firm whose office was on the main corner of this city. The adoption of this requested ordinance would mean that no individual could advertise his property for sale and that this real estate firm would therefore get most of the business.

I wish to summarize the lessons I have learned from these cases.

An ordinance establishing a planning commission should provide for the appointment *and* removal of the members, and the fixing of their terms. The terms should be staggered so that there will always be hold-over members to give continuity to the planning program. It should state whether or not *ex officio* members have a vote. It should provide for compensation and travelling expenses for the members. It should provide that the planning commission may make its own rules and regulations for the transaction of its business not in conflict with other laws or ordinances. A planning ordinance should be written to give the planning commission all the powers and duties that are now or may be hereafter given it by any other law or ordinance and not pursuant to some act that has been or may be repealed. It is not necessary or desirable to quote the entire state law in the planning ordinance. After an ordinance has been adopted establishing a planning commission a special ordinance might be adopted fixing its procedure and providing for appropriations for planning.

An ordinance creating a planning commission, a zoning ordinance, a subdivision ordinance or any other ordinance should not be copied from another city without studying what the differences are between the two cities beside the name.

An ordinance should be understandable to the layman as most people are opposed to anything they do not understand and laymen are the ones who use planning ordinances the most.

An ordinance should be written so that it will be interpreted the same way every day in the week and the same way for all individuals and for the best interests of the community at large and not for one special group or individual.

Don't write an ordinance to force a community to plan if the community has no desire to do so. The desire should be built up before the ordinance is passed. In that way you will get a better ordinance.

A man who is considered an authority on city charters once told me that he could write a charter for any city on a penny post card. An ordinance creating a planning commission, like a city charter, should be short, direct and to the point, not a long-winded affair that contradicts itself in different sections. You should be able to refer to an ordi-

nance and find what you are looking for without reading the entire ordinance.

The moral of this story is if you should chance to see
A great big ordinance as ambiguous as can be
Don't ever stop and open it up and try to make it work
But rewrite the thing in a sensible way
And you'll have one then that'll perk.

The Plan—its Preparation, Composition and Form

HARLAND BARTHOLOMEW, City Planner, St. Louis, Mo.

FOR some thirty-five or forty years we have talked about city plans for American cities. This seems an appropriate time to consider our present understanding of the term "city plan", how it is made, and how it is or should be used.

FUNCTION AND PURPOSE

There are several points of view. The civil engineer approaches the matter from the standpoint of the water supply system, sewers, storm drainage, utilities, streets, transportation and terminals. The sociologist is concerned with housing, population density, parks and recreational facilities. The architect is particularly interested in buildings (public and private) and the open spaces which not merely provide good setting but which supply much needed light and air. The economist is concerned with trends in employment and volume and type of business and industrial activity without which the city could not exist. These interests are not mutually exclusive, nor need they conflict. Coordination of these points of view is essential, however. A city plan is an instrument whereby the utilitarian, the social, the economic, and the aesthetic are so synthesized and coordinated as to produce the most satisfactory result. A city is, or should be, a unit. Its composition and its living and working conditions will be best where there is a unified design—a carefully prepared city plan that guides new growth and redevelopment. New technology and concepts may require modification in the overall unified design from time to time.

American cities have grown rapidly in recent decades and there have been marked changes in technological improvements. There has also been a marked change in concepts of social welfare and in both national and local economy. The science and the art of making a city plan is more difficult than in early years of less rapid growth and change. However, this does not justify procrastination. It emphasizes the

need for greater effort and higher skill in the production of city plans.

Are we producing the good city plans that are required? Is the total development and growth of American cities being directed in accordance with well-designed city plans? At the risk of being charged with pessimism, it is doubtful if these two questions can be answered affirmatively. There are a few notable exceptions. One explanation of this failure is that we have become so interested in the several fields of endeavor that we have lost sight of our objective. We have become so interested in PLANNING that we have failed to produce good CITY PLANS. Planning is not an end in itself. It is merely a means to an end. Planning for planning's sake is only a pleasant pastime. Have we not fallen into the error of making "studies", conducting "surveys", and collecting "data" without an honest and realistic follow-through to the end of making complete and comprehensive city plans? Have we not been content with too many "outline" plans, plans that are tenuous and vague in nature? We are building the city of tomorrow now—today. Any city plan that is not definite, official and detailed will not permit us to coordinate our individual buildings, sewer lines, parks, or schools as each of these is built. And have we not fallen into another error of preparing a zoning ordinance or a major street scheme and deluding ourselves and the public into the belief that this is a city plan? We all know that these are merely a part, a relatively small part, of a comprehensive city plan.

The making of a reasonably complete and comprehensive city plan is not as formidable a task as it may seem. The requirements are three in number, *i.e.* funds, technical services, and the determination to see that the job is done. None of these present unusual obstacles. City plan commissions are receiving generous appropriations in most cities today because this work has come to be recognized widely as a highly important function of municipal administration. There is some shortage of technical personnel, but it is not acute. The greatest deterrent appears to be hesitation upon the part of public officials, planning commission members, and staff to knuckle down to the task of initiating and completing all of the work required.

COMPOSITION OF THE CITY PLAN

If the city plan is to be more than a collection of theoretical ideas, it should be reduced to tangible form. The Standard City Planning Enabling Act, which is our best present legal guide, mentions the location, character and extent of streets, waterfronts, parks, utilities, transportation, among other things, as appropriate subjects for consideration in the making of a city plan. This act, and the several state acts which have used it as a model, make no close specification or limitation of subjects. The Standard City Planning Act also refers to the maps, plates, charts and descriptive matter which accompany

the city plan in order to make clear the purpose and intent of the specific physical improvements proposed. Here is where the social and economic significance of the physical improvements may be explained.

Each city has individual characteristics peculiarly its own. Public improvements such as streets, sewers, public buildings and the like are needs common to all cities. The city plan for each city necessarily must include recommendations for all these types of facilities. Before plans for these public improvements are made, it is important to prepare and analyze information regarding social and economic conditions and trends, to study the historic development of the city's site, and to examine facts about land use and population trends, among other things, in order to understand why the city has developed into its present particular form.

When the various studies and plans have been completed, it is necessary to consider ways and means of carrying out the city plan. This means integrating the administration of the city plan into the day to day processes of governmental action. It means analysis of present laws and ordinances with recommendations for such changes or additions as may provide for more effective administration. It also means an analysis of the city's financial practices in undertaking public improvements and the preparation of a capital expenditure budget with systematic annual review, so that the most needed public improvements will not be neglected in favor of those demanded by pressure groups.

A modern city plan, therefore, is divided into three sections, *i.e.* matters having to do with research and analysis, recommendations for physical improvements, and ways and means of carrying out the plan. Specific modern city planning programs, therefore, may consist of approximately 16 specific subjects, as follows:

- A. Matters Having to Do With Research and Analysis
 1. Historical Background
 2. Site Characteristics and Development
 3. Social and Economic Characteristics
 4. Population Growth, Density and Distribution
 5. Land Use
- B. Plans for Physical Improvements
 6. Major Street Plan (Including Off-Street Parking and Land Sub-division Control)
 7. Local Transit Facilities
 8. Transportation—Rail, water and air
 9. Water Supply, Sewers and Drainage
 10. Park and Recreational Facilities and Public Schools
 11. Zoning
 12. Housing
 13. Public Buildings and Publicly Owned Lands
 14. The City's Appearance
- C. Ways and Means of Carrying Out the Plan
 15. Administrative Policy and Practice
 16. Capital Expenditure Program

MECHANICS OF PREPARING THE PLAN

In some cities there may be special problems of such significance as to warrant special study and a special report as a vital part of the city plan. In other cities, there may be justification for some variations or departure from this list of subjects. The initial step therefore, is to prepare a program of subjects which, taken together, will comprise the comprehensive city plan. At this juncture, decision should also be made of the time required to complete the entire work. Normally, this will require approximately two years or slightly more in smaller cities, three to four years in larger cities, depending in part upon the amount of work heretofore completed and available.

Each of the several topics contained in the city plan program should be the subject of a special report containing all necessary recommendations, maps, charts and diagrams as an integrated part of the plan. Over a period of three years, for example, this means the production of reports at approximately two months' intervals. These reports should be considered as preliminary in form until such time as very nearly all of them have been completed, at which time all can be consolidated and coordinated into a single unified plan.

WHO PREPARES THE CITY PLAN?

The responsibility for preparation of the comprehensive plan rests squarely upon the shoulders of the city plan commission. Until they have performed this function the commission should give little time or attention to other matters. It is the one reason for the existence of a commission, for without a plan, the ideas of a planning commission are no better than any other group of individuals. A city plan commission should devote itself almost exclusively to the production of a comprehensive plan and thereafter to its administration. The city plan of course should be a dynamic instrument and the commission should carry on studies with a view to periodic reviews and revision of the plan, or major sections thereof, when these are warranted by important changes in conditions and trends.

In most cities the members of planning commissions are citizens giving voluntary part-time service, plus certain city officials with important administrative duties. Since most of the members have limited time and can seldom profess to have technical city planning training, it is the duty of the staff under competent technical direction to prepare the first drafts of the reports comprising the comprehensive city plan. As these first drafts are completed, they should be reviewed by members of the city plan commission prior to publication as preliminary reports. Thus the reports will represent important local viewpoints held by leading citizens with special knowledge of the community, and also the highly significant judgment of the city engineer and those other officials that have special knowledge of local conditions.

Once the reports have been prepared in preliminary form they should be furnished to organizations and groups in various parts of the city and made the subject of discussion by neighborhood groups and community organizations. They should be publicized in other ways such as by newspaper stories, public addresses, or the use of other media.

CITIZEN PARTICIPATION IN PLAN PREPARATION

Much has been said about citizen participation in the making of city plans. We can agree that the wider the public understanding, the greater will be the chances for public acceptance of the city plan. The preparation of a city plan is not strictly an amateur undertaking, however, the larger the city, the greater the necessity for technical service for analysis and design. Neither can it be said that a good comprehensive city plan can be produced by a large group of individuals in general meetings. True, agreement can be reached by such groups on important matters of policy or practice, and this is exactly how citizen participation in the preparation of a city plan should take place.

In each city there should be a citizen's plan association open to membership to any and all citizens interested in the plan of their city. My personal viewpoint is that a citizen's plan association should have special committees on each and every subject in the city plan program. I would go so far as to have the citizen's plan association make a study of and a report of the initial drafts of reports prior to their publication in preliminary form by the city plan commission. This would not necessarily constitute a delegation of authority by the city plan commission in the fulfillment of its responsibilities in plan preparation. Final decisions would rest with the plan commission itself. This procedure, however, would have the advantage of bringing the widest possible citizen viewpoint and participation into the preparation of the city plan in its earliest stages. There would of course be ample opportunity later for further consideration and discussion both by committees of the citizens' plan association and by groups and agencies of the community, out of which will come good recommendations and proposals for betterment in the plans contained in the preliminary reports.

CONCLUSION

Finally, after full discussion and consideration and after public hearings (which are usually required in most states), the various preliminary reports should be coordinated and synthesized and the plan should be formally adopted by the plan commission as the OFFICIAL COMPREHENSIVE CITY PLAN. Without such action a plan is not much more than another municipal brochure about the city. It is not a sufficiently solid foundation upon which reliance can be placed

by public agencies or by individuals, nor would it receive the required recognition by the courts.

The official plan should be published in attractive and substantial form and widely distributed. It should be a handbook to be easily and quickly referred to by all the many individuals, organizations, and agencies, both public and private, that are making improvements, designing buildings, investing money, or reaching decisions that affect the development of the city.

A city is not just a few big projects such as major airports, super-highways, or skyscrapers. Rather, it is an assembly of a great many relatively small things—individual homes, neighborhood parks, stores, churches and the like. Improved living and working conditions can come only through the coordination of all these things, both large and small—a coordination that must come when they are located and designed and before they are built. With a comprehensive city plan that is official, definite, detailed, and available for easy reference, the required coordination can be obtained, and all can participate in the exciting task of building a better city.

The People

KENNETH P. VINSEL, Executive Vice-President,
Louisville Chamber of Commerce, Inc.

PLANS alone will not make a better city. Plans are only a means to an end and are of no value unless they are accepted and put into action. The only way to get effective results is to have the participation of the community's citizens in *making* the plans. Planning requires the cooperation of community leaders from the beginning. Too many plans have been made *for* cities with no citizen participation except in trying *to sell* the plan to the community. Getting effective results from planning requires human engineers as well as planning engineers.

Obviously, citizens in town meetings cannot make a city plan by themselves. Technicians are required to gather facts and assemble them, to interpret data, and to advise. But citizen groups and leaders can and should participate in determining the major needs and problems of the community and in making major decisions.

It is possible—and necessary—to educate citizens by explaining the various elements of the plan and why it is proposed to do one thing, instead of another. If people are fully informed about the plan, they are as likely to reach the right conclusions as the planning engineers, the planning agency, or the official governing agency. Plans are made for the future and carrying them out will extend far beyond the administration of any one mayor, council or planning official. Unless there is strong general citizen support for our plans there is little likeli-

hood that they will be put into effect. In the final analysis, plans are accomplished *only* because the people of a community want them.

Effective planning seldom results from suddenly announcing a master plan and then trying to sell it to the community. If we wait to inform and educate citizens until the whole master plan is presented it will be difficult for the people to understand the broad scope of the proposal and why the hundreds of decisions which led up to the master plan were decided as they were.

We recognize that citizens participation in making plans will require a longer period of time. Decisions which ordinarily might be made by a few planning engineers or officials in an afternoon may require dozens of meetings with citizen groups and leaders extended over several weeks. They will require the press, radio and other media. But, this is necessary before decisions can be made which will have general and united support. However, this delay in making the plan does not mean delay in the final plans being carried into effect. The chances are very great that the plan will be carried out, and in less time if citizens have had a part in making the plan.

This citizens participation must be a continuous process because planning must be continuous. Planning cannot be static and plans cannot be absolutely rigid. Who can accurately foresee the traffic and transportation needs twenty years ahead? No rigid major street plan today can be sure of meeting all the needs of 1970. Plans must have a balance of stability and flexibility and this balance needs continuous review.

May I repeat that planning is a means to an end—the end being a better city in which citizens may live and make a living. We have had too many social, economic, and physical plans *for* people and too little participation by the people for whom the plans are made.

The Press

TOM WALLACE, Editor Emeritus, *Louisville Times*

ANY worthy non-commercial cause which needs the aid of the press—what worthy non-commercial cause does not need it?—can get it by simple devices. Many workers for worthy causes fail to get it because those who should resort to devices are too simple to know it.

I shall proceed only a little beyond this point by means of illustrations. That I speak as an unashamed egotist will be at once plain to you, and I am in no position to deny it. Egotism caused me to spend a half century writing editorials. My revered chief, the late Henry Watterson, most famous editor of his day, in the United States or elsewhere, once said to me: "All editorial writers are egotists. Who but an egotist would try to earn his livelihood by expressing his opinions?"

Until I was retired, by force of arms, for incurable age, I earned my livelihood telling people what they ought to do. The people I advised included Presidents of the United States, European kings, Latin American dictators, Indian maharajas, Malay sultans, Japanese Emperors, women who wore too high heels, smoked too many cigarettes, used too much profane language or bottle fed their babies when they could have done a better job. I don't know that my instructions were ever followed, my advice ever taken, but I did my best and that is all that first cousins of editors, the angels, can do.

News undoubtedly does affect people. Rely upon it in the interest of your cause. Go after it, and get it. Don't hesitate to go and you will get.

Many years ago thirty-five conservation organizations banded together in the hope of persuading Paul V. McNutt, newly elected Indiana Governor, not to remove Richard Lieber, father of the Indiana State Parks, from the office he had, brilliantly, held for many years. The enterprise was of course as hopeless as one in which I took part in Europe when, after the first world war the Carnegie Foundation sent twenty-five United States editors abroad to "make a clinical examination of postwar Europe in the interest of world peace."

The move against McNutt took the form of a rally at Turkey Run (Indiana) State Park and the unveiling of a bronze bust of Colonel Lieber. There were various speeches. I remember only mine and that of Claude Bowers, author, diplomat, distinguished orator. I had heard him at the Democratic National Convention in Houston in 1926. I shuddered at the thought of being on a program with him. I wrote a speech *short* enough to be suitable for the press, memorized it, made it in the woods, when the mercury was below freezing, made it to the bust and Colonel and Mrs. Lieber, and, maybe, three more. Mr. Bowers was to speak in the Park Inn lounge before a roaring fire. No reporter was present at the unveiling. All attended Mr. Bowers in the inn. Each of them had spoken to me over his shoulder when an effort was made to introduce me to the working press. Each had said he wanted to find Mr. Bowers. Mr. Bowers had written a long and altogether lovely speech; a characteristic speech. But he came with a single copy of his text. He used that copy during his discourse. The working press revealed increasing impatience as the forenoon wore on. Finally it rebelled in a body and turned to me, the despised unknown, asking if I had a manuscript. I had one in every pocket, including the shirt pockets and hip pockets, short enough for the telegraph wire (in a report's emergency) uncut. Which speaker's address got the best *play* in the afternoon papers? The question is rhetorical.

Long ago, when I knew less than I know now, but still knew the value of the press as a vehicle for the teachings of those who advocate right use of land, I was invited to speak at a conservation meeting in

Nashville, Tennessee. I scanned the list of speakers, knew myself out-classed, wrote my address, gave it to the press services and leading Tennessee newspapers in advance. The speaking began at 9 A.M. At 4:30 I believed I would have to wire cancellations widely. At 5 I was introduced. Next morning's papers said a meeting had been held "at which Mr. Wallace spoke as follows." The press did not reveal that anyone else had spoken. Speakers with the texts of excellent addresses in their inside pockets, speakers who had expected the working press to hang on their words, were furious.

On one occasion I was one of a panel in Lexington, Kentucky. The others were, as I now recall it, a professor from Yale and a professor from Harvard. Both gentlemen made more interesting addresses than I did, or could, make. The next morning's papers said the panel was composed of . . . and that Wallace said . . . I had breakfast with my fellow paneleers. Both were peevish. I asked both if they had given their texts to the press. One said, with offended dignity, but still with dignity: "Certainly not." The other said he did not want the newspapers to have his complete text because he wished to make the same speech in St. Louis. I refrained from telling him that the *Lexington Herald* was not widely read in St. Louis and that there was no probability that any newspaper would publish enough of his text to make it unsuitable, even in Lexington, next week.

Serve the press if you want it to serve your cause, or serve you. The direct audience, all politicians and most advanced business men, know, is of little value compared with the indirect audience. People talking to each other on a subject upon which all are so well informed that all of them agree don't advance their cause unless they get their argument into news columns. They should realize that even if their business should be everybody's business it cannot be all of everybody's business. They should make allowance for the fact that reporters are speech-ridden, words weary, and in haste. Rule I of the speaker whose message is valuable should be: "Make it easy for the press."

EDITOR'S NOTE. And this rule applies to Planning Commissions—their plans and transactions—as well as to meetings with speakers. An enlightened Planning Commission and an enlightened local Press can work wonders in civic improvement, based on sound plans.

The Public Administrator

LOUIS M. BUJA, Principal Assistant City Engineer, New Orleans, Louisiana—
Representing: deLesseps S. Morrison, Mayor, New Orleans, Louisiana

MAYOR MORRISON asked me to express his regrets for his absence today, but wants you to know the press of official affairs requires that he remain in New Orleans. He wants you to know that he is a firm believer in a City Plan. The success of his administration

and the ever-increasing growth of the City of New Orleans have been greatly stimulated by our City Plan.

In our discussion of the biography of a Plan we have covered the planning ordinance, the Plan, and the role of the public and of the press. We have learned the essential characteristics and the importance of each of these factors. For any Plan to be a success it must in addition have proper and adequate administration.

A public administrator's role in this biography is indeed one of the utmost importance and without the administrator's interest and belief in the Plan it is doomed to failure. He should become acquainted with the Plan and realize its importance to the logical growth of his community.

He must always be alert to combat those who for selfish reasons attempt to bypass the Plan. He must exert himself and work for the Plan's activation. He must be a guiding spirit towards accomplishing those things in the Plan that are within the financial capabilities of his community to execute.

Mayor Morrison is not with us today for the reason that he is devoting his untiring efforts towards the furthering of the Plan of our City. In a few days a Bond Election is to be held for the purpose of putting into effect certain objectives of our City Plan. These objectives are our Railroad Terminal Program, our Street Plan and our Sewer and Drainage Plan.

Now, I ask the question: What value is a Plan to a public administrator?

All public administrators must have a tremendous amount of foresight and they must be eager to advance the growth of their community. Naturally they want to construct many public works, but they will be working under a severe handicap unless they have a long range program of projects on a priority basis favored by the citizens and within the community's ability to pay the capital expenditures involved.

The adopted City Plan is an instrument which the administrator knows has met the test of public scrutiny because from the many public hearings held citizen reaction has been thoroughly considered. The adopted Plan is the consummation of the thoughts of the brains of his community and is not the favored scheme of a biased minority. The administrator has something to work with that will provide in its objectives the greatest benefits for the greatest number of his community.

When the time comes to activate and to put into effect the objectives of the Plan or parts thereof, the public administrator can readily show how the parts fit into the overall picture. The chances for success are therefore very much enhanced.

I am sure that all of you are aware of the many tax dollars that have been lost by the lack of overall planning. In many instances, public administrators have felt at the time that they were providing

something of real value, but the absence of planning has caused these projects to be Frankensteins that have come back to haunt them. Public buildings, schools, streets, jails, etc. have been constructed and are now in the process of being demolished so that the community can grow in its logical way.

A plan is not a cure-all, but rather a flexible instrument whose use will provide a means for the administrator to reach decisions on matters that affect the welfare of his community.

The public administrators of our City are Plan conscious. At the present time we are completing a revision of our 1929 Plan. In this study it has been found that where our Public Administrators have followed this plan, our revised Plan of today meshes in very nicely. This of course will save the taxpayer many a dollar.

I speak particularly of our Major Street Plan of 1929 which has been followed practically 100 percent. This Plan has been, as it were, a Bible for the City Engineer in planning the construction of various street improvements in our City. Suffice it to say that the Major Street Plan of 1929 and the newly proposed 1951 Major Street Plan are in remarkable agreement. This is a tribute to our public administrators past and present for the good judgment they used in following the Plan.

In conclusion it is my personal feeling that a public administrator is adjudged to be good or bad mainly upon the basis of his actions toward the City Plan.

URBAN REDEVELOPMENT

New Towns Out of Old

CARL FEISS, Chief, Community Planning and Development Branch,
Division of Slum Clearance and Urban Redevelopment, Housing and
Home Finance Agency, Washington, D. C.

I AM very happy to have this opportunity of appearing before the National Citizens Conference on Planning and Resources. The American Planning and Civic Association has always been in the vanguard of citizens groups interested in promoting the interest of sound urban redevelopment through city planning. Urban problems are complex and require constant interpretation to the public. While there is no mystery in city or metropolitan or regional or state planning, the work of technicians is sometimes difficult for ready understanding by the public. Conferences of this kind are essential if the purposes behind plans are to be understood and if the citizenry are to support the necessary administrative, legislative and budgetary changes which urban planning and replanning require.

The interest of the Federal Government in the replanning of American cities dates back many years. It was evidenced in the President's Conference on Home Building and Home Ownership, under the auspices of Herbert Hoover, in 1931. In the 1930's, the National Resources Committee—later the National Resources Planning Board—analyzed the importance of the proper growth of cities and pioneered in the study of our urban problems in its great report "Our Cities: Their Role in the National Economy," published in 1937.

And some time back there was a move on the part of interested citizens groups to establish a "Department of Urbiculture" to parallel the interest that the Federal Government had in agriculture since such a significant part of our economy is tied up in urban development.

Yet it was not until Title I, the Slum Clearance and Community Development and Redevelopment Title of the Housing Act of 1949 was passed that the Federal Government committed itself to assist localities throughout the country in this problem of vast national consequence.

At the time that the legislation was passed in July 1949, there were already 28 States which had passed some form of urban redevelopment enabling legislation. At this moment 30 States have redevelopment legislation with 11 more considering such legislation. In other words, this is a popular movement and one which every citizen and every citizens group such as is represented here today should understand.

I have just been on a brief hedgehopping tour through Florida inspecting the slums of a few of your favorite cities. I certainly have no intention of criticizing my wonderful hosts in this great State. In fact, I will pay you the compliment of saying that your slums in this State

appear to be of equal slummishness to those of your sister state, California. As a specialist in the race to provide protection of our cities in advance of their being gobbled up by slum and blight, I have had to inspect the deteriorated areas of every major city and many of the minor cities in the United States. We are racing continually against the deterioration of land values, the creation of undesirable living conditions, and we face situations that hamper both the sound peacetime growth of our cities and the sound defense effort during emergency periods. The tools which have been established at the Federal, State and local levels of government to meet the emergencies which we have created and are still creating for ourselves are still too new for many people to fully understand. It is my purpose in this brief address to explain as simply as I can what some of the objectives of our planning legislation are and to answer what questions you may wish to raise about them. The illustrations which I will show you in a few minutes may make it easier than this prepared statement for you to understand what is happening and why.

One of the reasons that I like to talk at a citizens conference is that the public official can only work satisfactorily with full citizen support. In this program, one of the first responsibilities of a Federal official is to dispel any doubt which might linger in your minds that a Federal program of slum clearance is established to tell you as citizens what you should do in your own home town. This is a voluntary program on your part. You may elect to use Federal assistance or you may not. The discretion lies with you. In addition, I want to make it clear that whatever assistance is offered in the way of loans and grants to localities, is provided on the basis of your own plans. The Division of Slum Clearance and Urban Redevelopment in the Housing and Home Finance Agency does not prepare local plans. It is happy to be of whatever assistance it can in an advisory capacity and, while it must scrutinize with care all proposals which involve the expenditure of Federal funds, such scrutiny does not mean that we are making your plans for you.

In order that there can be a common ground of understanding as to what is required in urban redevelopment under the Federal law and under most state enabling legislation, we have prepared not only guides for procedure but also explanations as to what our concept of planning is. This has been necessary because the Federal law requires that, before any slum clearance or redevelopment project can be approved by the Federal Government, it must have been found to be in accordance with a general plan of the locality as a whole—such finding being determined by the local governing body. While there are many provisions of the Act which would be of interest to you, I wish to devote the short time at my disposal here largely to the question of general planning and to some of the planning work which is going on throughout the country for urban improvement.

There has been a great deal of talk in this country about the new towns movement taking place in Great Britain at this time. This movement is one directed specifically to the building of new communities, mostly in open land—such communities being scattered in such a way as to relieve the congestion of many of the overpopulated centers of that overcrowded country. The legislation under which we work here does not provide for this type of new town, but properly used and developed it gives us an opportunity of creating in the United States the first steps in the building of new towns out of our old ones. What we are doing is applying the best principles of town planning to the redesign of our urban centers.

The clearance of slums requires a full understanding of what general planning principles really are. On October 30, 1950, we issued a general planning statement which is being distributed at this meeting and which outlines briefly the local responsibilities for general community planning. This statement has received widespread acceptance and is now being amplified in our Local Public Agency Manual.

Briefly, here are the points which I believe are important to bear in mind. The development of a general plan and the conduct of a planning program are obviously a local responsibility. Contemporary trends in planning indicate that we must break away from the old idea of a fixed or packaged plan. Planning is a process which must be continuous, and a local general plan must serve as an ever fresh and up to date guide for the programs which every locality will continually wish to undertake.

The process itself is what we are all attempting to define. Before any such process can be established, the first thing that a locality must decide on is what are its objectives. What does it want to be? Does it wish to get rid of its slums? Does it wish to improve its traffic, its educational programs? Does it wish to expand its recreational activities? Does it wish to put its capital improvement program on some kind of a business basis? There are innumerable possibilities, depending upon the character of the locality to begin with and its own initiative and driving power. Every one of us as human beings has personal ambitions, and there is no reason why a city, which is in itself an aggregate of human beings, should not summarize for itself the hopes and ambitions of its citizens. That is what the community plan is for and that is what we hope to have come out of every plan. The objectives of everyone are to be harmonized in the best interests of the community as a whole.

In order to define these objectives, in our opinion, the general plan contains three major parts. First is the objective of appropriate uses of land. That is to say, the plans for the physical development of the city should clearly indicate what land is to be used for residential, commercial, industrial, transportation and other public purposes. Along with these plans for physical development would be, of course, plans for an efficient system of circulation for the movement of people

and goods and plans for all public utilities and for community facilities and services.

The second major item in the general plan consists of the programs for development and redevelopment. These would include a program for all public improvements and a program for overall slum clearance and redevelopment. This is the programming part of the plan—the part which establishes the priorities of projects and the use of funds. Programming represents the time and cost dimensions of planning.

Third, and up to now not always understood as part of the general plan, are the administrative and regulatory measures which must be present at all times if the general plan is to be effectively used to control and guide the development of the community. You are familiar with such measures in the terms of zoning, subdivision control regulations, building codes and other local laws and regulations affecting the physical improvement of a city.

Now, every city varies in size, location, number of occupants and personality. It exists as an entity in itself. This, however, does not mean that it exists in a vacuum and, to the extent to which it is possible to develop metropolitan or regional plans, it is our hope that we can encourage localities to recognize the fact that while cities are independent, no plans at any time are complete simply because they stop at the municipal boundary.

There are many of you here who are interested in problems of community development such as recreation or parks, schools, highways or other details of the overall planning problem. The American Planning and Civic Association has done much to encourage good park development in municipalities throughout the country. To us, the general plan must include a careful balance between population densities and the necessary amenities represented in the services and facilities which a community should normally provide and which can help create those neighborhood and community satisfactions necessary to all people. It is up to each citizen to ascertain that in his locality all of the balances are achieved so that there is, for example, adequate recreation space for all people of all ages, or adequate housing for all income groups, or an adequate school program. The public officials here know that what I am talking about is not easy.

Many of you may have been worried that we would expect all this to be accomplished at one time and that Federal funds for assistance under Title I would not be forthcoming until a fixed general plan has been established. Let me reassure you, we recognize that general planning is a continuous process. We wish to be sure that it is a whole process rather than a "once-upon-a-time" job. We therefore feel that where all of the elements of the plan are being worked on—highway programs, housing programs, industrial area programs, market studies, land-use studies, capital improvement programs and all the rest, that

the general plan is in effect—that it is a live part of municipal action. We feel that under such a live program there is more security afforded to the projects planned for slum clearance and urban redevelopment than by any fixed or packaged plan. Where the locality can identify such activity, its position in regard to the Title I program can be a very good one.

I am very much encouraged by the effect of the Title I program on planning throughout the United States. Great progress has been made in general planning in the last year and a half. Many cities are backing their planning commissions and are undertaking planning programs with renewed zeal, and many new commissions are appearing. There is a serious shortage of trained planning technicians, and many planning consulting firms are overloaded with work as the municipalities gear themselves into the job. The impact of defense has, if anything, accelerated the desire on the part of localities to get their planning programs well under way. In closing this part of my talk, I would like to emphasize that there is a very real relationship between the slum clearance program and the national defense. Let me quote from Mr. Nathaniel S. Keith in an address given before the Annual Conference of the American Institute of Planners in Chicago on March 30:

“I should like to emphasize the close correspondence between the basic objective of the slum clearance and urban redevelopment program and the security of American communities. Well-planned redevelopment programs should result in the removal of substandard structures from the central portions of cities which would be particularly vulnerable to fire and collapse. They should relieve congestion in the central portions of cities, resulting generally in the redevelopment of heavily built up slum areas at lesser density or their conversion to industrial, commercial or public uses. Such programs, as a companion to slum clearance, should result in an expansion of the areas available for housing through the development of predominantly open arrested areas as well as of open land.

“These are the long-range objectives of urban redevelopment; they likewise are essential to the security of our cities. On that basis, I urge that we move ahead with our jobs.”

There can be no more fitting remarks for the closing of this than what Mr. Keith said, but I do wish to add that the American citizen is in a position to make his interest felt as the citizens of no other country can. Your interest and the interests of all levels of government toward better living conditions in our communities are fundamental if our society is to remain secure in the course of these next few troubled years. We in the Federal Government are at your service.

Urban Redevelopment in Nashville

GERALD GIMRE, Executive Director, The Nashville Housing Authority

FINAL plans are now under preparation for the Capital Hill Redevelopment Project in Nashville, Tennessee. This development has been in the planning stage since March of 1949. It will be carried out under Title I of Public Law 171, The Housing Act of 1949, in conjunction with the redevelopment of certain areas around the State Capitol Building which is being carried out by the State of Tennessee.

In March of 1949, the City Planning Commission and The Nashville Housing Authority, which is the urban redevelopment agency of the City, undertook a joint planning project to prepare a slum clearance program for Nashville. The program resulted in the selection of seven sites for low-rent housing projects which were to be undertaken in the years 1950 and 1951, and the selection of the area in the vicinity of the State Capitol Building for an urban redevelopment project.

The Capital Hill Redevelopment Project is Nashville's largest single municipal undertaking in many years. The project area contains approximately 95 acres, 28 acres of which are being redeveloped by the State of Tennessee with public buildings and open spaces. The area to be redeveloped by the City will be utilized principally for commercial uses.

The plan outlined by the study of the City Planning Commission and the Housing Authority called for the joint planning of the entire enterprise. After negotiations, the State of Tennessee, the City of Nashville and the Housing Authority agreed to make the redevelopment proposal a joint undertaking. All branches of the separate governmental agencies have worked in unison on effectuating the proposal.

The State of Tennessee has now acquired title to all of the property within its redevelopment area while the actual commencing of the development work to be carried out by the Local Authority awaits the execution of a Loan and Grant Contract with the Housing and Home Finance Agency.

The State has now cleared practically all of the structures from the area which it purchased and has awarded contracts for the construction of approximately nine million dollars worth of new state buildings. There will be extensive landscaping of the State Capital properties. The plan will require a new street layout, material changes in ground elevations and will make provision for adequate parking areas.

The portion of the development project being carried out by the Local Authority adjoins the state project and the central business district. It is located on the slopes of the hill leading from the Cumberland River, on the top of which hill the Capitol Building is located. The topography is relatively steep with a maximum difference in elevation of approximately 155 feet. The existing streets were built on a typical gridiron pattern with gradients up to 20 percent. Many years

ago the area was one of the finer residential sections of Nashville. Originally, the business district of the City centered around the Public Square which is located on the westerly bank of the Cumberland River. As the City has continued its growth over these many years, the central business district has expanded until it now embraces nearly all the available land between the Cumberland River on the east, the railroads on the west and north and a high hill on the south. However, with all the expansion that has taken place, business uses have bypassed the former desirable residential district in the vicinity of the State Capitol, principally because of the steep street grades. The area has now become a dilapidated Negro slum area. Near the Public Square the area contains some commercial and industrial establishments.

The redevelopment plan provides for the elimination of all existing buildings and streets. The key to the redevelopment project will be the construction of a new boulevard which will begin at the easterly boundary of the redevelopment area and will extend in a circular route around northerly and westerly sides of the State property, to be constructed with minimum gradients. Other streets will be located within the area so as to accommodate them to the topography. The ground levels in the area will be adjusted so that almost the entire area will be suitable for commercial developments. The redevelopment area thus will serve a long wanted need whereby additional room will be provided for the expansion of the central business district. Some open spaces are to be provided so as to open up appropriate views of the State Capitol and other buildings, and also to lend proper settings for high type commercial uses.

The plan requires the construction of a new bridge across the Cumberland River to connect the boulevard with State and Federal highways extending through the easterly section of the City, and also requires the construction of grade separations and a system of interchanges and connections to properly coordinate the westerly terminus of the boulevard with the existing thoroughfares near the center of the City.

The plans are under preparation by the firm of Clarke, Rapuano and Holleran of New York City. They will be presented at a public hearing to be held within the next week, and the plans will then be certified to the City Council for final approval. If all goes well, it is anticipated that a loan and grant contract can be executed with the H.H.F.A. within the next sixty days.

It is anticipated that the total cost of the project being undertaken by the Local Authority will be about ten million dollars. In addition, the State of Tennessee is providing all the funds for the redevelopment of the area already acquired by it. The State is also providing the funds for the construction of the bridge across the Cumberland River and will provide a portion of the funds for the construction of the approaches to the boulevard at its westerly terminus. The City

of Nashville has appropriated one million dollars with which it intends to pay the actual cost of constructing the boulevard. Other contributions from the City will undoubtedly be required as the financial planning of the development is completed. It is anticipated that the contribution to be required by the Local Authority from the City of Nashville and the Housing and Home Finance Agency will be in the neighborhood of four million dollars. The Local Authority is working with the City Investment Corporation of New York City in the programming of the commercial reuse of the property to be redeveloped.

SYMPOSIUM ON PLANNING IN SOUTHERN CITIES

New Orleans

LOUIS C. BISSO, Director, City Planning and Zoning Commission,
New Orleans, La.

I WONDER how many of you know that New Orleans is 233 years old—that it was originally laid out to take the place of the French settlement at Biloxi—that a large portion of it was cypress swamp—a fact which our topography never permits us to forget. (As you know, many localities must blast before building—New Orleans must drive pilings.) All rainfall must be pumped out. It is impossible to realize, now that New Orleans is an accomplished fact, what it has cost in time, money, human suffering and even lives to bring this city to its present state.

We have been planning since the beginning, particularly for adequate drainage, which strangely enough, has been an advantage to us in that the canals, which were and are so necessary for drainage, have been covered over, and now afford us a network of wide streets which we very probably would not otherwise have. Added to the drainage problem, we had battles against floods, epidemics, wars and the elements, and from 1718 to 1908, a period of 190 years, great men with great vision have won victory after victory for New Orleans. Without their genius and foresight, we would never have survived. I sometimes wonder, assuming equal knowledge, if we of this generation would have shown equal vision had the task in those days been ours?

But the battle is not over—it merely crystallized in 1908 when the first City Planning movement started, followed by the Planning and Zoning Enabling Acts of 1918, 1921, and 1926. The first commission was established in 1923, and the Behrman Administration in 1926 provided sufficient funds to start the planning surveys which were completed in 1931. Of these, the Zoning Law and the Major Street Plan were adopted, and through the years, they formed the backbone of the entire Master Plan which is now being brought up to date. Next month, we hope to adopt the "Revised Major Street Plan" and the "Parking Plan," each a mammoth job in itself, to be later followed by "Revised Zoning," "Schools and Recreation," "Transit," "Transportation" and "Housing," and towards the end of the year, "Public Buildings" and "Capital Expenditures." These reports were three years in the making, and we are working diligently toward their adoption in 1951.

While this paper work is going on, the City, together with the railroads, is carrying out a forty-five million dollar Union Passenger Terminal agreement calling for some 25 grade separations which should be completed in three years. This will directly affect our Major Street Plan.

The School Board is also getting ready to launch a forty million dollar school building and renovation program which necessitates a strong liaison with the Planning Commission, particularly on coordination with other phases of the plan. The street paving program of 1950 was ten million dollars and we anticipate five and a half million dollars for 1951. The Sewerage & Water Board program is some five million dollars, a large portion of which is to be used in expanding existing facilities and covering certain canals for future rights-of-way for new streets. Our municipal center and housing programs total millions of dollars as do our new Post Office and Veterans' Hospital; and further, private enterprise has spent approximately ninety-two million dollars on construction in 1950, and will spend an even greater amount in 1951, as evidenced by 108 subdivision requests in 1950 and 30 so far this year.

Even our basic form of government is changing. In 1950, it was changed from Commission Council to combination Commission Council and Aldermanic, and since the Legislature gave us "home rule" in 1950, a Charter Commission has been set up to determine the form of government we will have in the future.

Now, the logical question to be asked at this time is "what role in this construction game is the Planning Commission playing and how are we attempting to coordinate 'what is' with 'what should be'?"

To answer this question, one must go back to what constitutes efficiency, Order and Control. You must first put your house in order and then set up the necessary controls to keep it in order.

As to "Order," I refer you to the exhibit displayed in the hotel. It is not an elaborate one, but if you are interested and will study it, I am sure it will convey to you in fifteen minutes more than I could in fifteen hours. This is the Master Plan and with a "planning conscious" Mayor and Commission Council, I honestly believe it will be followed.

As to "controls"—you must know New Orleans is decentralized when it comes to planning. We have many boards and commissions; therefore, the first job was unification, and instead of railroad lines this time it was department heads, public and semi-public, who have a voice in planning. This was accomplished by the organization of the "Planning Advisory Committee" of the City Planning and Zoning Commission which has proved very successful. We hold a meeting once a week and a well-rounded, comprehensive opinion is obtained for each planning item whether it is a street proposed for voiding, or a river bridge crossing. A long-felt gap has been filled by this method between the Commission Council and our Planning Commission which has contributed much towards the solution of planning problems since it inculcates into the department heads the fact that the Master Plan is "our plan"—not the "Planning Commission's plan." You would be surprised to know how deep this committee delves in order to answer the eternal

planning question, "To what extent should we temper idealism with practicability?"

Incidentally, when the supervising architect for the School Board's building program was selected, he was immediately invited to join this Committee. This will give us the needed future liaison.

So much for Planning.

In the field of Zoning, we have accomplished the same results by the organization of the "Zone Law Enforcement Committee," the objectives of which are to improve on ways and means for better enforcement of the complex problem of Zoning. It is composed of officials such as the Director of the Building Division which division issues permits and enforces the law, Zoning Board of Appeal and Adjustment members, Police Department, Municipal Court judge, and the others who, through individual operation of the respective departments have lost much in past years, but are gradually regaining the philosophy of Zoning through unification. Police cars patrol the neighborhoods and report new construction. Sales tax licenses are not issued until cleared with the Building Division. Filing of affidavits has been clarified. Continuances of court cases have been stopped and immediate trials are insured—all typical cases of what can be accomplished when departments begin to cooperate and coordinate their activities.

A third Committee, yet unformed, will be the "Citizens' Overall Committee," which is most essential as a connecting link between the City Planning and Zoning Commission and the general public. This Committee will assist us, we hope, particularly on the zoning, recreation and schools, and housing plans. It is now in the process of formation and will probably be composed of representatives from the various large city-wide organizations such as the Chamber of Commerce, Young Men's Business Club, etc. New Orleans is beginning to realize that planning, to be effective, must be understood.

Time does not permit me to elaborate on these committees, but without them or their substitutes I can readily understand how planning commissions can become completely lost, or at least, operate in a fog. They have proved most valuable to our commission, particularly when construction programs are heavy, since the operating level of government must necessarily screen these projects before presentation to the Planning Commission.

When I applied for the position of Planning Engineer fifteen years ago, I was interviewed by the late Charles A. Favrot, whom we call the "Father of Planning" in New Orleans because he led the original planning movement in 1908. (It may be of interest that his son, Gervais F. Favrot, is now our Chairman and is carrying on the work started by his father.) Mr. Favrot told me something I have never forgotten. It was, "The future of America lies in its planning commissions. Don't ever lose faith in planning. You will encounter four types of individuals—

the prophets of doom, the pessimists, those selfishly interested and the microscopic public officials. Your job will be to convince the prophets that "the doom" doesn't lie in the plan but in the absence of it; to show the pessimists elaborately colored plans since the proper color stimulates optimism; to give those selfishly interested many alternate plans to prevent their being self-centered, and to merely replace the microscope with a telescope for the public officials." I didn't understand what he meant at the time, but I fully comprehend now and it's a great job if you can swing it.

Thank you.

The Atlanta Approach to the Traffic Problem

ROBERT R. SNODGRASS, President Atlas Auto Finance Co., and
Vice-President Chamber of Commerce, Atlanta, Ga.

WE ARE proud of Atlanta and we know that Atlanta is the nicest city in the entire United States in which to live.

I shall talk more about the civic than the planning activities. Atlanta has unquestionably been tremendously handicapped by a lack of long-range planning but much of the resulting deficit has been made up and overcome by the dividends resulting from civic leadership and a magnificent civic spirit.

Atlanta is conclusive proof of the power and the might of civic spirit and to me the great story of what Atlanta is doing to solve its traffic problem is not the resultant improvement in our traffic program but a great story of the power and the might of civic leadership and what it can do to organize and stimulate the citizens of any community.

It is recognized that the two great problems facing a municipal authority today are first, the problem of financing and second, the problem of automotive traffic. We, in Atlanta, have recognized that traffic congestion can result in decay and deterioration of our central business area.

Due to its strategic location and superb transportation facilities, Atlanta is the financial and distribution center of the Southeast. It has had tremendous growth in recent years and with the resultant traffic problems it was recognized that our traffic situation was retarding development and unless corrective measures were taken it could easily become a destructive force that would stop further progress.

In 1947 the Traffic Committee of the Chamber of Commerce recognized that the traffic problem was far beyond the capabilities of a volunteer committee. Accordingly that Committee undertook to develop a plan whereby adequate effort could be brought to bear upon

that exceedingly complex problem. As a result of these studies and recommendations the Greater Atlanta Traffic Improvement Association came into being. It is an autonomous organization whose work covers all phases of traffic activity. Perhaps one of the most significant things in connection with setting up this organization, and illustrating the Atlanta spirit previously referred to, was the fact that no difficulty was encountered in enlisting outstanding leadership to head this new organization.

The Traffic Association was not set up as a membership organization. It recruited as workers those best qualified to give the particular type of service needed. Some 400 workers comprised the more than 20 committees created. Working funds were obtained from the Chamber of Commerce and a limited number of major business interests.

In formulating the traffic program it was realized that many basic things had to be done before efforts could be directed toward enforcement and more orderly traffic. One of the first major objectives was the modernization of our traffic ordinance. We found that the city had been trying to operate under a horse and buggy ordinance. A committee of qualified lawyers undertook the job of preparing a new ordinance which required 8 months to complete. These attorneys gave this time as a civic contribution and it is recognized that if this had been done on a fee basis it probably would have amounted to \$25,000. This is just one of the contributions that our local Bar Association has made to Atlanta.

Our accomplishments in Atlanta would never have gotten underway if we had not been blessed with a City Administration that had an unbelievable desire to do those things that were best for the community. We operate our city government under a strong mayor and city council form of Government. We are blessed with an exceedingly able, honest and conscientious mayor and our City Council is made up of able businessmen. Our Police Department is headed by a Chief who is young, honest and who has a desire to improve our traffic situation. In passing, I might state with great pride that we have no organized vice or crime in the city of Atlanta. After all the publicity that has followed the Kefauver hearings, it is indeed, refreshing to know that there is at least one metropolitan city in the United States where organized crime has not moved in—we hold Atlanta up as an example to other cities in the United States, you can have metropolitan centers where there is no graft and corruption. I am not being Pollyanna when I make this statement, and the reason a citizen of Atlanta can make these statements without fear of contradiction is that we have honest people in our City Hall.

From the very beginning the City Administration worked hand and glove with the Traffic Association, complete harmony, complete cooperation. This new traffic ordinance was adopted immediately upon its

presentation to the City Council. It has been reviewed by national authorities who rate it 100 percent conformance with the so-called "model ordinance." In setting up this new ordinance we also took care of another serious deficiency. Up to that time what may have passed for traffic engineering was such limited service as the police department was able to give. The new ordinance created a Traffic Engineering Department for the City. This department has now been in operation for more than a year and has been responsible for many worthwhile improvements. Perhaps its most ambitious program, worked out jointly with the Traffic Association, has been a \$650,000 traffic signal modernization. This signal program will cover five years to completion.

Another great weakness that existed in our handling of traffic matters was that everything was done by individual members of the City Council for their respective districts. The end result was that most of our traffic activities were determined on a basis of political expediency. The new traffic ordinance corrected that condition by creating a Traffic Commission, composed of five City Officials and seven outstanding citizens, which works with the City Traffic Engineer and has jurisdiction over all traffic matters. The benefits that have come from this change need no comment.

Another major undertaking of the Traffic Association which was started soon after it was formed, was a parking survey. This comprehensive study by a competent engineering committee developed the fact that we had a present deficiency of some 3,000 off-street parking spaces in the central business zone. As a result of this survey—and subsequent negotiations with parking interests—3,272 new off-street parking spaces were created within a twelve-months period.

Two other major developments were also taking place at this time. One, a 40-million-dollar expressway system which is still under construction and not scheduled to be completed until 1954—the other, a five-million-dollar mercury-vapor lighting system to cover the business district and 38 miles of arterial streets. The lighting program is proceeding on schedule and will be completed in 1925.

One of the most valuable services rendered by the Traffic Association was the education of our citizens to the need for doing various things to improve our traffic situation. This was accomplished by the liberal use of a very cooperative press and the support of all of our radio stations, supplemented by two area-wide Traffic Conferences. These Conferences were set up through official invitations to some 1,200 organizations to send official delegates. At these Conferences, the urgent need for modern legislation and proper enforcement was presented and enthusiastically received. These delegates, in turn went back to their organization and secured their support for our program. In that manner we were reaching almost every segment of our community.

I have covered the high spots of our major activities for the first

year-and-a-half of operation. At that point we suffered a very tragic experience. I scarcely need mention what that was, because the accusing finger of collective America was pointed at Atlanta. Yes, I refer to the killing of Margaret Mitchell, who became a world-known figure as author of "Gone With the Wind." It makes no difference that she panicked in traffic, and virtually ran into the pathway of a speeding car. The fact that the driver of that car was speeding at an intersection—and on the wrong side of the street—and had received more than 20 citations for traffic violations—justified the universal criticism given to this regrettable incident. It certainly reflected a laxity in our traffic enforcement. While it did not materially alter our set program, it certainly cemented public opinion and hastened the day when we were able to step up our enforcement procedures.

Very soon after the death of Margaret Mitchell, we put on the books a traffic law controlling drivers of "For Hire" vehicles, with mandatory suspension and revocation provisions. This incident also enabled us to put through a comprehensive survey of the Traffic Division of the police department. The reorganization program growing out of the survey is still in process, but we look forward to having one of the best departments in the country in the near future.

With the stage set for us, we launched a continuous year-round program on traffic education and enforcement, patterned after the national campaign known as "OPERATION SAFETY." Our Association provides the materials and largely does the work for a number of outstanding organizations that serve as sponsors for the various phases of this campaign.

The results of these combined efforts were apparent in the traffic record of Atlanta last year. Our traffic fatalities were reduced 37 percent over the previous year, which placed Atlanta in the first position among cities of its population class. Yes, civic spirit headed by proper civic leadership pays dividends. Atlanta has had a dividend of human lives that we have saved.

Last fall the Association organized a group of several hundred volunteers known as Citizen Traffic Observers. This group supplements the efforts of the police department by reporting flagrant violations of the type that cause accidents. The observers have no police power, but merely note the license tag number, the time, the place and the nature of the violation, and report this to our organization. These reports are turned over to the police department, and the registered owner of the vehicle receives a courteous letter from the Chief of Police, calling attention to the violation and asking for cooperation in our efforts to reduce accidents and better traffic flow. Repeat violators are personally contacted by the police department. This operation has been highly successful and is looked upon by police officials as the best possible means of securing universal observance of our traffic regulations.

At each session of the Legislature our Association has taken a leading part in efforts to modernize State Traffic legislation. Thus far we have only been able to secure passage of a Financial Responsibility Law. We now have pending the Uniform Regulations Act and the Title Registration Act, which will come before the adjourned session of the Legislature which meets next January.

Atlanta has shown tremendous growth in the post-war years, we have had more than 100 percent increase in our automobile registration, traffic figures indicate that we have an increase of 178 percent on traffic flow in our central business area. Several years ago Atlanta started on a program of expansion which we term as the Plan of Improvement and I am happy to report that this plan of improvement was completed in the session of the State legislature in January of this present year. This expands the area of the city to cover the corporate area—the city limits are extended from 36 square miles to 180 square miles. This development took quite a bit of doing and posed some complex problems in reconciling various city and county services. Growing out of this effort a Metropolitan Planning Commission was created some three years ago. High hopes are held from the benefits that will come from sound planning in the future.

At the start of the present year, working in conjunction with the Planning commission, the Traffic Committee of the city government and the traffic engineer, our Association took careful stock of present needs and plans for the future. The traffic problem can never be corrected in a growing community, it requires constant work and everlasting vigilance. After careful study a program covering engineering, legislation, educational and enforcement needs was adopted. The program is divided into a short-range program and a long-range program—the latter projected for a period of ten years. Naturally, many more problems will come up during that time, but the items we have included will certainly be, and remain, problems throughout that period.

For instance, we are again in about the same position with reference to off-street parking that we were two years ago. We know that the completion of the expressway will greatly augment our parking demands. Consequently this program is both a short-range and long-range matter. It might be likened to a treadmill, where one must keep continuously in motion to stay abreast of the situation. We are now in the fact finding stages of this survey. Those of us closest to the problem are of the opinion that enabling legislation can be the only answer. Our present thinking is that a municipal authority, empowered to condemn sites that will be dedicated solely to parking us is our only hope of insuring permanent, adequate space. We feel that the public authority should be restricted to the acquisition of sites and, possibly, empowered to construct self-liquidating facilities. I am opposed to government encroachment into the field of private enterprise. I like the free enter-

prise system of government under which we live and I shall do everything in my power to perpetuate that system. I therefore, feel that public authority should be restricted to the acquisition of sites and, possibly, empowered to construct self-liquidating facilities. In any event, the actual operation of these parking facilities should be by private individuals. To those of you who are familiar with the Baltimore plan, I feel that it best expresses our present thinking.

This is just one of our present problems, our expressway system which is now under construction is only a portion of our planned system. Unquestionably, next year our Association must come forward to spearhead the movement for a second bond issue which will be needed to complete our total express system.

We are without marked truck routes. We headquarter approximately 60 interstate trucking operations and, needless to say, trucks are no small contributors to our congestion problem. These various trucking concerns have terminals scattered throughout the city, which causes a greatly added volume of truck movement in interchange between the terminals. The development of truck routes and joint terminals is, therefore a major project in our short-range program.

We have completely eliminated street cars in Atlanta and our metropolitan area is serviced entirely by trolley and gas busses. Anyone viewing our main arteries during morning or evening peak hours would be forced to the conclusion that Atlanta has just about reached the ultimate limit of the carrying capacity of some of our major arteries. Basically, our problem is that we are suffering from growing pains and are still thinking as citizens of a country town rather than as citizens of a metropolitan center. From time immemorial our folks have been pampered by hauling them to a point less than two blocks from their destination. We believe the time has arrived when they could be required to go three or four blocks. The off-street terminal part of our transit study is aimed at the elimination of countless turning movements in the business district, as well as the unwarranted congestion, both on sidewalks and streets, at transit loading zones.

I could go on indefinitely about the things that need to be done in our city but I am sure that each of you has these same problems in your own community, but we approach them in Atlanta with confidence that we are going to bring about an improvement. We have a city administration that will work with us, the people in our community are demanding that something be done and we have the power of the press and radio to help cement public opinion, but above all, we have in our community a civic spirit with the right kind of leadership.

It would require a book-length manuscript to give anything like adequate treatment to so vast a subject. My only hope is that in this

brief and sketchy account of the last few moments, I have been able to impress upon you one important fact. And that is NOT the fact that Atlanta is meeting its traffic problem, but that if civic leaders will organize and educate the citizens of any community, they can effectively deal with this ever-growing menace—the TRAFFIC PROBLEM. So far as I know, Atlanta and Detroit are the only cities that have approached their traffic problems through this particular method.

If any of you people are dissatisfied with your city I extend an invitation and a hearty welcome to Atlanta, the city with the finest climate, the finest people, the greatest economic potential, a city with a traffic problem—but a city where its citizens are trying to make it the best city in these United States in which to live.

Planning Program in Richmond

JULIAN W. TARRANT, Project Manager,
Richmond Master Plan Study Project, Richmond, Va.

During the past year and a half Richmond has been engaged in a three-fold planning program. First, there is the normal processing of day-to-day planning matters such as subdivisions, zoning amendments, and the like, which occupy the regular planning staff under City Planner Garland A. Wood. Coupled with this is the annual revision and extension of the five-year Capital Improvement Program. Second, the Planning Commission is up-dating and extending its Master Plan of Land Use, Transportation, and Community Facilities to keep pace with current growth. At the same time, the Richmond Redevelopment and Housing Authority, cooperating with the City Planning Commission, is actively planning for the clearance and redevelopment of up to 800 acres of the city's worst slum areas, and the construction of some 900 low-rent public housing units for preliminary resettlement of displaced families.

The basic master planning work is being done by a special staff of eight persons under my own management. Ladislav Segoe, of Cincinnati, is consultant and general director. For the transportation phases of this project the firm of De Leuw, Cather and Company, consulting engineers of Chicago, was obtained as an associate. This team has now completed a year's study and report on trafficways and other transportation facilities to serve the Richmond Metropolitan Area.

The principal feature of the trafficway recommendations is a system of immediate and future expressways or freeways, designed to carry the bulk of concentrated urban traffic movements within and through the city. The object is to relieve existing streets of present overloading and

conflicting movements, and to provide for future traffic increases, without wholesale street widenings and destruction of valuable frontage. This scheme takes advantage of Federal and state match money which is available for express type improvements on urban sections of the Inter-State Highway System. It will be possible in Richmond through this plan to make such improvements serve two purposes—those of through highway traffic, and also of heavy intracity movement. In this way the city will obtain very substantial financial help in solving its internal traffic problems which would not otherwise be available.

The other major part of the current master planning work consists of the development of a long-range plan for the use of land and the provision of community facilities, within the present city and the urbanizing areas beyond. These plans, as well as the transportation plan, are being scaled to the city's probable growth requirements during the next 25 to 30 years. Included in the studies, therefore, are careful analyses and forecasts of the future size, composition and distribution of population, and of the community's economic outlook. One major object of the plan is to determine how far the urban growth will need to extend, and, therefore, how much the city should encourage new subdivisions and the extension of public improvements. Another is to determine what will be the future load on the school and recreation system. The aim is to conserve land resources and public improvement funds, and to create desirable residential neighborhoods throughout the present and future city, in accordance with modern planning principles. This plan will set the stage for systematic rehabilitation and redevelopment of blighted districts, as well as conservation of sound development, and in some locations, for more clearly demarking and separating the industrial and service areas from the living areas.

Work on the land use and community facilities plans is rapidly nearing completion. Meanwhile, the consultants' report on transportation is under intensive scrutiny by the Planning Commission which is drafting its own report to Council with recommendations for immediate action. Richmond is indeed fortunate in having on its Commission an unusually capable group of men who enjoy the respect and confidence, not only of City Council, but also of most private interests as well. Unquestionably, the success of planning in any city depends to a very great degree upon the calibre of men and women appointed to its Planning Commission, and upon their individual interest and participation in the work at hand. Richmond is one of those cities which stand high in this respect, and its planning program prospers accordingly.

Birmingham, Alabama

JAMES F. SULZBY, JR., Chairman, Birmingham Planning Board

BIRMINGHAM was founded in 1871 by a land company whose objective was to lay out a town, sell lots and make a profit. This company was organized in Montgomery and was located a hundred miles from the site of the new town. The objective was fulfilled. Fortunately the land company planned the town in such a manner that in their original survey the streets and avenues were wide and uniform and of gridiron pattern. Lots were given to churches, schools, and provisions were made for parks. One park originally known as Capitol Park presented a challenge to remove the capitol from Montgomery to Birmingham, but this dream remained a dream.

Water and sewerage for Birmingham became a reality after a cholera epidemic in 1873, which caused 128 deaths. Naturally the conditions were remedied and the town started almost anew.

In 1910, Birmingham became Greater Birmingham after nine municipalities within neighborhood reach were merged into the city by legislative enactment, with the population rising to 132,000. Again in 1951, we are confronted with outlying municipalities which embrace our best residential sections.

The street planning of Birmingham in its beginning has certainly paid off in wonderful dividends. Today we have no streets in our downtown area where parking is prohibited due to narrowness. We have no one-way streets in our city. However, we are confronted with parking problems with only 4,000 street parking spaces in the downtown area to provide parking for a city of approximately 79,000 car registrations. Commercial operators of off-street parking lots and garages together with private lots provide 10,315 spaces.

In 1943, the City Commission in Birmingham adopted an ordinance creating a Planning Board to give study and make plans for Birmingham's future. The ordinance provided that all plans and recommendations of the Planning Board be submitted to the City Commission for their consideration and approval. You will understand the Planning Board in Birmingham serves in an advisory capacity.

The work of the Planning Board in Birmingham has thus far been deemed satisfactory, at least this is the opinion of the twelve members who constitute its membership. Each member has been appointed to serve for a period of six years. The three City Commissioners, City Engineer and Chairman of the Zoning Board are ex-officio members of our Board. The three commissioners attend meetings only at the request of the Planning Board. The same commission members who created the Planning Board are still in office. If the commission members should ever be changed, the work of our Board might be altered. This is the weakness of the work of an advisory group.

From time to time our City Commissioners have referred matters to our Board. We have made our recommendations and they were accepted. With the attendance of the City Commissioners at our meetings, there is likelihood that matters of current interest may consume our time and the work of our Board might become secondary. Our Planning Board has authority under the ordinance to demand information of any department of our City Government. Though we have authority to make a noise, legally we can do little about it. Regardless of our authority, we are busy with our planning.

We are aware there are principally two courses we may follow in the preparation of a Master Plan. We could procure assistance from a professional organization for a package or else we might take it in piecemeal and blunt ourselves against such problems one at a time. We have elected the latter.

During these eight years of existence, our Board has reached conclusions on a Civic Center, external by-passes to enable non-city traffic to pass outside of the city, a grade elimination program, a system of cross-town freeways, several viaducts, one of which extends almost a mile, Medical Center land acquisition, need of a traffic survey, needs of the Park and School systems, public health reports, municipal buildings, slum clearance and redevelopment projects, and city financing for several projects.

Fine progress has been made in the establishment of the University of Alabama's four year Medical School in Birmingham. A Medical School must have kindred institutions to give emphasis to a Medical Center. The Planning Board in Birmingham has taken precautionary measures to make certain that sites will be available for these kindred institutions for hospital and teaching purposes. Naturally there are many private users for land adjoining a Medical Center. We have made recommendations that several blocks be held for future use of our Medical Center.

We have use of sectional aero maps of the entire city and we have found these maps especially helpful.

Our parking problems are yet unsolved in Birmingham. We are in favor of permanent sites for off-street parking, yet we have been unsuccessful in obtaining enabling legislation at the State Legislature to permit the city to acquire such sites for our downtown area. Private interests have been instrumental in defeating any measures to care for these needs; however, these same interests fail to present any constructive suggestions for the future permanent parking needs.

Zoning is a separate operation in Birmingham's government. Our Board has made recommendations to the Zoning Board and our recommendations have been confirmed by the Zoning Board and the City Commission.

We are surrounded by several municipalities that have grown large and strong. Each of these have Planning Boards, but their duties are different somewhat from those of the Birmingham Board. These boards act in zoning matters, approve building permits, act as engineering departments and building inspectors. Of course, they perform duties which have direct bearing on the future, but I'm sure they find themselves involved in current matters. We have no co-ordinating organization among boards in our County, mainly because of their differences in powers, operation and duties. There is weakness among these differences.

Birmingham's economy is anchored to the iron and steel industry and its several allied producing components. There are located in Birmingham two blast furnaces within seven blocks of our downtown center. These furnaces were originally outside of the city limits. With the location of our minerals, we must face difficulties and make our plans accordingly. Birmingham is the only place in the world which can boast of coal, iron ore and limestone within a radius of six miles of each other, thus permitting the shipment of iron and steel to the world with no raw materials sent in, except for certain alloys.

Though blest with these nearby mineral deposits, Birmingham is ever haunted by them because of their powers to further develop existing industries and to attract new industries. Industry finds it advantageous and an economic necessity to be located near the source of its basis raw materials, thereby making Birmingham's planning all the more difficult. Our Chamber of Commerce has a committee of "One Hundred" to persuade industry to select Birmingham. Sites are becoming important factors in our city, thus increasing the importance of zoning and planning.

Decentralization faces Birmingham as it does many other cities. Decentralization follows city growth and it will never be curbed until the manufacture of automobiles ceases in the United States. As neighborhoods are fully developed, merchandising will follow. Despite probable relief for parking in our downtown area, I forecast that the most profound physical change that we may expect in Birmingham or any typical American city is a continuing appreciable shift of retail business volume and the spread of industrial areas to outlying districts. Decentralization is an outstanding internal force which is changing our physical pattern of cities consequently affecting real estate values. We are experiencing more and longer ribbons of urban development running into the countryside, but this countryside does not desire to affiliate with Birmingham. As the ribbon grows longer, occasional knots for trade centers will appear. This is decentralization at work. The tax assessors must do the rest.

Slums are a rarity in Birmingham. In connection with our Slum Clearance and Redevelopment program under the Housing Act, we have found it most difficult to find districts sufficient in size to be

classified as slums. Naturally we have hundreds of houses that are sub-standard, but with the expenditure of a few hundreds of dollars, perhaps each house could be repaired to a standard condition. In the last three years our health authorities have directed correction on approximately 3,100 sub-standard houses in Birmingham. Of this number 1,200 have been removed and all but 71 have been repaired and plumbing corrected. Not a court case was necessary in this whole procedure. The Planning Board has encouraged the Health Department in its work.

In the last two years our Planning Board has made its work known to our city through the daily press. Many editorials have appeared which called attention to the needs of Birmingham. The press can prove very important should we attempt to put into effect some of our major plans. It takes money to finance projects. People still have to be sold on bond issues.

Our Planning Board has never published its plans. We are at this present time in the process of publishing our Preliminary Plans which will embrace approximately thirty projects. As each project has been considered, this information has been given to our City Commissioners. Though our Planning Board be young in age, we are happy to report we have seen some of our planning materialize into accomplished projects which are today serving our community. We are satisfied that we are on the way towards the preparation of a Master Plan adapted to Birmingham. Our preliminary plans will be our first step in this direction.

As our ability affords, we shall continue to plan Birmingham's Tomorrow as we think it should be.

THE DOWNTOWN PROBLEM

Location and Design of Shopping Centers

KENNETH C. WELCH, Chairman, City Planning Commission,
Grand Rapids, Mich.

IN THIS morning's session, devoted to downtown districts and decentralization, we have heard about things that have been suggested to improve the Central Business District of Miami, and the exciting things that are being accomplished in Pittsburgh. We are going to hear about off-street parking and the traffic problem, two subjects, which in this age of too many automobiles, can apply equally well to downtown or any other part of our urban areas.

This would seem to leave the field of decentralization up to me. However, I am going to confine my remarks to what I call, a *re* centralization of an important economic and social function. It is, I feel, a problem needing a constructive solution, and one which is being neglected in our expanding urban areas.

This seeming rivalry between centralization and decentralization has, in a way, been a good thing in that it has resulted in both private enterprise and local government with their considerable investment in central districts, making a constructive effort to keep their house in order. This is evidenced by the plans being made in Miami and Pittsburgh. Their task, however, is not easy because, as of today, the frustrating interference of all manner of vehicles and pedestrians on our grid pattern, and the resulting congestion, has almost reached the breaking point in our large city centers. They have become the centralization of confusion and inefficiency.

However, decentralization is as inevitable as is the continued improvement and greater use of individual transportation. One of our great planning problems is to determine how we can control decentralization and urban sprawl so that we do not repeat the mistakes that have been made and are still being made that can be so detrimental to a healthy future community.

Further, the *Retail* section of the Downtown District, has about reached its maximum structural area and productivity in the light of current population and transportation trends. The nucleus of this Retail District and the former king of retailing,—the Department Store—, has also about finished its planned central expansion and has arrived at its maximum productivity in the Central District. The great majority of far thinking merchants are attempting to maintain their position and prestige in the metropolitan area, which they so effectively cover by publicity, by opening branches in the mushrooming suburbs.

Many of these branches to date have not been planned and conceived in a manner to realize their maximum sales potential or for the

greatest economic or social advantage to the community. Many of them are too small and too many of them have been improperly located in relation to current transportation and communication facilities, or to logical, contiguous land uses.

Unfortunately, many have been timidly planned as isolated units with a complete lack of control of their surroundings, or they have lowered their prestige by becoming a part of a primarily convenience goods strip development. This timidity, or perhaps undue caution is a better word, is the natural result of a third or fourth generation's desire to repeat or reflect the gradual and sound growth of the parent store, which in turn reflected the slow growth of the city. But in a relatively short period of time there has been, as far as changing city markets is concerned, a rather violent explosion. Many merchants in their pre-occupation on merchandising problems have thought of decentralization as a real estate operation, and accordingly none of their business.

Many branches have been constructed at relatively high cost in a so-called "proven location," whether a part of a strip development, or in an already congested business center of a suburban town or city. In either event, the branch department store's great traffic and parking generating power have made these arterials or areas just that much more congested to the detriment of the transportation facilities of the entire community. This obviously limits the productivity of the branch and makes it more vulnerable to future competition which might have a better environment.

If we analyze the part the retail center in the large central district has played in the economic, social and even cultural life of our urban areas, and if we realistically acknowledge that this old center cannot continue to completely play this role because of radically changed urban transportation and densities, we know that there is a great need for centers that can fulfill this need in the peripheral areas of our urban sprawl.

If a part of the social and cultural needs of our current urban sprawl can be met by this new kind of center, private enterprise, which is the only force which can make such a center possible, has produced one more proof by a constructive demonstration, that our way of life in an industrialized world is without question, the best.

Let us consider the social need that a properly planned commercial center might fulfill. One has only to recall the delightful seasonal decorations and the inspirational music that is a part of the older institutional stores that have a spacious rotunda. The economics of modern retailing and the greater efficiencies of our contemporary artificial environment, have made this kind of rotunda quite obsolete, but there is an opportunity for a re-creation of this community spirit, and by private enterprise. It is obvious that the commercial strip or an isolated branch store is quite limited in its ability to perform this function. An ideally

planned center can fill the place in our modern complex society that the old market place did when the human pace was not as accelerated, and when the transportation problems were quite simple.

These new suburban centers from the economic viewpoint, are in reality a branch of only the retail core of the main central district. As such, they should not be confused with so-called community and neighborhood groups of convenience goods stores. There are no super-markets on Fifth Avenue. We have always had, and should have, a dispersal of convenience goods stores. Today the automobile, with its large parcel-carrying capacity, is making it possible to partially consolidate, rather than further disperse, the convenience goods retail operations, as evidenced by the growth of the large super-market and the kind of convenience goods center it has generated.

These branches of the institutional department store, however, are finally becoming an important drawing power in this new kind of Shopping Center which has been generally referred to as the Regional Shopping Center. A more descriptive name, I believe, would be—Suburban Regional Center.

It should be emphasized, however, that this new kind of center, being designed primarily for the private automobile will only serve a part of the metropolitan suburban region or area with shopping goods and accessories thereto, and that the Central Business District, because of its logical concentration of highly diversified commercial activities, aside from retail trade, will always serve an entire region.

Further, the increased parking and better traffic flow, primarily for a potentially greater Central District labor force, as in the case of Pittsburgh, can quickly supply the downtown sales that might be lost to the suburban branch. Further, it is a well established fact that clerical workers spend a much higher percentage of their income on fashion apparel than does the average suburban home maker.

The need for improvement in mass transit facilities has been logically stressed here today. This, however, as are the other improvements, is primarily for the benefit of the labor force who work in the Center, because mass transit can never economically serve the low density urban expansion that most Americans are demanding today. More and more single family and low density residential areas are being created which are quite dependent on the private automobile for transportation. This fact alone makes mass transit in the area difficult and few people want to transfer from one kind of transportation system to another, if they can avoid it,—especially shoppers. Also when community leadership can sell a financial agency on an investment in high density housing close to the Central District, as in the Golden Triangle, a new market for the downtown store has been created.

There is one other important angle to this problem. We cannot escape today from our need to disperse for protection. We cannot aban-

don our investment in real property or in effort in our Central Cities, but this new kind of suburban center, when properly planned, can play a most vital need in a practical and constructive approach to this phase of our defense effort. When constructive decentralization is opposed and so much effort is put in adding to an even greater concentration in the Center, we are undermining and adding to the cost of our defense effort.

The large downtown department store has been the bulwark of centralization. Its existence and its success depended upon its being at the center of our past fixed, and quite rigid transportation system. But the automobile has and is continuing to change all that.

The Central Stores own administrative problems, complicated by this decentralization process, has been one of the many reasons that have caused many downtown stores, in the past, to fight with word and deed, the springing up of all manner of competing retail operations in the "shopping goods field," in the thousands of over-commercially zoned or unprotected outlying areas. However, the growing department, apparel, and variety store chain, and the many retail outlets of the large mail order institution, whose operation and administration is designed for and welcomes decentralization, is in many categories in direct competition with the older, large, downtown department and apparel store. These chains have become skilled in operating many decentralized units, the location of which has become a more or less standardized procedure.

One indication of the change that has taken place is shown by the recent Harvard study by Esther Love, wherein, from 1929 through 1948, the two large mail-order chains increased their sales 250 percent as compared to the total Department Store increases of only 135 percent. (Bureau of Business Research, Bulletin #131.)

However, the large department store has a number of distinct advantages in this process of *re*-centralization. First, it has many kinds of shops under one roof producing the largest possible selection, in breadth and depth, of fashion apparel, home furnishings, and novelty merchandise. This in itself creates a considerable cumulative pull. Second, having a localized top management, it can keep its finger on local fashion demand and through regional publicity and otherwise, do a better fashion job than the typical chain with an absentee top management.

Third, the largest stores have established a local prestige to the extent that they have become important community institutions, and one in which the community takes considerable pride. This is not true of the typical strip development. It can be true of a properly planned suburban center. Last, because of their great traffic generating power, and their ability to become the nucleus of an even greater cumulative pull, the center they become a part of, can almost choose its location

on vacant low-cost land. It can have rather complete freedom, if it so chooses, to do a long range planning job that is not hampered by the many existing limitations which exist in any built up section of any urban area. Among these limitations are traffic congestion, high land cost, difficult zoning problems, and a complete lack of control of the immediate surroundings.

It need only be necessary for a group of the right kind of established stores to consider such matters as, (1) easy accessibility for a given kind of present and future potential purchasing power, (2) topography, (3) access to necessary utilities, and (4) the ability to control its surroundings. This is not true of the convenience goods center, the nucleus of which is generally the super-market, and which must be surrounded by a definite and known purchasing power. The very large shopping goods center can, under certain conditions, reach out an hour's time distance or more for its customers, and under other conditions and determinable factors, can limit its potential customers to only 15 minutes time distance.

As the retail districts of our older, large cities, as for example, Fifth Avenue or Herald Square in New York, or State Street in Chicago, can pull a certain number of customers from a region of hundreds of thousands of square miles, so can a certain presentation of fashion goods in a planned suburban retail center, pull from hundreds of square miles. National and regional publicity play their respective roles in the area served. In the current March Issue of the *Architectural Record*, there are 24 pages devoted to Regional Shopping Centers. For anyone interested in further details of this subject, I have, in an article which is a part of that study, enlarged upon seven factors which should be present to a maximum degree in this kind of a center. I will briefly name them in the order of their importance.

First, a balanced group of established competing, carefully selected, shopping goods stores, using regional publicity, are an absolute necessity. The cumulative pull, and the shopping habits that can be established are completely dependent upon the character, kind, and representative size of the stores and services represented. In reality, when dealing with the branches of established stores, it is a matter of changing only a part of customer's formed habits, namely the direction and distance travelled or the convenience with which you can reach a given retail organization that they have been, at certain rather irregular intervals, been trading with.

Second, a planned and maintained thoroughfare capacity must be assured. It must be available during shopping hours, and it must reach a current and logical future purchasing power. This simple statement is so obvious that it is amazing how often this principle is violated.

The third and fourth factors, which I assume to be the second part of my assigned subject today, namely the design of the Centers, are

vitaly important. In the *Architectural Record*, for purposes of a more detailed discussion, I considered the site design and planning separate from the architectural designing, but for brevity we can combine them today.

Such a Center must be designed primarily for the suburbanite, private automobile user. It must include all of the assets of existing centers, including the downtown retail district, but eliminate the liabilities and inconveniences. This is one way of saying that the plan must cater at all times to the maximum convenience of the suburbanite, save the maximum amount of time, provide for maximum safety, and last, but not least, be a part of a pleasant suburban environment.

The latter means, the complete elimination of moving and even parked cars from the view of a concentration of pedestrian shoppers. It means, where possible, the substitution of greenery for masses of masonry and asphalt. It means the improved presentation of fashion merchandise to the pedestrian rather than to the automobile driver. It means the maximum separation of pedestrians, moving private cars, and trucks.

This reminds me of a story I heard the other day about the youngster in school who was asked what a pedestrian was. His answer was, "somebody who gets hit by an automobile."

The well organized center must provide for a concentration, not a dispersal of pedestrian traffic. The Central Business District has one great asset in its concentrated pedestrian traffic. This is what has obviously always created property values because heavy pedestrian traffic means sales of impulse goods which in turn form a large part of shopping goods sales. Pedestrians—not automobile drivers—purchase these kinds of goods.

Provision must be made for convenient parking with minimum walking distances for enough cars to handle, without any question, the December peak, and it must handle them all on the site itself. The December peak for shopping goods is double that for convenience goods. The writer knows of no Shopping Center to date that has made these provisions.

You have all seen illustrations of the different patterns for this kind of Center and there is no time today for any detailed descriptions. The Northgate Center in Seattle is certainly an existent forerunner of what can be accomplished on this basic pattern. The Middlesex Center, half-way between Worcester and the center of Boston, currently under construction, is another example. The Centers that are being planned for the J. L. Hudson Company in Detroit, are examples of a new size for this kind of center—over a million square feet of buildings. I believe that you will see a most interesting solution to this problem when Marshall Field & Company eventually present their plans for their announced Skokie Development, which will be of comparable size.

The fifth factor. There must be an enlightened ownership and management of the Center based on the profitable and convenient selling of consumer's goods,—not on sale of land, leases or structures. I mean by this, the management must be community-merchandise-minded first, and real estate, promotionally-minded second. That is why the very large store, the Hudson's, the Field's, and the Hecht's are creating and themselves taking the lead in creating, the suburban centers of which they will become the nucleus, and in which they will maintain the relative importance that they do in the Central District.

The sixth factor, the surrounding area must be controlled through reasonably protective zoning or better yet, protected through deed restrictions to prevent uncontrolled commercial encroachment. This is not only for the protection of the surrounding community which would be largely residential, but for the protection of existing business within the area and for the protection of the much-needed highway capacity.

Seventh, and last, a market survey should be made where there appears to be a choice of location or to analyze the shopping goods sales potential for an entire metropolitan area.

The most logical method is to analyze purchasing power, present and possible future, the time-distance by private automobile between a given site and potential customers, and last, existing shopping goods centers and shopping habits. In this manner, the number and size and type of stores can be determined as well as how many of these Centers should be eventually created so that they blanket or conveniently serve an entire metropolitan area.

But I would like to emphasize that the most important factor, is the stores themselves, their good name and their size which in total make up the Center. A balanced group of the right kind of stores of a large enough size can pull people about any distance.

The isolated or strip located branch of well-operated and well-established stores can, of course, always procure their share of the consumer's dollar for this kind of goods that will accrue from increased population and/or purchasing power. They can do this in spite of their immediate environment. Cumulative pull is that economic law that has made downtown great, and that says the total business that can accrue from a group of stores within easy access of each other is greater than the sum of their individual sales. By taking advantage of a planned cumulative pull and by providing maximum convenience and some of the amenities that do not exist in present market places, they cannot only provide a greater service to the community, and make an increased profit, but they will form a well-planned anchor that can stabilize an area and provide property and other real values that can last far longer than the structures themselves or than have many of the shifting retail centers of the Central City.

Further, I do not agree entirely with the concept that says no retail

business can be gained, but must be taken from someone else or be a result of increased population. It need not be necessarily taken from other shopping goods stores. An ideally planned Retail Center, can make it so attractive and pleasant to shop for this kind of goods, that it can attract a greater percentage of the consumer's dollar. It might affect the eventual potential sales of strip developments and of certain convenience goods stores and services, and it might even affect savings. It could certainly reduce relative travel expenditures.

After watching the Kefauver Committee's revelations, one can envision another segment of consumer's expenditures that might be drawn upon to increase the relative sales in shopping goods stores, if consumer convenience and a better shopping environment were provided. Last, while the opening up of a considerable number of these Centers at one time could harm the Central Business District sales, I am firmly convinced that in the end, the Central District can put its house in better order if some of the strain of these tremendous seasonal traffic, and particularly parking generators, are constructively eased. In this manner, this kind of a Center can complement rather than harm the Central Business District.

Pittsburgh's Golden Triangle

PARK H. MARTIN, Executive Director,
Allegheny Conference on Community Development

I HAVE been asked to address you on Pittsburgh's Downtown District known as the "Golden Triangle."

The Allegheny River, flowing down from the northeast, joins with the Monongahela River, flowing in from the southeast, to form the Ohio River, near the geographic center of Pittsburgh. The area lying between these two rivers and extending about one mile east from their juncture is known as the Golden Triangle. Just when the word "golden" was tagged to the Triangle is not known, but for many years the Triangle has been so designated. Comprising an area of 330 acres, of which approximately 70 are given over to streets and alleys, the Triangle is the heart of the business and commercial activity of Pittsburgh and Allegheny County and the hub of highways and transportation systems serving the City and the County. It is the regional and metropolitan center of a Tri-State area of more than 6,000,000 people.

Historically, the Triangle is unsurpassed in the annals of the Nation. Here the British and the French struggled for the supremacy of the continent. Here the destiny of the United States as an English-speaking people was settled. Here George Washington first attempted to estab-

lish a colonial fort, his men being driven out by the French who, erected Fort Duquesne and held possession of the land until 1758 when, in turn, they were driven out by General Forbes. Fort Pitt was erected and Pittsburgh, spelled with an "h", received its name. Here in ensuing years flowed the tide of immigration through the "Gateway to the West." And here in the valleys of the Allegheny, the Monongahela, and the Ohio Rivers has grown the greatest concentration of heavy industry in the world. The Golden Triangle is the center of all of this. Hundreds of thousands of people and vehicles of transportation daily move into and out of the Triangle.

Until about 1915, Pittsburgh had been unchallenged as the center of steel production. Chicago, Gary, Birmingham, Baltimore and other steel-producing areas were developing as places of importance in the industry and as strong competitors to the Pittsburgh District. Many economists and writers believed that Pittsburgh had reached its peak by 1915, and in the following years, up to World War II, there were indications that this was true.

ASSESSED VALUATION

The assessed valuations on land and buildings excluding tax exempt property, which had risen to an all-time high of \$1,211,867,000 in 1936 had declined to \$961,000,000 in 1947, or about 20.4 percent.

During this period of time the percentage of loss in assessed values in the Triangle as a whole was 27 percent with certain decadent areas showing a much higher percentage loss.

Since 1947 the downward trend has reversed, until today the City's assessed valuations have risen to \$1,017,885,000 or an increase of about 6 percent. In the Triangle the increase equals about 10 percent, not including the new construction of close to \$90,000,000 now taking place. When the present construction is completed, the increase in the Triangle will be over 40 percent more than in 1947.

Concurrent with the decline in assessed valuation, there was a dropping off of the number of persons daily entering the Triangle. The City Bureau of Traffic figures show that in 1927 on an average business day there were 297,000 persons entering the Triangle. By 1942 this figure had fallen to 247,000 persons. As of 1946 it had risen to 255,000. As of 1950 this figure had risen to 308,000 persons.

At the time of the entry of the United States into World War II, Pittsburgh seemed to be in the doldrums. It was smoky and dirty. Housing had not kept pace with its needs. Traffic congestion was bad. The assessed valuation of the Triangle and the City as a whole was steadily declining, and the Golden Triangle did not look so golden. The disastrous flood of 1936 had left its mark. And then something happened. The leaders in business and industry and the political leaders made up their minds to do something about the situation.

FORMATION OF THE ALLEGHENY CONFERENCE

In 1943 the Allegheny Conference on Community Development was formed to do a job of research and planning, to unite and coordinate the various civic agencies and public bodies in a comprehensive community improvement program.

Time will not permit nor is this the place to discuss the Conference, except to say that it is composed of the top leaders in industry, commerce, banking, education, and labor.

Today the Golden Triangle is undergoing a dramatic transformation. Assessed values in the Triangle and the City are no longer declining. They have moved the other way until they are just about equal to their highest peak in the past. Because of topography, the Triangle is building more vertical than ever.

SMOKE ABATEMENT

Basic to the Golden Triangle Program and to all other projects as well, is one, city-wide in extent, without which, it is safe to say, other important projects would not have come into being. Those of you who do not come from industrial cities and particularly those from Florida may wonder about this project, because its relation to other physical improvements may seem remote. This basic project is a successful smoke abatement program. Instituted four years ago last October 1, the program has achieved remarkable results. During the past five heating seasons, Pittsburgh has not experienced one smoggy day, and only one day, this past winter, that approached being one. On that particular day, all of Western Pennsylvania was blanketed by a heavy fog. Yes, like every river city, we will always have fogs but the smogs are gone.

The annual report issued by the Pittsburgh Smoke Bureau shows a steady decline in soot and dustfall records. The average for the City, this winter, was 50 tons per square mile, whereas in 1938 it was 60 tons per square mile.

The U. S. Weather Bureau records show that from 1945 to 1950 inclusive, moderate smoke has declined per year from 701 hours to 393 hours; heavy smoke from 226 hours to 56 hours; and that Pittsburgh is getting 65 percent more sunshine than it did prior to smoke control. Several years ago, as a result of the success of the smoke control program, over \$1,000,000 was spent by owners of buildings in the Triangle in cleaning the exteriors of their buildings.

FLOODS

Another project that has aided in the rebuilding of the Triangle is the flood-control program of the Federal Government. The lower end of the Triangle has been subject to floods by excessively high waters. The 1936 flood, highest on record, covered this particular area to a height of ten feet. Following the flood of 1936, however, the Federal Government

instituted a program calling for a series of flood control dams. Six of these dams were completed by 1946 and the seventh and most important will be completed by 1952. If these dams had been in existence in 1936, the flood stage at the Point would have been reduced ten feet.

POINT REDEVELOPMENT—POINT PARK

The area at the juncture of the Allegheny and the Monongahela Rivers is locally known as the "Point." Here was the site of Fort Duquesne and Fort Pitt. This historic area had been given over to a railroad freight house, loft manufacturing buildings, and many old residences that were converted into places of business or were used as rooming houses or taverns. The area was badly run down and had very seriously declined in value. For over a hundred years there had been spasmodic talk of reclaiming the Point area as an historic park. Nothing happened, however, until in November, 1945, Governor Edward Martin, at the urging of some of the sponsors of the Allegheny Conference, announced the State's intention to acquire the land and build a state park. The City government and the Board of County Commissioners agreed to cooperate on the project. Today the State has acquired title to all of the privately owned land in the Park area, comprising 36 acres, and the publicly owned land has been pledged to the State. This publicly owned land represents tax delinquent land that has been taken over by the local taxing bodies. Approximately one-half the buildings in the area have been razed, and bids are being taken this month to complete the demolitions. The total cost of the land in the Park area excluding streets is about \$7,500,000.

POINT REDEVELOPMENT—THE EQUITABLE PROJECT

Following the announcement by Governor Martin that the State would acquire the land and build a park at the Point, the Pennsylvania Department of Forest and Waters, under whose jurisdiction the control of State Parks lies, asked the Allegheny Conference to represent it in the development of plans for the park and to coordinate local interests. The Conference assumed the responsibility and instituted studies not only of the park area but the adjacent area as well. The adjacent area, covering 23 acres was also largely a run-down area, a sort of a commercial, slum area. The Conference evolved a plan for its redevelopment.

At that time Pittsburgh did not have an Urban Redevelopment Authority. Conference representatives went to New York City in July, 1946 and laid the project before the Equitable Life Assurance Society. It is interesting to note the two questions that were first asked by Mr. Parkinson, President of the Equitable. They were—"What are you doing about smoke?" and "What are you doing about floods?" It was at that point that the smoke and flood control pro-

grams paid off. We were able to give the answers and his interest was secured.

It was apparent from the beginning of negotiations that to acquire the land, where so many different owners were involved, some of whom would probably be antagonistic, the power of eminent domain would be necessary otherwise the project would fail. The City was asked to create an Urban Redevelopment Authority which it did in November, 1946. The City Planning Commission, after thorough studies, declared the entire area of both the 36-acre park and the 23-acre Equitable Project as an area subject to redevelopment under the terms of the Pennsylvania State Redevelopment Law. The Urban Redevelopment Authority acted as the land-assembler and entered into an agreement with the Equitable to be the Redeveloper. Since the Equitable area was all used for commercial purposes, we probably have the first major commercial redevelopment project in the Nation.

Time will not permit a discussion of all the legal hurdles involved in this project. Suffice to say that a major portion of the buildings in the 23 acres have been razed, and as of today, two twenty- and one twenty-four-story office buildings are in construction, to be ready for occupancy by May 1, 1952. The total estimated cost of the three buildings, including land costs, is more than \$35,000,000. As part of the project some 300 underground parking spaces are provided for tenants. Known as Gateway Center, the project provides for a maximum of open space around the buildings, giving in effect an extension of the Point State Park farther into the City. The ultimate plan provides for a total of eight buildings on the twenty-three acres as well as additional off-street parking facilities.

PARKING FACILITIES

The parking problem in the Triangle is no different than that which faces other central business districts. It is acute. After studies made by the Pittsburgh Regional Planning Association for the Allegheny Conference, the theory that parking facilities are an extension of the street surface was accepted. If cities are to continue building high-speed traffic arteries into the central business districts at public expense, then it is a public responsibility to attempt to provide adequate off-street parking facilities.

In 1947, after securing State enabling legislation, a Public Parking Authority was created by the City of Pittsburgh. The initial program of the Authority is directed at building off-street parking facilities for the short-time parker. The initial program includes four such facilities with two others to follow. Located at sites selected after analysis of demand, the four projects planned are the open-deck type. At the present time, the land for the four projects had substantially all been acquired.

Bids are now being taken for the demolition of buildings, and if the Federal Government permits, construction will start in June of this year.

The estimated cost of the first four units, including land, is in the neighborhood of \$9,000,000. As evidence of the civic spirit in Pittsburgh today, it is interesting to note that last September eight local banks formed a pool and loaned the Parking Authority \$2,500,000 for site acquisition and other incidental expense. The security for the loan is the land acquired and the pledge by the City of Pittsburgh to the Parking Authority of the gross return of the receipts from the City's parking meters. Annually this sum is well over \$100,000. The Authority plans to offer revenue bonds for sale in May, sufficient to repay the bank loans and finance construction costs. The credit of the City of Pittsburgh is not pledged as security for the bonds.

The total number of car spaces in the four garages is 2,700. The two other short-time units are planned for construction in 1952. One of these will be located in the Equitable area and the other will be what is known as a "Parking Park"—a park on the surface with parking beneath. Private interests granted to the City of Pittsburgh \$4,000,000 to acquire the land for park purposes. The city proposes to lease the underground rights to the Parking Authority for a short-time facility.

MAJOR PRIVATE CONSTRUCTION

The projects discussed previously are being financed with public funds or private funds with Authority cooperation. There are four other major projects in various stages of construction in the Triangle. I think it is safe to say that none of these projects would have come to Pittsburgh had it not been for smoke control and the comprehensive community program.

In the block across the street from the Parking Park project, there has been erected a forty-one-story office building known as the Mellon-Steel Building. It will house the United States Steel Corporation's home office and the Mellon National Bank and Trust Company. While the building is not entirely completed, the United States Steel Company on last Good Friday started to move into it. The project is estimated to cost some \$30,000,000.

In the block on the opposite side of the Parking Park, the Aluminum Company of America is erecting a thirty-story office building at an estimated cost of more than \$12,000,000.

Just one block removed, a sixteen-story downtown apartment building is well along in construction, and one block farther away there is being erected a nineteen-story downtown apartment building. These two buildings are estimated to cost some \$12,000,000.

Thus, over \$90,000,000 worth of new building construction has been started in the past several years.

HIGHWAYS

At the entry of the United States into World War II, the City and County had completed the major portion of two waterfront boulevards around the Triangle along the Allegheny and Monongahela Rivers. Across the base of the Triangle there is now in design what is known as the Crosstown Thoroughfare. When this is completed, the Triangle will be surrounded by a large belt highway. The Crosstown project is being jointly financed by the City and the County.

Building into the Triangle from the East and West is a major controlled-access highway, 25 miles in length, 9½ miles being to the East of the Triangle. The total estimated cost of this project is over \$90,000,000 of which over \$50,000,000 has been spent or is under contract. The project is unique in that it will be located along the Monongahela River side of the Triangle with interchanges at each end. This freeway will be designated as national routes 22 and 30 and will connect with the Pennsylvania Turnpike on the East.

DECENTRALIZATION DETERRED

What has been accomplished in Pittsburgh to date should in a large measure deter decentralization of the Triangle. Notwithstanding all that I have told you about, there remains a problem which, in my opinion, is vital to the stability of the Triangle. That problem is to provide a better, more efficient and useful mass transportation system. Until we have provided such a useful, adequate mass transportation system, the threat of decentralization, to some degree, remains. We are now addressing ourselves to that problem.

To those who ask how was all this brought about, may I say that it has only been accomplished by enlightened leadership on the part of business and civic leaders and elected officials. No one group of itself could have brought all of this about, but with every group working together, much has been accomplished.

Downtown Miami

MAX S. WEHRLY, Assistant Director, Now Director,
Urban Land Institute, Washington, D. C.

IN NOVEMBER of last year I had the pleasure of attending the organizational dinner here in Miami, at which the plans were laid for the splendid conference we are now having under the auspices of the American Planning and Civic Association. At that time the Urban Land Institute was just beginning its study of Miami's downtown problems.

For those of you who are not familiar with the work of the Urban Land Institute, a brief explanation may be helpful.

The Institute is an independent organization in the field of urban planning and development. Its unique contribution to this field is its work with and through businessmen and organizations throughout the country who are interested in encouraging sound and realistic planning, development and redevelopment in our urban areas. Spearheading this program are three Institute Councils composed of men selected for their particular knowledge, experience and accomplishments in the respective fields of new communities, industrial development and downtown business districts. It is the latter group which conducted the Miami study. These men come from all parts of the country from the fields of investment, banking, merchandising, life insurance and education, as well as land development and real estate. David Bohannon, one of your Directors, is a most active member in the Community Builders' Council; Earl Draper, your First Vice-President, is an Institute Trustee.

A Panel of the Central Business District Council, which is headed by Boyd T. Barnard of Philadelphia, was responsible for the Miami study which was jointly sponsored by the Miami Board of Realtors, of which C. V. W. Trice was President, and the Miami Chamber of Commerce, of which J. Kennard Johnson is Manager. The geographic range is indicated by the cities from which the Panel members came—Boston, Chicago, Cincinnati, Dallas, Denver, Philadelphia and Wichita.

The problems which the Panel was asked to consider covered traffic, parking, transit, highways, land economics and taxation, among other things, and I will attempt to summarize for you what the Panel found and what their recommendations to the sponsors and the city were. As Chairman Barnard said, "We cannot solve your problems for you. You are the ones to do that. What we can do, on the basis of knowing your problems, is to make suggestions which you can consolidate into a program and go through with. Our experience has been that there are various ideas in a community as to what should be done, divergent opinions, and misunderstandings among certain groups. We have been successful in our studies in making suggestions which form into a pattern everybody can get behind. That is our object in holding these meetings here and I hope and believe we can be constructive on that basis."

In the past few days most of you have had the opportunity to go about the Miami central district so that you are aware of some of the problems involved. You probably are aware, for instance, that Biscayne Boulevard, the Miami River and the Florida East Coast Railway tracks form a rather tight noose around Miami's central district. Numerous drawbridges and grade crossings complicate the problems of traffic movement. East Flagler Street forms the main stem of the retail concentration. Streets are narrow and the endeavor to widen them by voluntary setbacks has produced a varied building line which is unique and difficult to correct.

With this sketchy background I will try to summarize the recommendations of the Panel. While they are directed primarily at Miami's problems, those of you from other cities may find they apply equally to your situation.

Regarding the need for off-street parking, the Panel had this to say:

" . . . It is our understanding that you already have a law which gives the power of eminent domain to your local authorities for automobile parking. We believe this to be necessary. A parking agency as an arm of the city government should be established immediately to plan and carry through this program. It has been our experience that when proper authority to condemn land has been granted, it is generally possible to purchase or lease land at a fair price before actually filing condemnation proceedings. The owner might prefer to lease rather than sell, and this might make your financial problem easier. Although we recognize that you recently approved general obligation bonds, we believe future purchases should be financed by the sale of revenue bonds under which the income from parking fees would be pledged in addition to the land and improvements.

"We would recommend that the income from your present parking meters be segregated and pledged for the payment of principal and interest on the bonds.

"We would urge that these parking locations be placed on the fringe of the business district and, in general, that they be not so large as to cause traffic congestion at the spots where the cars enter or leave the facility. Provision should be made both for the all day parker who will walk as far as four blocks or 1500 feet from his destination, and for the shopper who will normally go not more than two blocks, or perhaps 500 feet.

"In Miami, by reason of the unusually large number of out-of-town visitors, it is possible that parking facilities might be concentrated adjacent to the main through traffic arteries, such as the proposed extension of Biscayne Boulevard to the south and west . . . However, we would urge that facilities also be provided to the north and west.

"These facilities can be in the form of surface parking lots which might later be developed with multi-story parking garages or be improved with garages in the first instance. We would also suggest that an origin and destination survey be made in order to properly locate future parking lots to serve the needs of the automobile user.

"We would urge that this program be started as soon as possible in order that presently available properties be acquired before they have been improved with new buildings.

"Proposed plans for Miami indicate a boulevard to continue westward from Biscayne Boulevard to the F.E.C. Railroad, paralleling the principal east-west business streets and not too distant from them. Between that new boulevard and the central business district would be

a magnificent place for parking. People who desire to park must be brought close to their destination. If you could parallel that boulevard extension with parking on both sides, the far side for all day parkers and the near side for shoppers, a material advantage would be gained."

Mass transit has often been the stepchild of the community. And yet it is one of the most important facilities any city can have. The Panel put it this way:

"One of the things that has come out of the studies this Panel has made of the problem of central terminals is a general lack of appreciation of the importance of mass transportation in the development of a healthy business district. National surveys show that from 60 to 70 percent of the people coming into the central business district to transact business come by some form of mass transportation. The percentage in Miami is decidedly lower than the national average. In large cities such as Philadelphia about 85 percent of the people come by mass transportation. The survey in Miami shows that 30 percent of the people coming into the central business district to transact business come by mass transportation. That is explainable to a degree by the fact that automobile ownership in Dade County is much higher in proportion to the population than the national average, and further by the fact that being a resort city, Miami has a very high ratio of transients living in hotels or in close proximity to the business center. Since there are only 30 percent coming into the business district by mass transportation, this can't be fully explained by those two facts. Perhaps in the city of Miami the mass transportation factor in the central business district has not been adequately utilized. We are all very conscious of the automobile parking problem. We are not so conscious of the problem of mass transportation. It is for the very same reason that we are much more conscious of a person subject to epilepsy than we are of a person subject to anemia. The person suffering from epilepsy throws fits and starts frothing at the mouth. We are horribly shocked at his condition and do something about it, but if a person suffers from anemia, his disease may cause him to waste away but he does it without attracting too much attention. If the automobile isn't taken care of, it froths at the mouth and wants something done, where transit often wastes away without too much notice.

"A fact not generally understood is that, whereas a mass transportation system is a utility, *it is not a monopoly*. Your electric power company is a utility and also a monopoly. It is in competition with the oil lamp and that is not a comparable service you can use to compete with electricity. The gas company is a utility and is in competition with the coal stove. Mass transportation is in direct competition with the modern private automobile. The mass transportation organization is a utility but not a monopoly in the sense of its being free from competition.

“Transit companies often have too little conception of merchandising. Many companies have not recognized an old economic truth that you can price yourself out of a market. All they say is, we need more money; but because transit is a competitive enterprise and not a monopoly, the laws of diminishing returns can affect a transit company as well as any other business.

“The merchants have been willing to go to great lengths to subsidize the parking of automobiles. They will validate parking tickets and pay for parking. But whoever heard of a merchant giving customers a bus ticket to go home? Yet it is the cheapest way to bring customers into town.

“What happens to the average transportation company? The only time it appears in the papers is when the company wants something. The time to build public relations is when you don’t need anything. When you are in trouble and need something, is the wrong time to ask for it.

“If public officials generally were more understanding of the problems of the transportation companies, and more able to realize that they can’t operate an unprofitable service any more than in any other enterprise, your transportation companies would be in a little better position to render the service your community is entitled to. And, if the management of transportation companies would manifest the business foresightedness which we have in other businesses, its problems could be solved and working conditions created between the transportation companies and the people they serve.”

I have already mentioned the Florida East Coast Railway tracks which form an effective western barrier to the central business district. The question asked the Panel was:

“Do you consider that the elimination of the railroad tracks and the creation of a 200 ft. boulevard for traffic and parking in the Central Business District will help materially in the traffic and parking problems?”

The specific value of such a plan is reflected in the following recommendation:

“The Panel recommends that, as soon as it is possible to do so, the city acquire the 200 foot right-of-way of the Florida East Coast Line from the proposed new passenger station at 20th Terrace, south to the city limits, including the rights-of-way used by spur tracks.

“The existence of this right-of-way is a blighting influence; and the continued blocking of traffic to and from the central district by trains using the present station is a serious damage to the city and an inconvenience to all its citizens.

“The Panel therefore urges that the city immediately take those necessary steps to put itself in position to enter into a contract for the acquisition of this right-of-way as soon as opportunity offers.

“The purposes served by such acquisition, in addition to the above objectives, are to

- (1) Provide a wide west peripheral street for the central business district.
- (2) Provide areas for additional automobile parking close to the central district.
- (3) Provide the necessary long approach for a high level bridge with 75 foot clearance.
- (4) Provide right-of-way for a new North-South Boulevard that well might be designated as a Federal-State project.”

“It is our understanding that the opportunity to acquire the right-of-way might develop at any time. It is of paramount importance in the opinion of this Panel that the city should put itself in position now to make a contract when the railroad right-of-way is available. The opportunity may come once and not again, if that road passes in ultimate ownership.”

One of the most serious problems facing downtown Miami is the fact that all crossings of the Miami River must be drawbridges unless elevated to a height of some 70–80 feet above the river surface. Because of the flat terrain, this is expensive. The large volume of pleasure craft operating on the river requires the present low level bridges to be opened almost continually, resulting in bottlenecking all traffic to the west and south of the central district at frequent intervals. The Panel recommended that all bridges be raised to a clearance height of at least 28 feet, which would reduce openings by as much as 75–80%. In addition, at least one high-level bridge was recommended on the F.E.C. Railway route.

Major highway recommendations made by the Panel can be summarized as follows:

“While street improvements in the central business district should be made from time to time as the opportunity offers, traffic congestion can be improved more effectively if the present lack of traffic circulation is overcome.

“A downtown or inner loop would distribute downtown traffic more effectively and increase the capacity of all cross streets.

“An outer loop or circumferential highway would invite through traffic to bypass the downtown area, and, at the same time, make the downtown area more easily accessible.”

“Routes suggested are:

1. Widening of South 2nd Street, the Biscayne extension between Biscayne Boulevard and Pan American Concourse (F.F.C. R.R.).
 2. Pan American Concourse.
 3. An east-west route in the vicinity of 7th Street.”
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Regarding the unique program of street widening being used in Miami, the Panel said:

"The Panel believes that the widening of streets in the central business district of Miami is impractical at the present time because of the expense involved. The present program of the voluntary setback of business buildings should be encouraged. The existing irregularity and lack of uniformity of building set-backs is a psychological barrier to the pedestrian shopper. Wherever the uniformity of set-back can be achieved in a single block, it is the opinion of the Panel that the resultant improvement in accessibility to the pedestrian shopper will result in benefits to retail business in the block which will justify the cost and effort. In years to come, the gradual completion of this program, block by block, may make street widening possible."

Other subjects covered included sidewalk widths in shopping areas, a progressive program for street traffic improvement, the organization of downtown merchants, a recommended civic center location, and recommendations on the equalization of the tax base in the Miami area. The Panel felt that the preservation of Bay Front Park as an open park area for recreational use of citizens and visitors was imperative.

In closing, I want to say that nowhere among the eight or nine cities in which the Panel has made studies in the past four years have we received a greater degree of cooperation from the businessmen, city officials and newspapers. I would like particularly to mention Frank Stearns, Director of the City Planning Board, who made the data and facilities of his office available, and the hospitality of the city officials through Mayor Wolfarth and City Manager Senerchia. The excellent newspaper coverage given the study by John Shirley Hurst of the *Miami Herald* is of particular note. Miami is fortunate to have a newspaper man with such a sincere interest and understanding of the city planning problems in the downtown district.

It is yet too soon to evaluate the results which may be forthcoming from this study. However, Mr. Hurst's recent column regarding the report is extremely encouraging. He says:

"Never before, to the knowledge of this writer, has so much detailed information concerning our problems and possible solutions been gathered together in such clear, concise form for consideration by Miami's residents.

"It is the considered opinion of some of our better thinkers that if the recommendations in even one of the separate sections were adopted, Miami's progress would be forwarded by many years."

