



The 1946-7 American Planning and Civic Annual

*Presents a Record
of Civic Advance*

THE NATION

National Parks and Monuments—
On the Conservation Front.

IN THE STATES

State Planning—State Parks.

COUNTY AND METROPOLITAN PLANNING

Metropolitan Government—State
Laws for Subdivision Plats—Proper
Scope of Planning—County Plan-
ning.

IN THE CITIES AND TOWNS

Urban Planning and Replanning
—Elements of the Plan—Putting
the Plan into Effect—Small Towns
—Planning Education—Milwau-
kee City and County.

*Texts prepared by eminent leaders in
Conservation and Planning Fields*

**AMERICAN PLANNING
AND CIVIC ANNUAL**



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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 AD-
DRESSES, DISCUSSIONS AND ROUND TABLES
PRESENTED AT THE CITIZENS CONFERENCE
ON PLANNING, HELD AT MILWAUKEE, WIS-
CONSIN, APRIL 28, 29, 30, 1947, AND THE PAPERS
GIVEN AT THE NATIONAL PARK CONFERENCE
HELD IN THE INTERIOR BUILDING, WASHING-
TON, D. C., ON APRIL 1, 1947.

EDITED BY
HARLEAN JAMES

AMERICAN PLANNING AND
CIVIC ASSOCIATION
901 UNION TRUST BUILDING, WASHINGTON, D. C.

1947

THE AMERICAN PLANNING AND CIVIC ANNUAL is sent to all paid members and subscribers of the American Planning and Civic Association and the National Conference on State Parks, who may purchase extra copies for \$2 each.

The public may purchase past American Planning and Civic Annuals and the current Annual for \$3 each.

A complete set of the American Planning and Civic Annuals (12 vols. 1935-47), may be purchased for \$20.

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Mount Pleasant Press
J. HORACE MCFARLAND CO.
Harrisburg, Pa

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The two organizations join in the publication of
THE AMERICAN PLANNING AND CIVIC ANNUAL
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.

PREFACE

THE EDITOR

THE articles presented in the ANNUAL each year represent trends of thought in the fields of conservation and planning, but these discussions at public meetings fall far short of representing the activities program of the Association. Advances in public affairs are brought about by the interest and participation of many groups and individuals. An organization which has been a pioneer, however, in the advocacy of planning programs, may feel a justifiable pride when public support widens.

PLANNING

In the autumn of 1947 we can record that many of the larger cities are revising their comprehensive plans and zoning maps, that a reasonable number of smaller cities are setting up planning commissions, and that at long last, under some of the State Urban Redevelopment Acts, cities are actually selecting slum areas for study and report. A few are approaching the purchase stage.

It is worthy of note that the Chamber of Commerce of the United States, under the guidance of the Construction and Urban Redevelopment and the Transportation and Communication Departments of the Chamber, and in cooperation with chambers of commerce, is urging business leadership "to reverse the trend of recent years and to accept the community's primary responsibility for its own improvement through:

- A. Promotion of coordinated city planning.
- B. Rehabilitation of blighted areas and provision of recreational facilities.
- C. Engineering studies for relief of traffic congestion.
- D. Provision of adequate street capacity.
- E. Improvement of transit service.
- F. Stimulation of off-street parking and truck-loading facilities."

There is nothing new in this program. Indeed the American Planning and Civic Association has advocated all of these proposals for many years. But it is heartening to know that organized business interests are adopting these highly-desirable objectives as their own.

We also recall with pride that forty years ago, as a civic service and in line with the program of the Association, J. Horace McFarland, President of the American Civic Association from 1904-1924, provided off-street truck-loading at his Harrisburg printing establishment.

With these increasing cohorts, we predict a great impetus to planning and less resistance to making public works conform to the plan.

HOUSING

While no action was taken by Congress on the Taft-Ellender-Wagner bill, the President, under his powers for reorganizing Government agencies, with the approval of the Senate, grouped all of the principal permanent housing agencies and the remaining emergency housing activities in a *Housing and Home Finance Agency*. A *Home Loan Bank Board*, a *Federal Housing Administration* and a *Public Housing Administration* survive, plus a National Housing Council of representatives of the Federal Departments and agencies with important housing functions. The Association has advocated continued consolidation of housing agencies which was first achieved by Executive Order to meet wartime conditions. The increased activities of planning commissions should benefit communities in location and design of public and private housing projects.

FEDERAL CITY

The National Capital Park and Planning Commission received from Congress \$75,000 of the \$95,000 it asked to bring up to date and publish its comprehensive plan and other services prerequisite to the application of the Urban Redevelopment Act of 1946. A Redevelopment Land Agency has been appointed and has requested an initial appropriation.

The billboard in the South yard of the Treasury has been removed.

CONSERVATION

The attack by the organized stockmen who hold grazing permits to secure by purchase at low cost the Taylor Grazing Districts and certain areas in the National Forests and National Parks has boomeranged through the publicity of the conservation organizations and the militant articles in *Harpers* and *Colliers*, so that it would seem that there is little danger that Congress will sell to the stockmen or turn over to the States the Federal lands which are now being wisely administered for the benefit of the people.

So far the Olympic National Park and Jackson Hole National Monument are intact, and, with the swing toward a stronger conservation sentiment, it is to be hoped that no raid on them will succeed.

The National Park Service, housed during the war years and since in Chicago, is being returned to Washington during the autumn of 1947.

DATE OF THE ANNUAL

Last year the ANNUAL was issued late in the year but still carried on the cover the date of the year before, though the publication date was 1946. This year the ANNUAL carries the date 1946-1947; but this does not mean that an ANNUAL has been omitted.

THE NATION

EDITOR'S NOTE.—On April 1, 1947 the American Planning and Civic Association invited representatives of conservation organizations and government agencies to meet with National Park Service officials in the Conference Room of the Secretary of the Interior to consider pending problems concerning the National Park System. In the evening a dinner was held which was also attended by Members of Congress. Horace M. Albright presided at the day-time sessions and at the evening dinner. Senator Dworshak, member of Appropriations and Public Lands Committees, and Congressman Fred L. Crawford of the Public Lands Committee, brought greetings and felicitations from Congress. We take pleasure in presenting the papers which were given at the Conference. See also *Planning and Civic Comment*, April 1947.

THE NATIONAL PARKS AND MONUMENTS

Conservation Problems in Washington

HON. OSCAR L. CHAPMAN, Under Secretary of the Interior

I AM happy indeed to renew the long friendship which I have had with this Organization. I should also like to repeat the statement I made on a previous occasion when I spoke to you that it is gratifying to all of us in the Department of the Interior to know that the national parks, and the natural resources of the country in general, have such staunch friends as you in the American Planning and Civic Association.

When I addressed this group in Santa Fe eight years ago, you were deeply concerned, as was the Department of the Interior, with the effect of a possible war, not only on the national park system, but also on the other natural resources of our Nation. War had already come to Europe and was threatening to involve the United States. And it was apparent that if war did come, there would be immediate proposals for raids on the natural resources of the park system. We withstood those raids, and we have withstood those which accompanied the post-war lack of certain materials, always with an awareness of our responsibility for perpetuating the heritage which the National Park System represents, and providing for the prudent use of other resources for the benefit of all our people.

Eight years ago you were concerned, as you are today, with the public indifference to conservation problems. Your concern of that time was fully justified by the pressures which were then being exerted to exploit our resources for private gain and by the even greater pressures which developed in the succeeding years. Although I do not desire to minimize the dangers to conservation which have been met and overcome in the past, it seems to me that at no time have those who desire to acquire the resources of all our people for private exploitation, been so active as they are today. The imperative need to awaken the public generally to the threats against conservation and public programs of conservation has never been greater. Yours, and like-minded organizations, deserve to be commended for your eternal vigilance.

For more than a year now we have been in a period of transition from the war use of our natural resources to their peacetime conservation and development. The war, of course, consumed great quantities of all our resources, particularly those of a non-renewable character, such as minerals and oil. Our renewable resources on the whole came through the emergency in fairly good shape, with the possible exception of our forests.

In spite of our good record as far as our land, fish, parks and the like are concerned, several dangers to our national resources are foreseeable. I wish to stress and review in some detail for you those which affect the national parks, but before doing so wish to point out dangers in related fields which are deserving, first, of your careful consideration, and then of your enthusiastic efforts to preserve the gains that have been made and to take steps to correct the inadequacies of our present conservation situation.

For years, particularly during the war, and now in the construction of new homes and factories after the war, our privately-owned forests have been greatly over-cut. Through public inaction, steps were not taken in years past to put our privately owned forests on a sustained yield basis. The overcutting on these private lands has, of course, resulted in pressures being brought on the national forests, the Indian lands and public forest lands to permit overcutting and to break away from the principles of sustained yield. In addition, as you know, it has caused pressure groups to demand that some of our national parks be opened to cutting.

The American forestry industry has many brilliant achievements to its credit, but in spite of these it remains true that one of the biggest single conservation gaps facing us today is in private forestry. We have been unable to develop for the vast areas of private forests a conservation program remotely comparable to that of our public forests. Our Nation needs, and the public should demand, sustained yield management of our private forests as well as more national and more private forests. The sustained yield management of our forests and the security of millions of forest workers can be achieved only if we can have effective Federal leadership in assisting the States, the forest industries, and private forest owners to set up required public standards of forestry practice that will wipe out the economic and social blight of deforestation. We need an effective system of cooperation in which authority and responsibility are shared by all concerned, but with leadership lodged in the Federal Government. The Department of Agriculture for many years has proposed a way of accomplishing this objective which deserves your consideration and support.

Another danger that we can foresee is the threat first to neglect the conservation of our public lands and thereafter to parcel them out to various private interests. Some groups in the West seem to have for-

gotten that the public domain belongs to all of the people of our Nation. While many of the livestock men, for example, have been using the public domain under lease or permit from the Federal agency concerned with its protection and development, usually on liberal terms, many of them are now agitating that they either be given complete control of the lands, that the public lands be given to the States as a gift, or that the lands be sold to them over a long period of time at very low valuations.

We have followed with some concern the campaign that is now being conducted by some of these minority interest groups. I say "minority" because we are convinced that the great majority of the users of the public lands do not want to own the public lands and are satisfied with the present system except that they would like the Federal agencies to add to the conservation features of their programs.

However, if these campaigns should be successful we see a possible end to opportunity for the many, which has long been the basis of public domain policy. We also see in them a danger to all the Government's efforts to work toward the development of western river basins as integrated units, to take all the steps adequately necessary to prevent floods and to do the job of conserving the land from overgrazing and destruction. The public domain and many of our watersheds cross state lines. Great erosion and flood control projects need to be established on most of the western water sheds. Large areas need to be reseeded or reforested not only in order to make the land more valuable, but to stop the wastage of our soil and water resources, and to help tame our flood-swollen and silt laden rivers. To accomplish these objectives, we need strong and continuing national policies. These necessarily must be policies that are interstate in their application. We must have policies that are large and broad enough to consider the Nation's future rather than the funds available in any state treasury at any time or the amount of pressure that a local group might be able to bring. We need to have policies and programs which consider all uses to which our lands can be put and the resources that can be derived therefrom instead of having policies that look only to one possible use disregarding the other uses. I think we have such basic policies with respect to our public lands today, although in implementation and administration, there is room for improvement. I request your consideration of our present policies and your support in extending and protecting them.

I come now to the National Parks. You all well know that it is not always easy to defend the parks and monuments from invasion. One of the most pressing problems now confronting the National Park Service is the fate of the Jackson Hole National Monument. Legislation has again been introduced for its abolition. Legislation is also pending to modify the procedure by which national monuments are now established through Presidential proclamation. Since the effective date of

this legislation would be December 7, 1941, its passage would result automatically in disestablishing the monument.

The decisions of the Department in regard to the Jackson Hole National Monument have not been arbitrary but have been reached only after full consideration of all the factors involved.

Shortly after he became Secretary of the Interior, Mr. Krug made a personal inspection of Grand Teton National Park and Jackson Hole National Monument. He wanted to satisfy himself through first-hand acquaintance, that in scientific and historic interest the monument justifies the action of the late President Roosevelt in establishing it. And he found, as did Secretary Ickes before him, that it does in fact possess those qualities. He had been genuinely concerned also to see to it that the effects of withdrawals of land on the local economy should be carefully studied and appraised. As a result, definite procedures have been established to provide for full and free presentation of local viewpoints in advance of any final decisions on such matters.

Had there at Jackson Hole been any injury to either landholder or permittee, we should have expected some positive evidence to have developed to prove it during the four years since the monument was established. We still do not possess any such evidence.

Like Secretary Krug, I believe that Jackson Hole National Monument should be retained, and that its retention will be to the ultimate advantage of the local community as well as to the Nation.

The bills now before the Congress affecting National Monuments would either limit the authority of the President to establish national monuments by proclamation to areas not over ten thousand acres; or more simply would repeal Section 2 of the Antiquities Act. I feel these measures should be carefully weighed before action is taken. Great judgment and restraint have been used in the past in the exercise of this authority—as is shown by the fact that controversy over it has been so rare. By means of it, resources that would otherwise have been lost have been preserved. Grand Canyon, Carlsbad Caverns and Olympic, preserved as national monuments, have been turned by the Congress into national parks. We feel, therefore, that it would be disastrous to repeal Section 2.

In park matters, there is no magic rule-of-thumb by which each solution can be reached. Each situation frequently presents intricate problems of how best to preserve and strengthen the park ideals. The proposed boundary changes of the Olympic National Park present such a situation. As most of you know, there is legislation in the Congress to modify the boundary of the Olympic National Park to eliminate some fifty-six thousand acres. It is sincerely argued by some that such a modification would provide more natural boundaries for the park and would facilitate administration. However, a matter of this importance must be decided only after the most careful consideration of

the public interests and after all parties concerned have had an opportunity to present their points of view fully and freely. It is only the Congress which can decide whether or not there is to be any change in the boundaries of the park. When the various bills to modify the boundaries were introduced, we suggested to the appropriate members of the Congress that hearings be held in Washington, D. C. and the State of Washington, to allow full presentation of the issues and facts by both the local people and those representing the national interests. We are sure that such hearings will be held.

In the meantime, Secretary Krug is giving this matter personal study in order to determine what position would best protect the public interests and which would preserve for all time the scenic, recreational and inspirational values of the majestic Olympic range.

In the historical areas, as well as in the scenic national parks and monuments, we have our problems. The State of Virginia wants to build a high-level bridge across the York River at Yorktown. The Department maintains that such a bridge would overshadow the village and introduce a jarring modern note into its quiet colonial atmosphere. Efforts to resolve the impasse have been so far unsuccessful. We urged construction of a low-level bridge about a mile up the river; but the Navy Department did not agree. The State, on its part, has refused to consider a crossing still farther upstream. The Department will continue, however, to oppose what it considers an invasion of this historic spot.

The park system came through the war period unscathed by despoilers, but nevertheless it came through unprepared for the huge throngs of visitors who ever since have been pouring into the parks. Very properly most of the construction and upkeep work in the National Park System was halted during the war. This meant a deterioration of the facilities we had, and it meant that we could not prepare for any increase in the use of our parks. The striking increase in the use of the facilities of the park system that has followed the end of the war has, as a result, brought about a new critical period for all National Parks.

The System as a whole last season entertained a record number of visitors—21,600,000 persons.

Such travel is unprecedented. How can we conserve natural and historical features in a period of steadily increasing use and deterioration?

We require improved public understanding and cooperation. We need to be prepared with adequate accommodations and adequate staffs. It is not reasonable to expect the Park Service or the concessioners to satisfy the public demand and protect park values with inadequate tools, plant and personnel. And though adequacy of facilities depends partly on appropriations, it also depends on making better use of the means we already have.

We are gravely concerned about the problem of adequate protection

for the whole National Park System. If available funds prove insufficient for proper operation, maintenance and protection, what should be done? Will it be necessary to close the gates of some of the parks and monuments and concentrate available funds and personnel on such units of the System as can be cared for properly?

You will want to know what we are doing about public accommodations. At the suggestion of Director Drury, several months ago, Secretary Krug appointed a Concessions Advisory Group to make a thorough, dispassionate review of the whole history and pattern of the park concessions system. For that task the Secretary appointed a group of five men chosen from outside the government, representatives of the accounting profession, the hotel industry, the travel industry, the traveling public and conservation groups.

We need solutions to a great number of problems as quickly as we can get them. The solutions must be sound,—so sound that they will win ready acceptance and support. The evolution of the Park Service has produced concession practices which are extremely varied, and their simplification is going to take considerable time. Until it is reasonably complete, it is not going to be possible for desired improvements to be initiated. This is not so important at the moment since restrictions on new building would have slowed us up anyway. By the time restrictions are lifted, I hope and believe we shall have arrived at a concessions policy which all of us can support.

For my conclusion, I quote from Associate Justice Harold H. Burton of the United States Supreme Court who closely observed several of the national parks last summer:

Our Nation today has a great and unique responsibility to demonstrate to the world that our self-governing constitutional republic can and will meet with success the critical tests that face this generation. . . . Our government is a trustee for all the people all the time. Our national parks are an expression of that purpose of government. These parks are open to all. . . . At this critical time when citizenship is at a premium, they help each citizen to build up that strength and faith in God and his fellow man, within himself, that is essential to American citizenship at its best.

The National Parks Start Back

NEWTON B. DRURY, Director, National Park Service,
Department of the Interior, Washington, D. C.

DURING the war the National Park Service was reduced to a "custodial basis." This was inevitable in a time of curtailment of travel and of all other activities that were not related directly to the winning of the war.

It was a matter of gratification to the Service that, without impairment of park properties, it was possible for us to issue more than 2,300 permits for war use of lands, structures, facilities and equipment. It is also worthy of note that during the war nearly 8,000,000 men and women in uniform visited the national parks and monuments, national historic sites and other areas in the national park system. In many cases entire organizations were brought into the parks by commanding officers who were eager for their men to gain the recreation and inspiration offered by the great places of nature and history in America.

Contrary to expectations, the park areas were far from deserted by the civilian population. Attendance for the entire system reached a figure of 10,768,661 in the 1942 travel year (which included slightly more than two months preceding the United States' entry into the war), 6,908,749 in 1943, 8,146,464 in 1944, 10,521,375 in 1945, and, in 1946, the first full year after V-J Day, there were nearly 21,700,000, an all-time high.

The national park system came through the war virtually intact. With the cooperation of the military authorities, the Service was able to attain this three-fold objective:

To hold the Nation's heritage of beauty and historic interest (in the lands and properties) unimpaired.

To maintain a basic organization from which to build anew after the war.

To keep alive the national park concept,—the idea that certain lands of national significance should be set aside and preserved, not for the consumption of their resources but, under inviolate protection, for the perpetual enjoyment of their beauty and their meaning.

Now the National Park Service is starting its slow, uphill climb to its pre-war status. This will not be an easy task. Travel came back to the parks with a great upsurge right after V-J Day, but the Service was not equipped, either then or during the 1946 travel season, to take care of it. Many of its important duties had to be neglected or deferred. Before Pearl Harbor we had 5,100 full time regular employees. Now we have only 2,300. Current budget requests call for only 400 more, or a total of 2,700. Granting that some of the pre-war employees were engaged in emergency work under the CCC and other programs, this would account for not more than 1,000. Thus, even with the additional

employees approved by the Bureau of the Budget, we are still at least 1,000 short of our quota of full-time workers in 1941. These, it is true, were paid from emergency funds, but the work they were doing was a part of the functioning of the Service in administration, in protecting and maintaining the areas, in interpretation and research and in other fields connected with the performance of the duties prescribed by law. Substitution of the 40-hour work-week for the 48-hour week which was in effect in the field before the war has greatly complicated the management problem and has compelled the closing of some areas in the system on one day a week. Pay increases averaging 30 percent, a dollar worth not more than 60 cents in pre-war purchasing power; and appropriations which have not kept step with these changes,—all these combine to place us in a much less favorable position than that of 1941.

This is not a complaint; it is simply a statement of facts. But it should be noted that, with increasing travel, with a run-down plant, with many new duties such as, for example, the recreational studies in the river basins, the Service is not equipped to do the job that it wants to do, and that the public expects, nearly as adequately as was the case before the war. The inadequacy of our forces not only prevents proper protection of the visitor, but makes it impossible to control the vandalistically inclined, who have done a good deal of damage.

Not only as to personnel, and as to basic duties of administering the national park areas, protecting them, and interpreting them to the public, but also as to deferred maintenance and much needed new construction, the Service finds itself in a difficult position, in view of the increasing demands upon it. Such funds as are in prospect for roads, trails and physical improvements will be needed to put the physical plant back in operating condition, for all construction except the barest minimum had to await the return of peace.

Another important phase of the duties of the National Park Service is causing us much concern. I refer to the concessions. The provision of lodging and meals where they are necessary for full enjoyment of the areas has always been recognized as an obligation of the Service. It has always been a problem, too. Since government funds have never been forthcoming to erect hotels, lodges and other structures, the only way it has been possible to meet the public need has been to contract with private capital to undertake it. On the whole, the system has worked well; the concessioners have cooperated with the Government, which regulates their development, rates and services, and the public has flocked to use these facilities in ever-increasing numbers. Criticisms, some perhaps just, some decidedly unjust, led us to recommend to Secretary Krug that he appoint an advisory group of representative citizens to study the problem and to indicate whether better methods of handling these necessary services can be devised. Type of contract,

fair rate of return on investment, valuation of equities in structures erected on Federal land, rates and services, division of profits, if any, with the Government,—these questions and others are being studied and will be reported on. It is hoped that, as a result, we shall be able to recommend to the Secretary, before the next travel season, a formula which will be acceptable to him, to the Congress, to the concessioners and to the public, so that a program of rehabilitation, improvement and, when needed, expansion of facilities may go forward.

Rehabilitation, a sound program of new construction, steady improvement of methods of protecting the park estate and of interpreting it to the visitor—these are some of the steps ahead of the National Park Service in its progress toward greater usefulness to the public. For the reasons that I have given, this progress may not be as rapid as we should like and as we believe the public desires. Yet the national park concept has been accepted by the public; it is recognized as something uniquely distinctive of America; and it has begun again to assume its proper and proportionate place in the life of the Nation. Yellowstone National Park this year celebrates its 75th anniversary. But even before 1872 something much like the national park idea was conceived by Congress and President Abraham Lincoln, when the Yosemite Valley and the Mariposa grove of big trees were set aside in a reservation of this type. The idea has fired the imaginations of our citizens and, in spite of temporary discouragements along the way, has steadily grown. Last year's 21,700,000 visitors attest this.

And while it might be said, with some degree of justice, that material support has not kept pace with the public's enthusiasm about national parks, the Service looks forward confidently to better years. We remember these words of Thomas Jefferson, that you may read in his handwriting in the Library of Congress:

“We must be content to secure what we can get from time to time, and eternally press forward for what is yet to get. It takes time to persuade men to do even what is for their good.”

Conservation Problems in the Northwest

O. A. TOMLINSON, Director, Region Four, National Park Service,
San Francisco, Calif.

REGION FOUR has its full share of the conservation problems common to many of the national parks and other areas including greatly increased public use and inadequate facilities. Two of the most serious threats at this time are the developments on private lands within Yosemite and some of the other areas and the pressure to eliminate some of the forests from Olympic National Park.

The Foresta private lands subdivision in the Big Meadow section of Yosemite National Park is especially acute. There are about 1,400 lots in this subdivision many of which are tax-delinquent and are being sold for taxes by Mariposa County. Recently 32 of these lots were purchased by a real estate operator of San Francisco at an average cost of \$80 each. This operator is now selling these lots at prices from \$350 to \$500 each. Thirty-six other tax-delinquent lots are to be sold in May. Some of the recent purchasers have already started construction of summer homes.

It is unfortunate that the National Park Service has not had funds available for the acquisition of such private lands prior to the present real estate boom. The entire Foresta subdivision could have been purchased a few years ago for the present price of a few of the lots. As there were no Government funds available at the recent tax sale, the Izaak Walton League tried to assist us in acquiring the lots but, unfortunately, the limited funds the League had available were not sufficient and it was not possible to compete with the high bidding of speculators.

Ever since the Olympic National Park was established in 1938, the lumbermen, Chambers of Commerce, and others interested in the lumber industry have exerted pressure to eliminate large sections of the park forests to bolster the dwindling lumber supply of the Olympic Peninsula. During the war the excuse was the need for spruce for war planes and Douglas fir for war construction. Since the war, the excuse is that lumber is needed to provide housing. The present threat to the integrity of the Olympic National Park is a joint resolution H.J.R. 84 introduced by Congressman Norman of the Third Congressional District of Washington, which calls for the appointment of a committee, the majority of which would represent local interests, to investigate and report on the desirability of eliminating park forests to be made available for lumber. The avowed purpose of this resolution is to determine how much of the park timber should be turned over to the lumber mills of the Olympic Peninsula.

Other bills would define new boundaries to exclude 56,396 acres of land carrying 2½ billion board feet of timber along the Calawah and Bogachiel Rivers and north of Quinault Lake and River. It was de-

clared at the time that the new line would provide an area which could be more easily administered. It must be remembered, however, that these areas were not added to the park by the authorized Executive Order of the President without careful consideration. They were included because it was thought that they should be preserved for future generations in their natural condition. Only last year Secretary Krug dedicated the disputed areas along with the rest of the park. There are those, of course, who believe that no lands which have commercial value should be included in national parks; but most students of conservation believe that a balanced program of land uses would preserve in national parks some virgin areas which possess commercial value. And they hold to the principal that land once dedicated to national park uses should not be alienated for commercial purposes.

While our other conservation problems are troublesome, these two examples cited constitute our most serious threats to the integrity of national park principles at this time.

Recreational Studies in the Missouri River Basin

LAWRENCE C. MERRIAM, Regional Director, Region Two,
National Park Service, Omaha, Nebr.

THE Bureau of Reclamation is interested in the recreational values that can be developed in connection with their reservoir projects in the Missouri River Basin. An arrangement has been worked out between the Bureau and the National Park Service, and approved by the Secretary of the Interior, for the Park Service to assist in this phase of the basin program, including an appraisal of the potential recreational resources of these projects, preparation of plans and an over-all study of the relationships between the recreational resources that can be developed and existing recreational resources.

The National Park Service has also been requested to advise and cooperate with the Corps of Engineers of the War Department on an appraisal of recreational resources and planning for recreational development on the Corps' projects in the basin.

This work is being undertaken by the Park Service under authority of the Park, Parkway, and Recreational Study Act of June 23, 1936, the Historic Sites Act of 1935, and the authorization which permits one agency to assist another.

A project office for this work has been set up at the Region Two Offices. It now has a staff of 19 on Bureau of Reclamation projects. Four people are assigned to Corps of Engineers work. Guy D. Edwards, former Superintendent of the Boulder Dam Recreational Area and Grand Teton National Park, is in charge of the project.

As stated by Director Drury, the National Park Service is not seeking additional areas to administer. It is assisting the sponsoring agencies by appraising the recreational resources that can be made available to the public through the Missouri River Basin program and recommending the treatment that each project should receive. It is also alert to appraise the impact of the water control and other structures on existing scenic, scientific, historical, archeological, and recreational values, and to recommend appropriate action.

An inter-agency agreement has been entered into by the National Park Service with the Smithsonian Institution under which the latter agency is studying the archeological and paleontological values of the areas that will be flooded and to plan such salvage operations as may be necessary to preserve at least a representative portion of this material for posterity. State agencies are also rendering valuable assistance in this part of the program.

On January 30, Secretary Krug approved a policy with reference to administration of recreational areas developed in the Department of the Interior program in the basin as follows:

"1. That the National Park Service should be called upon to administer additional recreational areas only when they are of national significance.

2. That states and local communities should be encouraged to take over recreational areas of state or local interest.

3. That, if there is no disposition locally to assume this responsibility, no recreational developments for general public use should take place.

4. That, where these recreational areas are in national forests, it would be desirable to have them administered by the U. S. Forest Service."

To date, 19 reports have been submitted to the Bureau of Reclamation on reservoirs in its program and all have been appraised as having potential recreational resources primarily of local and regional significance. Through the Department of the Interior Missouri River Basin Field Committee, on which it is represented, the National Park Service is working closely with all Interior Department Bureaus which are engaged in the Missouri River Basin program. A subcommittee has been set up under the Field Committee to contact state and local agencies to inform them regarding the plans that have been prepared by the National Park Service and to interest them in assuming responsibility for the administration of these recreational projects.

The National Park Service Missouri River Basin Study is proceeding carefully. In its program it is attempting to appraise both the potential recreational values and the relationships between the development program and existing scenic, scientific, historical and archeological values. It is recommending action that appears appropriate.

The Big Bend and International Park Projects

M. R. TILLOTSON, Regional Director, Region Three, National Park Service,
Santa Fe, New Mexico

OUR newest national park, Big Bend, the 27th area in that category, is now a reality and has been under the administration of the National Park Service since July 1, 1944. Superintendent Ross A. Maxwell with a small force is in charge of administration, protection and maintenance, and development work is being undertaken as rapidly as funds will permit. Right now a Public Roads Administration crew is making surveys and preparing plans for the construction of the few modern highways proposed. The State of Texas has under construction an approach road connecting with U. S. Highway No. 90 at Marathon, Texas, and extending to the park entrance at Persimmon Gap. The first section of this approach road is nearing completion and a contract has been let for the remainder of the road with the expectation that it will be ready for travel by the first of next year.

Big Bend National Park is one of our few remaining wilderness areas. It is one of the "last frontiers," and it is the intention of the National Park Service to keep it so as nearly as possible. Consequently, an extensive road construction program is not contemplated but we plan instead to concentrate on trails and secondary roads.

Limited accommodations for park visitors have been established by National Park Concessions, Inc. In addition to four standard cabins, constructed under the CCC program, there have recently been established 14 temporary cabins together with a restaurant which serves ranch-style meals, a gasoline service station, and a store at which supplies may be obtained.

By an Act of Congress approved June 20, 1935, providing for the establishment of the park, the Secretary of the Interior was authorized to accept title to such lands as he might deem necessary or desirable for national park purposes. Since Texas is not a public land state, there was, of course, no public domain involved. Instead, all of the lands were in private or state ownership. Since the Act specifically prohibited appropriations of public moneys for the purchase of necessary lands, the entire acreage involved necessarily had to be obtained through other sources. The Texas State Legislature therefore appropriated \$1,500,000 for the purchase of the required lands to be deeded to the Federal Government for national park purposes. Accordingly, on September 5, 1943, there were deeded to the Federal Government 691,339 acres. This with some 3,840 acres acquired by the State but not yet deeded because of title difficulties, plus 12,716 acres temporarily remaining in private ownership, makes the total gross area of the park 707,895 acres. In this connection, I wish to pay a tribute to the generous and public spirited attitude of the Texas State Legislature and the

people of that State which made possible the establishment of this, one of our most outstanding national parks.

The park is located in that portion of Southwest Texas where the Rio Grande, forming the boundary between the United States and Mexico, changes its southeasterly course and makes a "big bend" sharply to the northeast. It is from this feature that the park, and that entire section of Texas, gets its name.

Located as it is directly on the international boundary, one of the outstanding features of the park is its Mexican-Border atmosphere. Directly across the river in the States of Chihuahua and Coahuila lies some of the most rugged and picturesque country of northern Mexico. It has been said that when one is in a national park any scenery in view is a part of that park. That being the case, the rugged and picturesque ranges known as the Sierra del Carmen and the Fronterisa Mountains, lying in the State of Coahuila, are definitely part of Big Bend National Park, since in any view southward they dominate the scene.

It has been our hope that the Republic of Mexico would establish a national park south of the Rio Grande and contiguous to Big Bend so that the two might become one great international park, symbolic of the common interests of the two neighboring republics. This section of northern Mexico is truly of national park caliber by anyone's standards. However, it is almost entirely unsettled, has no motor highways and in fact, but very few primitive trails. It is therefore almost entirely unknown even to the people of northern Mexico.

One of the few articles descriptive of this portion of Mexico was that entitled "La Sierra del Carmen, Coahuila, Mexico," by Antonio Sosa, which was published in the March 1947 issue of the *Boletín de la Unión Panamericana*. I considered this such an excellent article that I had it translated and from the English translation, the following is quoted:

Probably in all the State of Coahuila, noted for its numerous and great mountain ranges which encircle it, there could not be found another orographic system as interesting and singular as the Sierra del Carmen; we repeat, singular—outstanding for the geological formation of its rocks, the same applying to its valuable forests that cover the ruggedness of the terrain.

It is an indescribably majestic spectacle. Sierra del Carmen with its luxuriant forests, always green, flowing with life and beauty and its crested volcanic mountains reach to this point, with its flaming red rocks, black jasper, and violet colored andesite. Toward the west, far below, far away spreads the desert, the Sahara-like plains. . . .

Big Bend is not the only national park area on the Mexican Border. Directly west of Bisbee, Arizona, and Naco, Sonora, Congress has authorized the Coronado International Memorial with the understanding that this area shall not be finally established until the Republic of Mexico takes like action in setting up a similar and equal area adjoining it in the State of Sonora. The purpose of the area is to memorialize the historic entrada of Francisco Vazquez de Coronado in 1540. Although

some negotiations for the final establishment of the area have been undertaken with Mexican officials, definite action has not yet been accomplished.

Still another area is that known as Organ Pipe Cactus National Monument south of Ajo, Arizona, and in the vicinity of Sonoyta, Sonora. Although no proposal has been made for the establishment of an adjoining national park area in Mexico, it has been our hope that, south of the Border, Mexico would establish some kind of a game refuge mainly for the protection of the mountain sheep which drift back and forth across the border from the Penacate Mountains in Mexico to Organ Pipe Cactus National Monument and the Cabeza Prieta Game Refuge in Arizona.

There has been in existence, for a number of years a Commission appointed by the State Department, with the approval of the President, "to meet with a similar Commission of Mexico for the purpose of formulating policies and plans for the establishment and development of international parks, forest reserves and wildlife refuges along the international boundary between the United States and Mexico." This Commission, of which I have had the honor to serve as Chairman since 1941, includes in its membership: Mr. Lawrence M. Lawson, United States Commissioner, International Boundary and Water Commission; Mr. P. V. Woodhead, Regional Forester, Region Three, U. S. Forest Service; Mr. Wm. H. Zeh, District Director, District Five, Office of Indian Affairs; Mr. John C. Gatlin, Regional Director, Region Two, Fish and Wildlife Service; and Messrs. Hillory A. Tolson, Conrad L. Wirth and Jesse L. Nusbaum, all of the National Park Service.

We have reason to believe that, under the administration of President Aleman, the present Government of Mexico is much more favorably inclined toward conservation measures than has been the case in the past. Consequently, the Commission referred to has recently taken a new lease on life and the various bureaus and departments represented are hopeful that we may be on the way to some constructive accomplishments in the establishment of such international areas.

It should be borne in mind that the United States-Mexico boundary, from the Gulf on the east to the Pacific on the west, is some 1,935 miles in length. With the exception of the boundary between the United States and Canada, there probably exists nowhere in the world an international boundary of such length which is absolutely unfortified. The United States has now been at peace with Mexico for nearly a hundred years, during which time there has been a continued growth in our common interests and friendly relationships. It is our thought that nothing would more appropriately typify this century of peace than a number of international parks, wildlife refuges, and like areas, along the boundary between these two sister republics.

The Proposed Everglades National Park and Other Park Projects

THOMAS J. ALLEN, Director, Region One, National Park Service,
Department of the Interior, Richmond, Va.

PERHAPS the best statement would be to report to you on areas in Region One of the National Park Service which have seen major change in their status since the last meeting of the American Planning and Civic Association before the war occurred.

The latest area formally dedicated to service to the public is quite fresh in my mind. I had the privilege just a few days ago of being present at St. Simons Island, Georgia when Secretary Julius A. Krug dedicated the Fort Frederica National Monument. This was on March 22. This area of only 80 acres is authorized by the Act of May 26, 1936. The land was acquired by the Fort Frederica Association and final deeds to the area were accepted on August 30, 1945 when the Monument was established. The recent formal dedication was the final step. Fort Frederica designates the area where the British forces withstood Spanish attacks and stopped the Spanish advance into America.

The Adams Mansion National Historic Site consists of the house and the grounds in Quincy, Massachusetts where lived John Adams, the first Vice President of the United States and the second President of the United States until his death in 1826. John Quincy Adams inherited this house in the middle of his term as the sixth President of the United States and it then passed on to Charles Francis Adams, his son, who became Minister to England during the Civil War. Brooks Adams, his son, in turn used it as a summer home until his death in 1927. He was a great historian and writer. I doubt very much if any other single house touched the lives of so many prominent American citizens. The property was deeded to the United States Government by the Adams Memorial Society, which has always preserved the property and has done its best to present it to the public. This occurred on December 9, 1946 when the bill of sale was accepted by Secretary Krug. It is expected that the property will be open to public visitation under National Park Service operation in 1947.

Fort Pulaski, near Savannah, Georgia, which has been closed while the Navy used the adjoining property for wartime needs, is expected to be open to the public again during the 1947 summer season.

The proposed establishment of Harper's Ferry National Monument in West Virginia has not been accomplished. It will be necessary for the West Virginia Legislature to authorize and finance acquisition and transfer of the lands involved on the Potomac River at Harper's Ferry, West Virginia. This has not been done and so far there have been no very active steps taken to get it done.

The Cumberland Gap Area authorized by the Act of June 11, 1940 permits the establishment of an area of not less than six thousand acres and not more than fifty thousand acres of lands of Cumberland Gap where the three states of Kentucky, Tennessee and Virginia meet. This is the country through which Daniel Boone traveled on the wilderness road and which had so much to do with the pioneer progress of the United States. Very favorable progress is being made toward the acquisition of the necessary lands to establish the area as a National Historical Park. Both Kentucky and Tennessee have acquired a major portion of lands within their boundaries. Virginia has about completed the acquisition of information on the lands involved within that State and is prepared to proceed with her acquisition program immediately.

The Cape Hatteras National Seashore Recreational Project is an important project which involves the establishment of a major area on the outer banks of the North Carolina Coast, running from Ocracoke Island and over a hundred miles north including Cape Hatteras and all the seashore areas for miles north of Nags Head, North Carolina. The resort development at Nags Head, adjacent to Kill Devil Hill Monument memorializing the original flight of the Wright Brothers, has become so pronounced and valuable that the area proposed for the inclusion as a National Seashore Project will very likely not be included. This Nags Head section can be depended upon to offer food and lodging facilities and as a nucleus for continued resort development serving the seashore area. All progress toward acquisition of the area was stopped in 1945 when the North Carolina Legislature passed an Act authorizing the North Carolina Cape Hatteras Seashore Commission, a state agency, to postpone the acquisition of lands and to discontinue condemnation proceedings without prejudice. This was done because of the desire of the large oil companies to explore the entire area for possible oil production sources. The action by the State Legislature was sudden and without warning. It has effectively blocked progress toward a National Seashore Area in this location. Legislation has been passed by Congress extending the authorized time in which the area may be established. In the meantime, resort values, shore values have increased to a point where land acquisition in some sections may be almost impossible for public benefit. The oil exploration has so far shown no results. One well drilled at Cape Hatteras went to a depth of over ten thousand feet and no oil was found. A second well drilled in Pamlico Sound, off Oregon Inlet, has likewise shown no results for the oil people.

The proposed Everglades National Park Project is today in a more favorable situation than it has ever been during all of the many years which have passed since the project was first authorized. The idea of an Everglades National Park goes back at least as far as 1929 when Congress authorized a report on the area. The establishment of a National Park from the Florida Everglades was originally authorized on May 30,

1934, to be composed of an area selected within an approximate two thousand square mile territory of the Everglades in Dade, Monroe and Collier Counties, Florida. There has been a lot of enthusiasm and a lot of interest in this area. A lot of people and organizations have encouraged the idea but for years little except endorsement of the idea actually occurred. The Nation is indebted to the Everglades National Park Association headed by Ernest Coe of Miami for keeping alive the idea and the hope through all these years of discouragement. Ernest Coe never at any time let the idea of a National Park die out. It was Ernest Coe who made the Everglades so well known throughout the country. Credit is also due the National Audubon Society, to John Baker of that organization, for protecting through all these years the rare birds and other wildlife found in the Everglades. Without this protection, the story would be a great deal different because illegal hunters and poachers have year by year robbed the area of its unusual natural inclusions until now, if park establishment does not occur soon, it may be too late. As a means of protecting the values within the Everglades Area, Congress in 1944 authorized protection of the area by the Interior Department and acceptance of lands for protection purposes. The Fish and Wildlife Service of the Interior Department has been charged with this responsibility. A minimum organization is on duty within the area doing all possible within their limited resources to enforce state and Federal protection laws pending the time when a park may be created. The Secretary of the Interior has recently accepted from the State of Florida eight hundred thousand acres of state owned lands. Some of this is free of oil leases—some of it is not. Before a National Park can be created, it will be necessary that the State of Florida transfer to the Federal Government its oil and mineral rights within the area. It is now believed feasible for the State to transfer those lands in fee simple and retain the right to their proper royalty from any oil which may be at any time produced under Government ownership. This arrangement does not bind the Government in any way to search or permit searching for oil. but it does guarantee to the State of Florida the same royalties which they might have received had they retained these lands and mineral rights in state ownership. The search for oil in Florida has been the major obstacle to progress toward the creation of a National Park. During the past ten years, oil companies have been quite active in exploring for oil. At the present time, the indications are quite definite that oil is not present and the major oil companies now controlling the principal privileges of exploration are convinced accordingly. Governor Caldwell of Florida is extremely interested in having the Everglades National Park created during his administration as Governor. He is endorsing legislation which would transfer oil rights within the proposed area to the Federal Government and he is including in his message to the legislature a recommendation that two million dollars be ap-

propriated for a donation to the United States Government to be used to purchase the private lands within the proposed area. The Florida Everglades National Park Commission which Governor Caldwell established a year ago, has been striving mightily for these accomplishments and assures us that this legislation will pass without question. Secretary Krug of the Interior Department has assured Governor Caldwell that if this legislation does pass and other minor details are taken care of, he will establish the Everglades National Park.

P.S. Since this report by Regional Director Allen, the Florida Legislature has passed both Bills referred to above.

Are We Neglecting Our Historic Heritage?

RONALD F. LEE, Chief Historian, National Park Service,
Washington, D. C.

IT WAS my lot to spend a good part of the war in England. There I had opportunities to visit the lovely English Lake District in Westmoreland and Cumberland and to become acquainted with Mr. H. H. Symonds, Secretary of the Friends of the Lake District. The objective of this important organization is to establish the Lake District as Britain's first national park. As an official member of the group, I recently received a letter from Mr. Symonds in which he decried the changes the end of the war is threatening to bring to the lake country. There is pressure to turn Ennerdale Lake into a reservoir; extensive artificial forest plantings are proposed by timber-minded interests; a wartime factory has not been removed from Windermere; and there are other difficulties. "We need all the friends we have," said Mr. Symonds, "and we could do with a few less enemies. Peace has broken out with great violence."

The phrase "peace has broken out with great violence," impresses me as a peculiarly apt description of what is happening to our national and historic resources in the United States in this postwar period. The problem is all one, for historic sites and buildings are affected by the same forces that are attacking wilderness areas. The same pent-up demand for public and private construction which is causing pressure to open the Olympic National Park to the lumbering interests, is also marring the appearance of Gettysburg battlefield. The difference is that Gettysburg is on the receiving end. Within the past year tourist cabins have been constructed on private land, just outside the park, in the center of an inspiring panoramic view before the Eternal Light Peace Memorial. The same pressure on our diminishing supply of oil that is delaying the establishment of the Cape Hatteras National Seashore in North Carolina, is also affecting the preservation of historic Natchez in Mississippi, one of the most attractive ante bellum towns in the South.

As the terminus of the Natchez Trace Parkway, the National Park Service has a serious interest in the future of old Natchez. During the war, Mississippi became the tenth oil-producing State in the Union. Natchez businessmen, who looked to the annual historic Natchez Pilgrimage for their chief source of business advancement a few years ago, now think in terms of oil prospects in the neighboring counties. The secondary effects on the preservation of the historic buildings and atmosphere of the town are already painfully apparent.

Unfortunately, historic sites and structures are peculiarly exposed to the postwar pressures crowding around so many of our communities. Most historic sites occupy a small land area and are easily influenced by adverse developments on neighboring lands. Fort Raleigh National Historic Site in North Carolina, for example, the scene of one of the most dramatic episodes in American history, includes only 16 slender acres, and adjoining properties may easily fall into unfriendly hands. Other national historic sites and national monuments are only slightly less exposed to undesirable encroachments. Then, too, most historical areas are situated in the heavily settled portions of the country. Unlike some scenic areas, which by their very remoteness and isolation receive a certain negative protection, historical areas are subject to all the pressure of traffic and construction that population centers bring with them. Just now, for example, there is a grave possibility that a high level bridge will be constructed across the York River at Yorktown Battlefield. This bridge, if built according to plans, will tower high above the village of Yorktown and the surrounding fields. Its center supports, rising perhaps 330 feet above the water, will loom higher than the Victory Monument. If executed, the entire project will seriously mar the national shrine where in 1781 the British finally surrendered, and our national independence was won.

It should be remembered, too, that historic sites and buildings are constructed for the most part of fragile materials, of perishable brick and wood. For this reason many of them have already been lost to us. Those that remain need most careful protection if we are to pass them on, unimpaired, to future generations.

The postwar encroachments that threaten to affect the preservation of historic sites and buildings are not confined to the units of the National Park System. One side of Washington Square, so reminiscent of old New York, may be completely altered during the coming months to make way for a new office building. No one knows to what extent the far sighted effort now being made to improve the surroundings of Independence Hall in Philadelphia will succeed in removing the ugly parking lots and other undesirable real estate developments that mar at present the site of America's most important historic shrine. The War Department has recently declared surplus over 50 military posts throughout the country. A number of these places possess exceptional

historic interest for the American people. Among them are Fort Snelling in Minnesota; the site of old Fort Vancouver in Washington; and Fort Sumter in South Carolina. Scores of other instances could be cited to illustrate what is happening to an important segment of our historical and architectural heritage.

Nor are these encroachments peculiar to historic sites and buildings. A vast flood control system for our major river valleys, and accompanying dams and reservoirs has been boldly planned by engineers of the Bureau of Reclamation and the Corps of Engineers. If rescue measures are not developed in time, the impounded waters of artificial reservoirs will flood invaluable prehistoric Indian village sites and other archaeological remains of great and unique importance to the Nation. In the Missouri Valley, for example, plans call for the construction of no fewer than 105 dams as part of a vast flood control, power and reclamation program. One of these dams, a huge earth-filled structure on the main stem of the Missouri in South Dakota, will create a reservoir 200 miles long, flooding a vast portion of the Missouri Valley. Another dam will create a reservoir over 100 miles long. Other structures on tributaries and their related engineering works, such as power plants, pumping stations, and canals, will vastly alter the familiar Missouri Valley landscape as it appears today.

It is significant that 80 percent of the Indian archaeological remains in the United States are to be found in the river valley bottoms. The Indians traveled the water courses. There they hunted and fished, farmed, built temples, and buried their dead. Evidence of this prehistoric life survives in the river valleys today in the form of village sites, camp sites, earthen mounds, petroglyphs, pictograph, and burials. From this evidence, and from this evidence alone, can the story of prehistoric America be reconstructed, including the slow steps of primitive peoples to their technological and artistic peaks, and in certain cases, their mysterious decline and ultimate disappearance.

What may happen to this unique scientific data can best be illustrated by a specific example. The great Oahe dam which it is planned will be built 50 miles above Pierre, South Dakota, is expected to create a reservoir on the Missouri River about 200 miles long. Preliminary archaeological surveys of this reservoir area, conducted by the Smithsonian Institution in cooperation with the National Park Service, the Bureau of Reclamation, and the Corps of Engineers, show that no less than 35 important prehistoric Indian village sites and many lesser remains will be submerged at full pool. These village sites are both open and fortified in type. Many are large, occupying from five to 50 acres, most of them surrounded by defensive ditches. They contain numerous house pits as well as refuse deposits. As yet none of these 35 sites has been comprehensively excavated. These prehistoric village remains, together with similar remains in other Missouri Valley reservoir areas

constitute one of the richest and most important archaeological regions north of Mexico.

Fortunately the people of the United States are awakening to the value of preserving historic and prehistoric sites and buildings. It is beginning to be recognized that they constitute a basic scientific record of our history and culture which must be preserved and studied if we are fully to understand ourselves. In these days of increasing travel, it is also realized that historic sites and buildings exercise an important educational force. They are visited annually by millions of our citizens, including great numbers of school children. It is now understood better than before that the models provided by well designed houses and good examples of public architecture of bygone periods directly and indirectly influence our standards of design, our thoughts about the interior decoration of our homes, and, in fact, our national taste. This has been clearly demonstrated by the widespread influence of Colonial Williamsburg. Even more important, it is beginning to be understood that historic sites and buildings, once preserved, constitute a valuable social force, helping to create the common traditions that make us a Nation. It was recently well said that such places should be preserved not only to commemorate the past, but also and especially to keep alive in the present and the future the spirit that built America.

Evidence of this growing interest in the preservation of historic sites and buildings is to be found in the new and broader activities of various preservation groups. The American Scenic and Historic Preservation Society, for example, is doing a great deal, these days, in New York State and elsewhere. The Society for the Preservation of Maryland Antiquities has recently launched a promising new membership drive. A unique step has been taken in South Carolina this past year, with the formation of a non-profit corporation for preservation purposes, called Historic Charleston, Inc. Bills have been introduced into a number of state legislatures to strengthen activities for historic sites preservation. A new law is under consideration in the current session of the Missouri Legislature and the Colorado Legislature has recently appropriated over sixty thousand dollars for preservation and restoration work. I understand that the formation of a new state historic sites commission is under consideration in Vermont. The approach of the 1949 Centennial in California is producing a new spurt of activity on the West Coast. These examples could no doubt be matched by numerous others.

In the light of all this activity it is gratifying to report that within recent weeks steps have been taken to form a new National Council for Historic Sites and Buildings. The new body will include delegates from some 14 national and regional organizations, including the American Planning and Civic Association, the American Historical Association, the American Museums Association, the American Institute of Architects, the American Scenic and Historic Preservation Society, and a



Trail Riders in the Colorado Rockies

Courtesy American Forests



Winter at Crater Lake National Park

Photograph by David Canfield
Courtesy American Forests

number of others. There will be several ex officio representatives of interested Federal agencies on the Council, including the Director of the National Park Service, the Director of the National Gallery of Art, the Archivist of the United States, and the Librarian of Congress. A number of members-at-large will also be elected to the Council from among interested persons. A coordinate body will be established to own and to hold real estate in a manner similar to that of the National Trust in England. This coordinate body is to be known as the National Trust for Historic Preservation in the United States. There is marked support for this new movement in important quarters and prospects are excellent for the successful launching of an awakened national effort in this field.

Some months ago there appeared on the bookstands of our principal cities a volume entitled *Lost Treasures of Europe*. This interesting book, edited by Henry La Farge, contains 427 plates, illustrating monuments in 10 countries of Europe destroyed in part or in their entirety during the war. The structures illustrated range from fragmentary remains of classical antiquity of the 3rd century A.D. or earlier, to architectural and historical monuments of the 18th and 19th centuries. They include churches, monasteries, cathedrals, houses, mansions, palaces, bridges, universities, market places and guildhalls,—an irreplaceable loss out of our storehouse of culture and history. Dr. Ernest T. DeWald of Princeton University, who provides an introduction, emphasizes the magnitude of the loss by pointing out that no records are so convincing as those we can see and touch—those that bear visible evidence of human use. No amount of romantic reconstruction, he observes, can equal in effectiveness and conviction the original, which contained the essence of history.

The United States was fortunately spared the bombings which ravaged so much of the cultural heritage of Europe and Asia. But the slower processes of peacetime change, though less spectacular, can be as ultimately destructive as war. During this postwar period, the forces of change and encroachment are pressing upon the historic and pre-historic resources of the United States with peculiar insistency. The most vigorous efforts of all of us will be required during the coming months and years if extremely serious losses are to be prevented. Unless such efforts are made, it is entirely possible that it will be necessary for someone, 20 or 30 years from now, to issue another volume which may have to be called "Lost Treasures of the United States."

(See April-June PLANNING AND CIVIC COMMENT for pictorial section on Historic Parks and Monuments.)

Facilities in National Parks

OLIVER G. TAYLOR, Supervisor of Concessions, National Park Service

THE sole purpose of having concessions in areas administered by the National Park Service is to provide, at all times, such services to the public as the visitor may require or reasonably expect to find. The concessioner is not allowed to exploit the public. Every effort is made to grant concession privileges only to responsible, financially sound parties who are in sympathy with National Park Service policies and objectives. Since there can be no disruption in operations, it is important that the concessioner keep in a healthy financial condition. The importance of this was exemplified by the unsettled conditions of the depression years of the thirties and the war years of the forties during which many concessioners were subjected to great financial losses.

The term for any contract is limited by law to 20 years. In historic sites, concession privileges must be let by competitive bidding. In all other National Park Service areas, there is Congressional authority for entering into concession contracts by negotiation. The National Park Service, as stated, considers that service to the public is the primary objective of concession operations. This being the case, the ability of the concessioner to give adequate service is more important when selecting a concessioner than the amount of franchise fee the concessioner will offer. In competitive bidding, too much weight must not be given to the amount of the franchise fee offered, as the award must be made to the highest and best qualified bidder. To the uninitiated in park concessions, the prospect of profit is more alluring than is actually justified. Most businessmen are accustomed to carrying on business with few controls. There is no limit to their profits and they can exploit the public in any legal manner. In the parks, the concessioner can carry on his business only at sites and with buildings and facilities approved by the Government, and he can sell only the type of service or goods permitted. Also, the concessioner must furnish services of the kind and extent required by the Government and at rates approved by the Government. Since the Government controls are seldom fully appreciated by new bidders on park concessions, there is great danger that the bid will be too high, and, if awarded the contract, the concessioner may sooner or later find himself in financial difficulties. The service to the public is then in jeopardy and the Government has trouble in holding the concessioner to the type, quality, and extent of service required.

Probably, there is no business conducted by the Government that comes under closer public scrutiny than this concession business. Service officials appreciate the need of securing a good concessioner under a contract that is fair both to the Government and the concessioner so that, through the period of the contract the public can have dependable and good service. At the present time, many concession properties are

in need of extensive repairs or replacement. Conditions of the war and postwar periods have precluded even normal maintenance and prevented major construction. The difficulties have been aggravated by a resurgence of an unprecedented volume of travel.

The Government is better assured of having a good concessioner when the contract is by negotiation. The major concession contracts are, therefore, made by negotiation. The Service selects a concessioner it can depend on and one with means to conduct the business. In renewal of contracts, preference is given to the old and tried concessioner if he has given satisfactory service. The old concessioner knows "the rules of the game" and has accustomed himself to working under the conditions imposed by the Government. However, the terms of the new contract are not usually the same as those in the old one. There is usually need to make contract adjustments in the light of past experience and in keeping with present conditions.

Since the Government has never provided funds for the construction of concession facilities, the Service has had to depend on private capital to construct them. In order to interest private capital, long-term contracts must be given, which means that in entering into a contract today, the contracting parties must try to appraise and forecast conditions ten to twenty years hence. Patently, it is not possible to provide for all contingencies so far in advance. The result is that the fairness of the contract becomes impaired. Some contract terms that today appear unsound were considered fair and necessary fifteen years ago. However, on the whole, the Park Service feels there has been good service to the public through the years and with little complaint when one considers the millions of visitors who have been served by the concessioners.

In a few park areas the operation of concessions is by nonprofit-distributing corporations. Government Services, Inc., has operated most of the concessions in National Capital Parks for many years. In Mammoth Cave National Park, since early in 1941, the concessions have been operated by National Park Concessions, Inc. This latter nonprofit-distributing corporation has since expanded its operations to include operations in Isle Royale, Olympic, and Big Bend National Parks; Vanderbilt Mansion, and Home of Franklin D. Roosevelt National Historic Sites; and the Blue Ridge Parkway. For the greater part, the operations are in buildings owned by the Government. However, at Big Bend National Park, and in other areas this concessioner built some of the concession facilities. All buildings and facilities constructed by these corporations later become the property of the United States. The operation of concessions by these nonprofit-distributing corporations has been very satisfactory.

Changing times bring changes in public demand and volume of park travel. In prosperous times the travel is greater and the requests for

the higher priced accommodations increase, and in poor times the reverse is true. The balance between low, intermediate, and high priced accommodations never quite meets the wishes of the public, but the Service leans toward the lower priced accommodations. During the war years, the park travel was greatly reduced. With the coming of postwar travel, Director Drury thought it desirable to reappraise our concession operations and facilities for the public in the light of the change in times. He recommended, and Secretary Krug appointed, an advisory group of five men from outside of the Government service, expert in the various fields where their judgment could be especially valuable in studying and recommending on concessions in parks.

This study is now in progress and the group will consider the appropriate types of facilities in national parks; the extent to which facilities should be supplied; where they should be located; whether the physical plants for visitor accommodations and services should be owned by the Government or privately owned; if Government-owned, to what extent they should be operated by nonprofit-distributing corporations; if privately owned, the type of contract, whether preferential or subject to competition; term; where to let on the basis of bids; franchise fee (percentage of gross or percentage of the net profits;) the equitable return the concessioner should expect on his contract; and other items of lesser importance bearing on service to the public.

The total travel to National Park Service areas reached a new high peak in 1946, and 1947 travel bids fair to be still higher. In some areas, the increase in travel has brought such congestion that the experience of a visit to the park has decreased in value. The congestion is particularly evident at camps, lodges, and hotels, and at points of especial interest in the parks. The need in the parks is to find a way to take care of the visitors in such manner that they may derive the maximum pleasure and satisfaction from these wonderful areas.

The problem is not one of concessions alone, for the impact of visitors is felt at the entrance stations, on the roads, at all places of special interest, as well as at camps and lodges. The crowds need to be thinned by wider dispersion in time and space. An effort must be made to interest the visitor in the out-of-the-way places in the park that have great interest though they may not be so spectacular as the better known places. Certainly, the repeat visitor to the park would find primary interest in them. Also, if travel to the parks could be extended over a longer period, there would be a lessening of crowded conditions. In many respects the parks are more attractive early and late in the season. Most important, there are no crowds at those times, and also in many parks the weather is more delightful and invigorating.

Adjacent communities are developing to help take care of much of the overflow, but they are unable to provide the experience sought by the traveller who has come many miles to stay in a national park.

The Menace of Private Lands to the National Park System

CHARLES A. RICHEY, Assistant Chief of Lands, National Park Service,
Chicago, Ill.

I AM pleased to have this opportunity to tell you something of our problem of private in-holdings in areas of the National Park System—the menace of these properties to the integrity of our national parks, national monuments and historical areas. My reason is partially a selfish one, for I want to enlist your continued assistance and that of your organization, or group or interest you represent, in aiding the National Park Service in ridding the System of this menace.

The national parks, national monuments and historical areas are your property—they belong to all of the people, and they are being preserved, operated and maintained for your use and enjoyment and for those who come after you. They are the only large group of areas that are so operated and protected, and have been dedicated by statute and custom with a firm foundation for this kind of preservation and use for all time. However, there are threats, and real ones, to your national parks and national monuments. The private land is critical in many areas and in a few cases threatens their very existence. You may ask: What can a person do about it? That is the very thing, I think, that is least understood, for if it were I feel sure that the people of the Nation would insist that adequate appropriations be provided to purchase the private holdings which threaten the integrity of their property. I might mention that “an acre or two of land” in a park or monument may be a “million dollar or more threat” to that area. This is because it would provide a site for a type of use not compatible with the national park idea, but which would thrive because of the unique setting and from the flood of travel brought about by the undying desire of the people to see, feel and enjoy the unparalleled scenery, atmosphere and experiences which only these areas afford.

I think it is an established fact in this democratic country of ours that “an informed public can be depended upon to do the right thing.” Actually, the Congress has never seen fit to appropriate funds generally for the acquisition of lands in the National Park System. I am pleased to state that for the coming fiscal year (1948), which starts July 1, 1947, the Bureau of the Budget has approved a small item for land acquisition generally in the National Park System. An item has since been approved by the House, in the amount of \$200,000. While this item, if approved, is only a drop in the bucket as compared to our land problem, it would permit the beginning of a planned land acquisition program. It is a significant recognition of the problem by Congress. It is also encouraging to the National Park Service, which has never been in a position to meet its responsibility for land acquisition, and

to all conservation organizations and individuals who support it. Too many people seem to believe that the parks and monuments are a part of their natural heritage, that they are a constitutional right, and that it is not possible to exploit them once they are established.

This is not true. Like Freedom, they must constantly be fought for if they are to be maintained. While all of us like to rationalize to a certain extent, and would like to believe that, once established, parks and monuments are safe for all time, actually they are subject to all kinds of pressure to exploit them—pressures that keep increasing as natural resources are diminished. In a democracy, parks, as other things, live by the will of the people. Theoretically, if they want their parks protected (including the acquisition of the privately-owned lands within to accomplish this), the people obtain this desire through their representatives in Congress. However, I feel I am digressing as I would like to tell you more about our actual problem and what we are doing and hope to do about it.

The problem, briefly, is as follows:

There are approximately 21,000,000 acres of land within the established boundaries of our national parks, monuments and historical areas, or less than one per cent of the total area of the United States, Alaska, and Hawaii. Of this acreage, approximately 600,000 acres are "valid existing claims" in the form of state or private in-holdings. Since the owner of lands in a park or monument has exactly the same rights as a landowner anywhere, there is nothing to prevent him from despoiling his land, from a park standpoint, by establishing undesirable developments or removing his timber or using his land in such a fashion as to deplete it or cause damaging erosion, the effects of which may extend beyond his own boundaries. Often, too, these lands are of strategic importance to the development of the area. The exact statistics on our private holdings as of June 30, 1946, are as follows: Federal lands, 20,472,562.46 acres; non-Federal lands, 609,312.66 acres; gross acreage, 21,081,875.12 acres. These private holdings are shown in round figures as follows: State-owned lands, 150,000 acres; railroad-owned lands, 150,000 acres; and privately-owned lands, 300,000 acres. The latter figure is divided roughly into three thousand separate tracts, each of which is a threat to the park or monument in which it is located.

At the present time, means of acquiring these lands classify into three groups: donation, exchange, and purchase. Since the establishment of the National Park Service in 1916, we have had to depend largely upon donations to acquire both the privately-owned lands in establishing new areas and ridding established areas of such holdings.

I believe that most of you know of the public-spirited generosity of a few people which has given such impetus to the national park movement in this country; of the outstanding contribution of a few organizations; and of the fine support of practically all conservation organiza-

tions in working toward the establishment of parks and acquiring lands for them and within them. Many thousands of acres of lands have been donated by public-spirited persons for addition to the National Park System. These include both individual tracts in established areas and thousands of acres that have been bought in order that they might be donated to the United States for the establishment of new areas. There are undoubtedly some private owners who have been wavering over the idea of giving their holdings. Such gifts would be most welcome, although we do not presume to indicate what individuals should do with their own property. Speaking of donations, I cannot pass over lightly the outstanding contributions made by some of the States. I believe that all of you are acquainted with the generous and far-sighted action of a number of the eastern and southeastern States in furthering national parks and parkways; the fact that Texas recently gave over \$1,700,000 toward the establishment of Big Bend National Park; and that Florida now has a legislative proposal pending to authorize \$2,000,000 of state funds toward the acquisition and establishment of the Everglades National Park.

Exchange has not been used extensively in the past. However, in the last several years, it has been possible to work out a few exchanges for state-owned lands within our areas, and Section 8 of the Taylor Grazing Act (Revised), has been helpful to us in eliminating certain state and private holdings. There are now a number of important exchanges pending, and every effort is being made by the Service to utilize this medium to the maximum although it is limited to certain areas.

In spite of the above possibilities mentioned under "donation" and "exchange," we of the Service realize that much of the privately-owned land within our areas may have to be acquired by "purchase" with Federal funds if it is to be placed in public use and the parks and monuments preserved unimpaired. So far, purchases have been mostly piecemeal. It has been possible to acquire some lands on a "50-50" purchase basis; 50 per cent being Federal and 50 per cent being donated funds. During the depression years, some lands were purchased with emergency funds and were later made a part of the System. I have mentioned briefly the item for land acquisition in the 1948 appropriation, which is a "ray of hope" to an eventual solution to our land acquisition problem.

The success of any such program depends upon the support of the people through their representatives in Congress. As I have mentioned previously, most of us feel that our private land situation in the parks has not been well understood and that that is the reason why items for land acquisition up to this time have not received more substantial support in the Congress.

About the beginning of the war we considered our land acquisition problem for the 600,000 acres of land roughly a twenty million dollar

one. Now with inflated land prices generally, and the increased consciousness of people toward picking out a development or home site, the value of these holdings in the parks has increased accordingly. I think that I would be safe in saying that the problem is now nearer a forty million dollar one than the twenty million dollar figure we have used previously.

To summarize, I would like to mention: First, almost any piece of land in a park, regardless of its size, is a real threat to that park, and even if it is small it may have an inestimable nuisance value because of the development that may be placed upon it. Second, that all donations of land to round out existing national parks or national monuments are a real contribution in the conservation field and would be greatly appreciated by the public and the National Park Service. In this connection, it is to be remembered that once land is added to a national park it will remain as a lasting gift to the people of this country. It seems to me that this is something that has been overlooked by many persons who wish to make contributions for public purposes or who wish to establish living memorials that can be used and enjoyed. Third, that the most serious in-holding problems in the National Park System today are those created by the state-owned lands in Glacier National Park, the railroad lands in Joshua Tree National Monument, and the real estate subdivisions in several of our western national parks. The solution to these as well as all in-holding problems rests chiefly in the realization by all of the people that the national parks, national monuments and historical areas are vital economic and social assets of the Nation, and that it is to their benefit to round out these areas, which are capital assets of our future well-being as a Nation.

Last, but not least, I would like to make plain to all of you that the equity of private holdings in a national park or national monument could have the same effect as permitting a minority stockholder to have control of a company or corporation. These properties should be acquired in the public interest and their owners given just compensation for them. Why should a minority interest, owned by a private individual, have control or influence the value of large publicly-owned properties which are dedicated to the use and enjoyment of all the people? Of course, this is wrong, but it can happen. As an example, the exploitation of oil or minerals on private holdings within parks or monuments or wilderness areas could completely destroy the park or wilderness quality of the entire area without the people or the Government being able to do anything about it. It is entirely possible that these park areas, particularly the so-called *primitive parks*, could never recover from such destruction, resulting from this exploitation of privately-owned lands within them. *Wilderness cannot be restored.*

A Perspective Report on the National Park Service Program of Interpretation

RAYMOND GREGG, Park Naturalist, National Capital Parks

DESPITE sympathy inspired by nostalgic memory, the colorful early-day wrangler or stage driver with *tall tales* and catch answers, directed more to generosity than the curiosity of the National Park visitor, finds little acceptance today as a suitable medium for presenting the *park story*. Since 1920, when pioneer nature guide trips and camp-fire lectures were offered in Yosemite National Park, authentic, planned interpretation has grown in scope and acceptance until it is almost everywhere taken for granted.

The Interpretive Outline and Graphic Sheet now are integral parts of the Park Master Plan. The Interpretive Statement, a part of this outline, is or should be a classic description of the character and significance of an area, adequate to justify its status and to serve as a guide for its use and administration.

World War II brought discontinuance or skeletonizing of interpretive services in the parks. Almost no seasonal personnel was available. In areas where visitation was negligible, the loss was not felt seriously. Some parks, however, enjoyed relatively heavy visitation, serving morale and rehabilitation purposes for personnel of the armed forces. Despite extraordinary effort, the few naturalists remaining on duty could, at best, provide only gestures toward keeping museums open and offering needed and requested lecture and guide services.

Wartime reduction of naturalist personnel in the field and in the Branch of Natural History amounted to 45 percent, compared with an over-all figure of 41 percent for the National Park Service. There were trying days when delay in restoration of funds for vacated positions made places for returning veterans problematical. However, through 1946 supplemental appropriations, all were re-employed as soon as available.

Today, there are 61 year-round professional employees in the Branch of Natural History and field positions associated with it. Some new positions established in 1947 fiscal year may be of interest. In the field, I think off-hand of a new P-3 naturalist in Olympic National Park, and P-2 naturalists in Mt. Rainier and Glacier National Parks and the National Capital Parks. In Mount McKinley and Yellowstone National Parks, P-3 biologists are provided to carry on wildlife work. The present over-all staff exceeds that of prewar years, but due to the 40-hour week, does not provide an equal amount of man time, especially for public services which grow in demand. In the 1948 budget, now before Congress, there are twelve or thirteen new or restored naturalist positions in P-1 or P-2 grade. If all of these are granted, there will still be parks where work is too much for existing staff, with no relief provided.

An outstanding gain in the interpretive field during fiscal year 1947 is establishment of three P-5 regional naturalist positions in Regions II, III, and IV. Regional biologists, P-4 positions under direction of regional naturalists, were set up in Regions II and IV. In the Branch of Natural History two important new positions were established. A P-5 geologist will coordinate all geological work at the Service level, and will carry on important liaison functions with the U. S. Geological Survey, now engaged in a broad program of work involving National Park Service areas. A new P-4 biologist position provides much-needed assistance for Mr. Cahalane, Wildlife Chief, and in the incumbent, makes available to the Service the talents of an adequate biologist and fisheries expert for long-neglected fish management problems.

The lively pre-war pace of progress on national park and historical area museums came to an abrupt halt, with projects in varying degrees of planning and construction. The current critical building situation prevents all new and major construction at this time. However, four pre-war museum projects which require only completion and installation of exhibits have been authorized to proceed, the search for Manassas, Chickamauga-Chattanooga, Kings Mountain, and Guilford Courthouse battlefield areas.

There are over a hundred existing museums in National Park Service areas. Of these, about twenty-five are historic house museums such as Lee Mansion and the House Where Lincoln Died. Most of the remainder are focal point museums, usually small and of limited subject content. The buildings in Yosemite, Mesa Verde, and Morristown, constructed as museums, and generally adequate for the purpose, are not typical. There is a large backlog of museum projects in advanced stages of planning, ready to go to work in short order when funds and materials are available. Some parks which need new or additional museums will not be able to accomplish much beyond tentative planning until there is again an adequate Museum Division to provide technical skill for exhibit planning and preparation work.

This is not a plea for an all-out drive to build bigger and more museums just for the sake of having them. The museum should not be the *opus magnus*, nor an end in itself, in national parks. The area itself is the true museum. Our so-called museums are properly only *labels*; orientation centers and portals; invitations and guideposts to actual human understanding and enjoyment through experience of the values the park has to offer. But neglect of needed museum facilities is not a sensible approach to subordinating museums to the park itself. Indeed, it requires more genius to introduce and interpret the park story effectively and unobtrusively through properly designed and placed exhibits and orientation devices than to create a super-museum which aspires to reproduce the park in miniature. As headquarters for the interpretive staff the museum also provides an important facility.

The importance of research was re-emphasized in the following resolutions adopted at the 1939 National Park Service Conferences in Washington and Santa Fe, respectively:

That the interpretation of natural and human history in national park areas be considered as a primary objective. The basis of such interpretation should be organized research by members of the National Park Service, supplemented by the invited cooperation of other interested Federal, scientific, and educational agencies. To accomplish these purposes, research by local field technicians must be recognized, encouraged, and strengthened. The National Park Service should preserve a sense of balance between its research and interpretive functions.

That to meet its responsibilities, the National Park Service recruit a more adequate staff of research workers.

That these resolutions are not idle words is evident from the fact that there are 23 current research projects of the National Park Service, as compiled March 20, 1947, involving expenditure of \$750,337.00.

Since interpretation depends upon possession of understandable, reliable scientific research results, job descriptions for park naturalists require devotion of time to research duties, in some cases as much as 40 percent. In connection with current efforts to formulate national research policy, Secretary of the Interior Krug has expressed himself as favoring implementing research in America through existing agencies rather than through establishment of a central research bureaucracy.

Universities and colleges generally are most appreciative of the materials and opportunities for research in our areas. Leading scientists find the well-preserved flora and fauna in some of the parks bonanzas for enlargement of knowledge in these fields.

As late as 1934, the National Park Service was about the only agency in the country offering full-time employment opportunity for professional park naturalists. And there were only some 30 such employees at that time. By the beginning of World War II, there were some 350 professional park naturalists in the United States, all but about 15 percent employed by state, county, and metropolitan park and forest agencies. Many state and local organizations are providing excellent public service programs adapted from the national park pattern to fit local situations. The National Park Service has developed a model plan for metropolitan areas in the program of historic and natural history interpretation in National Capital Parks. The National Park Service showed the way, and still commands leadership in the interpretive field, but in number and volume of personnel and service rendered, it is now only a part of the national picture.

In the 1930's there were many applicants for every available ranger-naturalist vacancy. In 1946, positions went begging for applicants in some parks. This year, conditions are only relatively better, and the demand for naturalists over the country will far exceed the supply. We are competing (for the best naturalists) with other agencies

now working in this field. Recently I received a request from the personnel placement office of the National Recreation Association for help in locating applicants for two positions in Houston, Texas, as nature and garden education workers with schools and organizations, at a salary of \$2000 to \$3000 per annum. This is competitive with the P-1 entrance grade for naturalists in the national parks. We may soon find it necessary to upgrade seasonal ranger-naturalists, and to re-allocate our lowest naturalist positions to P-2 pay grade to attract the quality of talent we seek. I believe there are vacant P-1 positions in National Park Service areas, partly for want of qualified persons willing to accept the particular positions in this pay grade. Whether we like it or not, we are not the only agency to whom the professional naturalist may turn. We may have to improve rates of pay, availability of quarters, and conditions of work to continue to attract the cream of talent, and to hold our place of leadership in the field.

Museum and interpretation programs in our national parks are not confined to our borders in influence. At a recent meeting in Philadelphia of the United Nations Educational, Scientific, and Cultural Organization (UNESCO) International Committee on Museums, discussions indicated that wherever national park programs are under way in the world, the patterns for historic and natural history presentation and interpretation developed in our national parks are being followed. Chief Naturalist Carl P. Russell, of the National Park Service, has been appointed Chairman of the subcommittee on National Parks and Nature Preserves. This subcommittee, with other units of UNESCO and ICOM, will meet in Mexico City in November this year. At that time, representatives from most nations in the western hemisphere now operating or interested in national parks will be present. Out of the meeting a comprehensive review of the western world situation on nature education should emerge. Dr. Russell also expects to represent the National Park Service at a world-wide meeting of the whole committee in Paris in the summer of 1948.

We have not lost our way on the ground while our heads are in the clouds. We have found the American public appreciative of and solidly in support of the interpretive work as carried on by the National Park Service. A sampling survey to obtain a public appraisal of this program was conducted in 1940. Some 7,000 letters were received from park patrons. The uniform high praise was gratifying. Following war-time discontinuance of most of these services, there were many mail inquiries from interested persons during the winter of 1945-46, as to whether the program would be restored in 1946. Most of these letters were offers to wage campaigns, if necessary, to see that funds and personnel were provided. Fortunately, we were able to assure these correspondents that it was the intention of the National Park Service, with Congressional blessing, to resume this important work.

Park and Recreation Facilities in Federal Reservoir Areas

LT. GEN. RAYMOND WHEELER, Chief of Engineers, U. S. Army,
Washington, D. C.

ONE of the recognized problems of modern society is a proper use of the leisure afforded it by the industrial age. Particularly is this true of our own society. As the most highly industrialized of all Nations, we have more time free of work and a greater opportunity for making good use of this time than any other people in any other era. Recreation—outdoor recreation particularly—is a major solution to the strain of present-day living.

Congress has wisely recognized that the provision of areas and facilities for National Parks is a proper function of Government. It has also wisely taken advantage of the great experience and specialized knowledge of the National Park Service by authorizing the Service to bring its talents to the assistance of Federal, state, and local agencies in a proper planning for park and recreational development. The National Park Service has rendered an invaluable service and can justly view with pride its accomplishments in every region and every State of the Nation. The assignment has not been an easy one, and I sincerely congratulate the National Park Service on its accomplishments.

As most of you know, the Corps of Engineers, acting under authority of Congress, is responsible for the Federal program of improving and maintaining our rivers and other waterways in the interest of navigation and flood control. Many of the projects constructed under this program provide large reservoirs or artificial lakes incidental to the control of floods and storage of water. These reservoirs offer fine facilities to large numbers of people for boating, fishing, camping, and other outdoor recreational activities. Consequently, Congress, in the Flood Control Act approved December 22, 1944, authorized the Corps of Engineers to construct, maintain, and operate public park and recreational facilities in reservoir areas under the control of the War Department, and to permit the construction, operation, and maintenance of such facilities. This same Act also authorized the War Department to grant leases and licenses of lands in these reservoir areas provided that preference is given to Federal, state, or local governmental agencies.

This legislation brought the Corps of Engineers and the National Park Service into a close working relationship, and gave to them a common objective in the development of recreation in many of the reservoir areas. However, the approach to the development of these recreational potentialities is premised by the fact that the dams and reservoirs constructed and maintained by the Corps of Engineers are primarily for regulation, control, and utilization of the rivers and waterways. All collateral uses of the projects for public benefits are only a

part of the nation-wide development of our natural resources by a sound, orderly method—determined by Congress and executed by the agency directly involved in the various phases of that development. In the planning, construction, and operation of Engineer projects, full consideration is given to all phases of development, such as fish and wild-life preservation, pollution abatement, water supply, irrigation, hydro-electric power generation, soil conservation, and public recreation. Only in this way can we obtain the maximum public benefits and protect the rights of the States and the interests of the people.

In both our planning for, and our construction of, recreational facilities at these increasing number of dams and reservoirs, we have asked for and received the able assistance of the National Park Service. We depend upon, and respect, this assistance which the corps of specialists within the Park Service extend to us. I am certain that the two services will continue their splendid cooperation in this common objective, and that all the people everywhere will rightly benefit from our efforts through the resulting national network of park facilities.

Again, I congratulate all of you upon your splendid service to this and future generations of Americans.

A Program for American Forestry

In February, the members of The American Forestry Association overwhelmingly approved a program of measures designed to assure the Nation ample supplies of forest products and services through the wise management of forest lands. The Program and the forest and economic conditions on which it is based are presented in the following summary:

IN DEVELOPING a program for American forestry and putting it into effect through the cooperation of local, state and Federal governments and through the many private organizations, wood-using companies and timber growers, large and small, the American Forestry Association is stimulated by the condition of the forest resource and by the opportunity which the practice of sound forestry presents to the American people.

All is not well with the forests. On the other hand, the forest situation is such that it gives encouragement to forestry leaders everywhere. There is still time to put our forest resource house in order. But now is the time to act. Economic conditions and demands for wood and wood products are such that forestry—sound forestry—can be made to pay dividends to the timber owner and operator and to the Nation.

America's need for forest products and services will remain at a high level. Aside from immediate requirements for domestic industry and other uses, the United States should be prepared to resume substantial foreign trade in forest products and to carry its share in rebuilding the war shattered countries of Europe and Asia. We need also to develop our forests to sustain the current expansion in the use of cellulose and the new technologies in processing wood.

The war and previous drains made heavy inroads upon America's forests, but by no means exhausted them. They still contain 1,600 billion board feet of sawtimber. The yearly drain upon them is estimated at 54 billion board feet. This is partly offset by an annual growth of 36 billion board feet.

Deficiencies in the present status of American forestry are evident and challenging. Nearly a third of our private forests are still without organized protection from fire. Tree insects and diseases continue to impose an excessive drain. Present growing stocks are deficient both in quantity and quality. Cutting without regard to future production continues on vast areas of forest land. The annual timber growth is not more than half of that possible under intensive management; and the current ratio of sawtimber drain to growth is as three to two. Widespread ignorance of timber growing practices and economic returns among forest owners and operators continues to be a major handicap to full production. Popular understanding and appreciation of the value of forests to public welfare and national security are widely lacking. Surely, this spells the need for a forestry program.

In fact, in the minds of many persons the negative appraisal of the

forest situation given above is anything but encouraging. To them, it spells disaster—a disaster that can be forestalled only by the strictest regimentation of the resource and operations dealing with it.

But let us take a look at the other side of the ledger. The accomplishments in forestry are notable. Forest research has come a long way, to the point where we know how to manage our timber stands, how to utilize species of trees and grades of wood which formerly were left in the woods or discarded at the mill.

The development of the national forests, the expansion of state forests and effective work by other public agencies have substantially strengthened the national situation. All public needs and services are receiving increasing recognition in forest management.

Protection from forest fires has made great headway since the policy of state and Federal cooperation was adopted in 1911. During the same period there has been a gratifying increase in the volume of young timber. For the first time, the U. S. Forest Service has found overall growth in cubic feet approximately equal to the overall drain including loss from fire and other causes. While the yearly timber growth is deficient in sawtimber and quality woods and is badly distributed geographically in relation to consumption, it shows definite improvement over any previous estimate.

Outstanding among long-range gains is the progress of industrial forestry. This steady progress is reflected in the market for cut-over lands, in the steady expansion of "tree farms," and in the 40 percent of private forest holdings over 5,000 acres each now under good forest practice. This indicates a powerful economic incentive to regrow forests—an incentive that did not exist 20 years ago.

Another encouraging change is the recent trend toward state control of cutting practices, now in the course of development in 15 states.

In spite of these significant advances, a large task remains to attain satisfactory production on all forest lands and especially on those available for economic use. Because of these advances, The American Forestry Association believes that the time is ripe to bring together the efforts of all agencies and organizations, local, state and Federal, public and private in a coordinated program which recognizes both the problems of the forest resource and the most effective measures to be taken.

The purpose of the American Forest Congress which convened in Washington in the fall of 1946 was "to dramatize to the American people the condition of their forest resources after four years of war, to bring together representatives of government, industry, agriculture, labor and the public for joint consideration of the forest situation, and to enlist the aid and support of citizens interested in the preservation and use of forests in formulating a national program of forestry."

Despite the diversity of opinion at that Congress, not on what needs to be done for American forestry, but rather as to who should do it and





how it should be done, the Association has developed a program which has been overwhelmingly accepted by its membership and by a large number of other organizations and agencies. The program consists of 30 points designed to bring the forests of the United States into full productivity in terms of wood production, watershed protection, parks, wildlife conservation and other values. It recognizes that the forests cannot be brought to this stage overnight, either through the application of this program or by any other method. The attaining of full forest productivity will be a long-term proposition, but immediate results of concerted action will be evident as the program progresses.

The program follows:

Protection of the Forest Resource from Fire

1. Federal, state and private expenditures necessary for the effective protection of all forest and watershed lands.
2. Continued aggressive development of cooperative protection under the Federal Clarke-McNary Act with financing in keeping with current costs and the requirements of intensive, long-term forest management, including prompt extension of organized protection to all forest lands not now receiving it.
3. Establishment of citizens' organizations in each State to provide leadership in stressing public responsibility for fire prevention; reducing the number of man-caused fires and vigorously supporting adequate state protection organizations and expenditures.

Protection of Forests from Insects and Diseases

4. Federal legislation to authorize the Department of Agriculture to cooperate with the States and private land-owners to eradicate or control forest insect and disease outbreaks, with adequate appropriations—including emergency funds immediately available for prompt action.
5. Development of more effective methods to prevent the introduction into the United States of forest diseases and insects from foreign countries by strengthening existing port inspection and foreign observation services, and by providing for prompt detection of introduced diseases and insects.
6. Provision in state and Federal organizations for a larger staff of experts to educate forest owners in management practices for controlling insect and disease losses.

Education of the American Public

7. A coordinated nationwide campaign by all interested agencies and organizations employing every available medium to impress the average citizen with the importance of forests to economic and social welfare.
8. Concerted action by appropriate groups, agencies and organizations in each state to bring about effective private, state and Federal policies and programs of forest management and utilization.

Education and Assistance for Forest Owners

9. Vigorous nationwide expansion under Federal leadership of advice and technical assistance to owners of small forest properties, whether attached to farms or not.
10. Expansion of forest educational and extension programs in agricultural areas to reduce woodland depletion by livestock.
11. Provision by each state for registration of consulting foresters competent to provide advice and service to forest owners and operators.

12. Inclusion of the woodlot in farm planning as an important resource of the farm. Forestry should be an integrated part of the activities of soil conservation districts. Agricultural colleges should offer elementary courses giving prospective farmers, county agents, and other agricultural workers an understanding of the importance of woodlands in farm economy and some knowledge of their management. The participation of vocational agricultural teachers in instruction on farm forest management should be encouraged.

13. Aggressive and persistent campaigns by forest owners themselves, forest industries and trade associations to extend improved forest practices and sustained-yield management. Forest industries which buy logs or pulpwood from woodland owners or contractors should, as a procurement policy, instruct their suppliers in good forest practice.

14. Advice and assistance by Federal, state and local educational or industrial agencies to the smaller conversion plants in wood-using industries, commonly unable to employ adequate technical assistance.

Control of Destructive Practices

15. Requirements by state law that forest owners avoid unnecessary destruction of growing stock and young growth and follow practices that will maintain continuous forest production on lands not to be devoted to other uses.

Forest Planting

16. Expansion of tree planting activities sufficient to restore non-restocking and poorly stocked forest land to productivity within a reasonable time or to introduce more desirable species, with the specific objective of planting not less than 20 million acres in the next 12 years. The cooperative program under Section 4 of the Clarke-McNary Act should include non-farm as well as farm land. State and Federal appropriations for the production of planting stock should be greatly increased.

Stock distributed from public nurseries should be limited to plantings for forest products, wildlife food and cover, watersheds, erosion control, and wind-breaks or shelter-belts.

Forest Taxation

17. State action where necessary to relieve forest owners from disproportionate burdens now imposed on forest lands by the general property tax and other state or local taxes.

18. Amendment of inheritance and estate tax laws to permit the payment of such taxes on forest properties in installments over a reasonable period of years.

Forest and Wood-Use Research

19. More and better coordinated research in timber growing and harvesting and in the use and processing of wood. The Federal and state governments, educational institutions and private operators should all participate in coordinating their research programs, identifying the most urgent problems and unifying efforts for their solution.

Greatly increased effort should be devoted to getting the results of research into actual use or practical test by operators.

Forest Credit and Insurance

20. Long-term forest credit and insurance facilities, to encourage intensive management of woodlands and continuous production of timber.

Intensive Timber Production

21. Rapid extension of more intensive forest management practices on all lands devoted primarily to timber production. Such practices include:

- (a) Progressive construction of access roads into commercial areas of virgin timber to provide better protection, utilize over-ripe trees and thereby increase rate of growth.
- (b) Extension of public timber sales or private logging into areas yet undeveloped so as to put all commercial forest lands into actual sustained production as rapidly as possible.
- (c) General use of thinnings and improvement cuttings to forestall mortality losses and increase growth, and of harvesting methods that insure a satisfactory new crop.

Cooperative Sustained-Yield Units

22. Continuing action by Federal forest agencies to carry out the provisions of cooperative sustained-yield laws, particularly where state or private lands are available for unified management.

23. State legislation, where lacking, to permit placing state forest lands in joint management units with private or Federal holdings where desirable.

Federal, State and Private Forest Ownership

24. A State-by-State study of the desirable relationship between Federal, state and private ownership, with a view to mutual understanding and agreement among all classes of forest owners as to further Federal and state acquisitions.

25. Designation of a committee by consultation of the groups concerned in each State where Federal forest holdings exist, representing the state, private forest owners and industries and the national agencies. The committee should undertake realistic planning and agreement on future public forest acquisition, by either Nation or State, in the light of present trends in private management and related conditions. The same committee should provide for the current discussion of live problems in the relations between the classes of forest owners.

26. Early action by Congress to provide yearly payments on a reasonable and uniform basis to local governmental units in lieu of taxes upon Federal lands.

27. Full recognition of wildlife, watershed, recreational and other non-timber values in the acquisition and management of forests by public agencies.

Current Forest Inventories

28. Continuation of the forest survey by the U. S. Forest Service; and aggressive action by individual states to intensify the survey in their boundaries.

Recreational and Esthetic Values

29. Full recognition in forest land administration of the human values inherent in State and National parks and other areas set apart to meet the recreational, cultural and spiritual needs of our people. Provision should be made for their preservation free from any use that will interfere with the complete satisfaction of these needs.

What the Association Will Do Next

The program is essentially a statement of policies. They must be put into effect by public, legislative and administrative actions and by the supporting activities of industries, civic-minded organizations and public-spirited men and women in all fields of American life. To this end, it is proposed:

30. To organize the American Forestry Council through which interested individuals, groups, organizations and agencies will participate actively and collectively in translating this program into concerted National action.

In carrying out the provisions of the program, The American Forestry Association is working through existing organizations. It proposes no new organization, but it is calling upon established groups in all regions, States and localities to aid in:

1. Developing an ever-increasing appreciation on the part of the general public of the importance of good forestry to individual and general welfare. Progressive accomplishment of the long-range objectives of the Program requires the support and understanding of the general public. This is to be undertaken through a broad educational approach.

2. Obtaining increased services designed to inform the millions of owners of small and large areas of forest lands throughout the Nation as to their opportunities to utilize their properties for the continuous and profitable growing of trees. Such activities include on-the-ground demonstrations and informational and technical assistance to forest owners in the development of better methods of forest management. These services are logical activities of county, state and Federal agencies and organized private endeavor.

3. Encouraging State and local governments, public and private agencies, to take greater responsibility and leadership in dealing constructively with their own forest and conservation conditions and needs, including protection, reforestation and harvesting methods adequate to keep forest lands productive.

4. Serving as a clearing house of information relating to the various activities carried on by the many groups engaged in work in line with the objectives of this Program. This will make for better integration and coordination of forces.

5. Enlisting interest, participation and cooperation in advancing the Program among all conservation, educational, civic, youth, farm, labor, financial, industrial and other groups and organizations.

The Look Ahead

There are numerous agencies now engaged in local, state and National activities of a forest educational nature. They provide a very substantial foundation on which to build the larger campaign called for (a) by enlisting support and action from other groups and organizations of which there are hundreds throughout the States, and (b) by supplying suitable educational material now urgently needed on all levels, local, state and National.

The Association will augment its staff to service the Program by aiding in the development of cooperative action on the part of as many individuals, groups, agencies and organizations as it may be possible to enlist. Special emphasis will be placed on providing assistance on the State level.

It will organize the American Forestry Council as called for by Program proposal §30 through which interested individuals, groups, organizations and agencies will cooperate actively and collectively in translating the Program for American Forestry into concerted action. Members of the Council will be appointed by the Board of Directors to serve for specific terms and will be selected from leaders in the different fields of forest interest and public affairs who are in accord with the objectives of the Program. The functions of the Council will be advisory to the Board of Directors of The American Forestry Association. In addition, the Council should furnish the primary means of coordination and should serve as an effective clearing-house of information and action.

The full development of Program action will take time and it will need the correlated energies of leaders and organizations throughout the country. In many places these leaders and organizations exist. This will be a major function of The American Forestry Association and of other existing well-established organizations.

ON THE CONSERVATION FRONT

Program of the Izaak Walton League

KENNETH A. REID, Executive Director, Izaak Walton League
of America, Chicago, Ill.

EDITOR'S NOTE.—This is an authorized condensation of an address by Mr. Reid at Purdue University, May 21, 1947.

CONSERVATION problems in general arise from the natural conflict between the desire of the individual for personal gain through exploitation of natural resources and the adverse effect of such exploitation on broad public values inherent in them. Human nature is such that with most individuals the personal advantage consideration outweighs the public welfare consideration.

The Izaak Walton League, founded twenty-five years ago to promote good fishing opportunities, soon discovered that good fishing is but the end result of good water management. We consider that the League has four principal objectives:

1. *Land Management:* Since the bulk of our land area is in private ownership and there is little or no positive control over what the owner cares to do with his own land, our effort here is of an educational nature to bring about better land practices which will ensure a sustained yield of the renewable natural resources, while at the same time preventing the destruction or loss of the basic resource, the soil. We believe that every landowner has at least a moral responsibility to maintain natural resources on his property so that the land will be productive for the next owner, whether it be his son or someone else; and that the sum total of the proper use or misuse of private lands is of public concern because misuse will have bad effects on the whole watershed and the people living in it. Ruthless cutting of timber without regard for future stands will aggravate floods, droughts and soil erosion and adversely affect the property of the people below. Similarly, improper farming practices will cause the topsoil not only to leave the land of the owner, where it is of value, but become a public nuisance in silting up the streams and the property of downstream landowners. Perhaps the most flagrant instance of one man's private business automatically becoming everyone's business is when the factory discharges its raw wastes into a public watercourse.

But in addition to the problems presented by private land there are in the Federal estate approximately four hundred and eleven million acres of Federal Land. This land belongs to all the people, and every citizen is an equal shareholder therein, regardless of whether he may or may not be a direct user of this land or any of its resources. The management of this land, its water and other natural resources being distinctly a public matter in which broad public values and the inherent right of the public to the use and enjoyment of those values, must be

paramount to the desires of any individual or special interest or locality to exploit those lands or their natural resources in a way adversely to affect broad public values. The League's public land policy is based on a resolution of long standing opposing the granting of any special rights or privileges on Federal Lands superior to those of the Government or the public.

For many years most of the Federal Lands have been subject to domestic livestock grazing under lease. Such use, when properly regulated, may not be inimical to broad public values, but when the demands of permittee stockmen result in overgrazing of the range, watershed and other public values suffer great damage. Unfortunately, the grazing fees on these Federal Lands are only a fraction of what they would be for the same number of livestock on private land. This makes Federal grazing permits most desirable and invites overstocking the range. For instance, up until this month the grazing fees on Taylor Grazing Land have been one cent per sheep per month and five cents per cow per month. They have just been raised to one and three-quarter cents per sheep per month and eight cents per cow per month. Even so, these low fees constitute a considerable indirect subsidy from the whole public, including stockmen who own and pay taxes on their own land, to the favored few who hold Federal grazing permits.

But, in spite of their most favorable position, these permittee stockmen are not satisfied. They have gained virtual control of Taylor Grazing Lands through the advisory Committees composed entirely of permittee stockmen, which in effect have become Administrative Committees. Now they want the same thing on national forests and have for several years introduced legislation to that end, the current version being S-33.

These permittee stockmen represent but a fraction of even the western livestock industry. They purport to speak for the livestock industry, but their real objective is to gain vested rights for themselves, and themselves alone, on vast areas of Federal Lands in the West. If the livestock growers of the midwest and other sections of the country who own and pay taxes on the land they graze, and who, incidentally, raise the great bulk of the livestock of the Nation, ever wake up to the inequities of this situation and realize that they, as part of the public, are helping to subsidize favored competitors in the Public Land States of the West, they should be the most potent factor in holding, summarily, this attempted landgrab of a few.

The basic cause of the controversy is that the permittee stockmen are loathe to admit the fundamental fact that these lands belong to all the people. They contend that because they have grazed their livestock on these Federal Lands such grazing has given them a vested right in these lands. This philosophy has no foundation in law, is distinctly contrary to the public interests and we shall oppose it.

Emboldened by their success in practically taking over the Taylor Grazing Administration there occurred a marriage of convenience between the principal national cattle and sheep associations from which issued the Joint Livestock Committee. The avowed purpose of this Committee is to gain possession of the bulk of the Federal estate through the following steps: (1) Ceding to the States from the Federal Government of all Taylor grazing and Public Domain lands desired by these stockmen; (2) Purchase of this land by these permittee stockmen at prices ranging from nine cents to two dollars and eighty cents an acre, with terms ten per cent. down, balance in thirty years at one and one-half per cent. interest—amounting to a virtual gift. Bear in mind also, that no one would be permitted to buy this land except those who now hold grazing permits on it; (3) Elimination from the national forests of large areas which these stockmen consider primarily valuable for grazing; (4) Elimination from the National Parks of many areas "that never should have been included in the national parks."

There you have the picture of about as high-handed special interest legislation as anyone ever conceived. So far, such legislation has not been introduced and we doubt if it will be in this session of Congress because the public, and stockmen in general, is becoming more and more aroused as it learns more about these utterly selfish and high-handed designs of the landgrabbers.

The current controversy over the Jackson Hole National Monument is but a trial balloon in the larger movement of special interests, and particularly a segment of the western livestock industry, to take unto themselves the bulk of your Federal estate. The attempt to abolish this splendid area as a National Monument is part and parcel of the larger landgrab movement. This was quite apparent at the hearings on the Barrett Bill, H.R. 1330, to abolish the Jackson Hole National Monument, when one looked around and saw that the supporters of this abolition bill were the same people representing the same organizations that are behind the larger landgrab movement.

2. *Wilderness Preservation*: The Izaak Walton League of America contends that the right to see and enjoy some bits of natural country as God made it, free from roads, structures, or commercial or industrial developments, is a part of our natural heritage that should not be sacrificed to the greed of a few, and that the remaining areas of wilderness are less rather than more than the future needs of the country and its people. Therefore, we oppose any and all invasions of our remaining wilderness areas.

The bulk of remaining areas that can be classified as wilderness today are embraced within the wilderness areas of the National Forests and some of our larger National Parks. The total of all the wilderness areas in all the National Forests is but three-quarters of one per cent of the land and water area of the United States, and the total of all the Na-

tional Parks and all the National Monuments, much of which cannot be classed as true wilderness, is but another sixty-five hundredths of one percent, making a total in these two land classifications of approximately one and four-tenths percent. Bear in mind the fact that the wilderness areas of the National Forests represent the poorest land—the land that nobody wanted in all the various waves of settlement that have swept across the country—and that much of the National Park area is very low in such material natural resources as timber or forage. Consider the barren or snowclad summits of Glacier and Rocky Mountain and the barren, inaccessible mountains of Grand Canyon National Park—the material natural resources that they contain is much less than their area would indicate. Even if all the forage, timber and other material resources were completely exploited or completely bottled up, that would not make a ripple in the economic life of America. The loud clamor for invading them is purely a matter of local greed, rather than national need.

3. *Water Management.* It has long been a settled policy of the League that before any large river developments be authorized, much less constructed, all values be considered from a broad public standpoint. In the first decade of the League's history the League was in constant conflict with private power companies which saw in a running stream only so many kilowatt hours going to waste and would ruthlessly construct their dams and diversions without regard for the adverse effects they might have on the public values inherent in a natural stream, and with drainage promoters engaged in wholesale drainage of shallow lakes and swamps for agricultural land, regardless of national need and regardless of the adverse effects of such drainage on floods and droughts, to say nothing of waterfowl and fish.

During the past fifteen years, Government bureaucracy seems to have taken over the role of private exploiters of water. Ignoring the fact that some of the hydro developments of the past, and many of the drainage projects, have proven to be white elephants—and it is only natural that the first ones developed would be the most logical ones—government agencies have scoured the country like a horde of locusts, seeking out every conceivable dam site for the maximum possible development of hydro power, the maximum possible development of irrigation, navigation and flood control, including much actual drainage under the guise of flood control, with little or no regard for national need, economic soundness or adverse effects on public aquatic resources, existing agricultural land or other values. It has become the greatest pork barrel ever conceived by the human mind and the No. 1 headache to the Izaak Walton League and other conservation organizations.

Last year real headway was made in coping with this problem through passage of Public Law 732, embodying roughly the water policies the League has long advocated. The basic provisions of this act are: (1)

That there be comprehensive biological surveys on a par with and at the same time as the engineering surveys; (2) That appropriations for such biological surveys be concurrent with any appropriations for engineering surveys; and (3) That full reports of both surveys constitute the report to Congress, giving Congress for the first time a full and complete balance sheet of all values, existing and potential.

Strict adherence to the provisions of Public Law 732 will do much to correct the abuses of so-called "public water conservation" which in effect is generally private water exploitation at public expense. But the great dam-building agencies of the Federal Government have to be constantly reminded of the provisions of this law, and even Congress itself seems to be forgetful of the wise safeguards it placed in this act.

We doubt if any man in or out of Congress really knows the total of the vast backlog of river development projects authorized in the various River Omnibus Bills of the past few years. According to the best information available, these projects already authorized total more than six and one-half billion dollars. Therefore, both in the light of commonsense economy, which is badly needed, and in order to permit the biological surveys provided for in Public Law 732 to be made, it would seem the part of wisdom to declare a moratorium on any future engineering surveys for river projects, and also to dig out for reexamination at least some of that vast backlog so hastily authorized without full information.

4. *Water Pollution.* Twenty-five years ago, in the very first issue of the League's publication, the late James A. Henshall made the statement, "Pollution is the most important problem the Izaak Walton League will have to solve." In the next issue he said, "Federal control is the only answer."

That the doctor was both a keen analyst and a good prognosticator has been borne out by the record of twenty-five years of effort to control or eliminate pollution. After fifteen years of the local chapters working on local pollution problems, the state divisions working for better legal control by state agencies, the net result was an increase in the sum total of pollution throughout the United States. To be sure, improvement or correction was affected here and there, but meantime new sources of pollution were added to more than offset the correction of existing pollution. It was then that the League concluded that something more than public education, plus local and state control, was needed if the job was ever to be done. That something more was Federal authority to control pollution if and when state or other existing agencies demonstrated either their inability or unwillingness to do the job.

The first of the present series of pollution control bills was introduced in January, 1938. As a flank attack, several other bills purporting to control pollution, but actually giving not one iota of authority to any agency to control any pollution, while providing funds for further study

and investigation, were introduced. Since then, for more than ten years, there has been a deadlock in national legislation, with conservation forces supporting an actual control bill and the polluters supporting a mere subterfuge intended to act as soothing-syrup on the public while guaranteeing to polluters, at least for a considerable period, no interference with their present practices.

Unfortunately, until recently, many state health officers, wittingly or unwittingly, aided and abetted the cause of pollution by opposing any Federal control. In many cases their frantic waving of the States' rights banner was actually to cover up States' wrongs of an inefficient or politically controlled state health department that had no intention of forcing polluters to do anything against their will. Furthermore, it is rare, indeed, when one can find a state health department that is not itself an offender through the discharge of raw or inadequately treated sewage from state hospitals, insane asylums and other state institutions. We contend that a state health department is at a distinct disadvantage in trying to induce municipalities and industries to take care of their pollution when the state itself does not have clean hands.

We are happy to say that this picture has changed for the better. As a result of a number of conferences during the past year, with various public health and sanitary engineering organizations, the gap between the two philosophies on Federal legislation has been considerably narrowed. As a result, for the first time in more than ten years, all of the bills before the national Congress on the subject of water pollution control contain some enforcement features, and at the hearings before the Senate Public Works Committee, on the Barkley-Taft Bill, S. 418, fairly close agreement on the formerly opposing viewpoints was effected by those who testified.

In concluding my discussion on water pollution I would like to quote the League's governing policies on this subject: (1) Pollution is definitely a national problem and, to be effective, control must be uniform on a nationwide basis; (2) The cost or profit of treating industrial waste at its source is a legitimate cost of the manufacturer of the product and must be so considered by industry; (3) The responsibility for discovery or development of treatment matters is the responsibility of industry—not of Government; (4) The many so-called unsolved treatment problems will be quickly solved when industry is obliged to do so; (5) It is self evident that existing control over pollution by the State is ineffective and that Federal control is essential to eliminate the stumbling block of competitive disadvantage which nullifies State enforcement.

IN THE STATES

STATE PLANNING

Observations on State Planning Agencies and Their Work with Special Reference to Wisconsin

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IF THE following seems to be too highly reminiscent of the history of the activities of the Wisconsin State Planning Agency, I crave your indulgence. In a new activity, such as our state planning agency was at the time our work began, there was little to serve as a guide. Regional planning was just a vague term. We were obliged to develop our own experience, and the philosophy which is a result of it can best be set out by referring to that experience. We think that there has always been planning by the sovereign, which is the State; that the legislative bodies, Federal, state, and local, which control the purse strings, are the real planning agencies; that they are rather accurate reflections of the population that elects them, in whatever mood it may be at the time of the particular election; that the best way to improve government is for the people to have a better understanding of its procedures; that the way for them to learn is to participate more actively in government; that the function of an organized planning agency is to assist them in so doing, and especially at the local level.

Just when was the beginning in the United States of state agencies established specifically for planning I do not know, but it is probable that ours, here in Wisconsin, is one of the oldest, if not the oldest. Its beginning was through an Act of the Legislature of 1929 which directed the State Highway Commission "to employ a director of regional planning whose duties shall be to cooperate with and assist all local planning agencies in the State to the end that their activities may be properly coordinated in the interests of the State as a whole, to gather and disseminate city, town and regional planning information, to cooperate with the conservation commission in the development of a recreational system plan for the State, and to cooperate with the state board of health in the regulation and control of lake and stream platting." It was provided that the Director of Regional Planning should be a civil engineer or a landscape architect with not less than five years' practical experience in city or regional planning work. The next step was taken two years later, by the Legislature of 1931 which created a State Regional Planning Committee consisting of the State Chief Engineer, one member from the Highway Commission, one from the Industrial Commission, one from the Public Service Commission; the State Health Officer and the Conservation Director; and the State

Director of Regional Planning, who was designated as the Secretary and Executive Officer.

Though selected for the position of Director of Regional Planning shortly after the Act became effective in 1929, the reason why the appointment to the position was vested in the Highway Commission is still unknown to me. Presumably the sponsors felt that the Highway Commission could meet the expense connected with the position without the necessity of a special appropriation for the purpose, and possibly the reason why the Highway Commission selected me was because of my long and varied experience in highway work and a feeling that I would be useful in their work. When entering on my duties, my ideas of how to go about the performance of them were of the vaguest, concerned principally with various highway activities, those that would conform most closely with the statutory specifications. There was a conference with the Conservation Director the purpose of which was to discuss with him the development of the recreational system plan for the State as specifically directed by the statute. He gave me to understand in no uncertain terms that all recreational activities of the State were the business of the Conservation Department and none of mine, regardless of the statutory directive. As regards activities outside of those relating rather directly to highways, there was a period of wandering in the wilderness which was not terminated until late in 1933, when President Roosevelt set up the National Planning Board and took steps to set up state planning organizations in all the 48 States. At the time there were only two States that had anything in the way of going planning organizations. One of those was New York, the other Wisconsin with its Regional Planning Committee and Director of Regional Planning.

In early 1934 we were provided with a consultant designated by the National Planning Board and a numerous staff drawn first from CWA and later from FERA. As was prescribed by the consultant, we went through the procedure of drafting a report which bore the resounding title "Planned Progress Through Federal, State and Local Cooperation." It was followed by another report containing much of the same material but expanded and much better done, made on our own, with very little if any help from the consultant. It was through this process that our work began to assume direction. At one time as many as 35 people were on our FERA staff, some of them very capable individuals who worked efficiently and loyally, and it was from this group that our Planning Board staff was finally recruited, when the organization was placed on what might be called a permanent basis by the Legislature of 1935. This was through two companion bills, one of which provided an adequate annual appropriation; the other designated the organization as the State Planning Board, and expanded both its membership and its field.

The present membership of the Board, which is not substantially different from that created in 1935, consists of the Governor as ex-officio Chairman and the Director of Regional Planning as Secretary and Executive Officer. There are 16 other members of which 11 are prominent state officials, including the State Chief Engineer, the State Conservation Director, the State Superintendent of Public Instruction; and others are representatives of the most important state commissions, among them the Highway Commission, and the Public Service Commission. There are two representatives of the State University appointed by the President and three citizen members at large appointed by the Governor, of which one is designated as a representative of agriculture, one of labor, and one of business.

A significant addition to the field of the State Planning Board by the 1935 Legislature was through two new subsections of the statute which expanded its field. They are quoted as follows:

(5) *Correlate Data as to State Development.* The state planning board shall assemble and correlate data and information with reference to the development of the state and its subdivisions, and may include among other things data and information relating to the general character and extent of highways, waterways, waterfront and harbor developments, flood prevention works, parks, reservations, forests, wild life refuges, aviation facilities, drainage and sanitary systems, waste disposal works for the prevention of stream pollution, waterworks, railroad and motor vehicle routes, power transmission facilities, public buildings, and other public works or facilities, which may be appropriate subjects of state concern; work opportunities; also the general location and extent of forests, agriculture areas and open development areas for purposes of conservation, housing, food and water supply, sanitary and drainage facilities and the protection of urban and rural development; also a land utilization program, including the general classification and allocation of the land within the state amongst agricultural, forestry, recreational, soil conservation, water conservation, industrial, urbanization and other uses and purposes.

(6) *Purposes of Studies of Board.* The studies made by the state planning board shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted, efficient and economic development of the state, which will, in accordance with present and future needs and resources, best promote the health, safety, order, convenience and welfare of the state as well as efficiency and economy in the process of development. All state boards, commissions, departments, and institutions are directed to cooperate with the state planning board to further these ends.

It will be noted that the expanded field of our State Planning Board, as set out in the two paragraphs quoted, is so inclusive as to be capable of a construction by which the Board could concern itself with the activities of substantially every other state department and thus become unpopular with everybody. Happily, we have had enough foresight to avoid this pitfall.

The Legislature of 1935 left us in a particularly favorable position. We had an adequate appropriation, a first rate staff and a friendly state administration. This situation was continued through 1938, the only drawback being that my work as director was interfered with by reason

of having to serve for nearly two years during that period as the State Administrator of WPA, which absorbed my time so completely that there was little left for anything else. The situation was saved by my able assistant, but he too was obliged to operate at a disadvantage by reason of my inability to help him as should have been done.

In 1937 the Legislature set up a Department of Commerce whose duties called for activities similar to those presently being carried out in a number of States by state resources and development commissions. The 1938 elections, however, brought a new state administration, one with a philosophy very different from that which had preceded it. The State Department of Commerce was promptly abolished. A determined effort was made to do the same with the State Planning Board, but this did not succeed. A bill having the same purpose was introduced in the Legislature of 1941, but this was soon withdrawn by its author. The Legislature of 1943 was very friendly. It continued the State Planning Board's regular appropriation, and in addition made it the official state agency for the promotion of airport development with an annual appropriation for that purpose. The Legislature of 1945 also was friendly and continued both of these appropriations. The Legislature of 1947 being confronted with demands for appropriations greatly in excess of all foreseeable revenues, is highly critical of all appropriation measures, those of the State Planning Board along with the rest.

During the 12 years since the Acts of 1935 placed our Board on a sound going basis, it has made a number of studies, the results of which have been issued in various bulletins. The legislative directive looking to the development of a recreational system plan for the state was fulfilled in a joint report by the State Planning Board and the State Conservation Commission issued in January 1939. Other studies relating to recreation and park development were our Bulletin No. 3, "A Conservation and Recreational Plan for Southeastern Wisconsin;" our No. 12, "A Recreational Plan for Vilas County," an area depending principally on tourist business for its economic support; and our latest, Bulletin No. 17, a study of certain proposed state park developments made following a legislative directive.

During late 1937 and 1938 a number of water resources studies were made. The first of these, which was concerned chiefly with problems of flood control, was Bulletin No. 5, "The Fox River Valley." This was at the request of an association of municipalities bordering on Lake Winnebago. Three interests were involved, one of which desired the pool maintained at the level most favorable for the development of hydro power and for navigation, which was as high as practicable. Then there were the farmers who wanted the level as low as possible. Lastly, there were the municipalities which wanted the water level maintained at an elevation in between. It is rather significant that the controversy re-

garding the pool level which had been rather spirited prior to this bulletin has been quiet since its issuance.

This was followed by Bulletin No. 6, "The Proposed Wisconsin-Fox Rivers Development Plan," which also was a discussion concerned with flood control and hydro power, including a diversion of water from the Wisconsin into the Fox. The next, Bulletin No. 9, "The Horicon Marsh," was of material assistance in bringing about an agreement in a controversy of long standing, the question at issue being whether the Horicon Marsh, an area of about 30,000 acres, should or should not be developed as a wildlife area.

The latest water resources bulletin is our No. 10, "The Milwaukee River Basin," in which various proposals for the abatement of floods on the Milwaukee River were discussed. It is significant here also that a controversy which had been spirited to say the least, subsided after its issuance.

Our Board also cooperated actively in the work of the Northern Lakes States Regional Committee, an organization of about 25 people, composed of representatives of the States of Michigan, Minnesota and Wisconsin, and of various branches of the U. S. Department of Agriculture and the Bureau of Mines, which was set up by the National Resources Planning Board by order of President Roosevelt following request of Congressman John Luecke from the Northern Peninsula of Michigan. The work of this committee, which had some very definite tangible results, centered around our Wisconsin State Planning Board staff, which may be said without any exaggeration to have provided the drive which brought the work to a successful conclusion.

The State Planning Board also sponsored a most ambitious and comprehensive, not to say voluminous, study of local government finance, which was issued in its Bulletin No. 13 in 1943.

The Board was literally thrust into the field of aeronautics. This resulted in early 1940, from the activities of the Regional Airport Engineer of the Civil Aeronautics Administration, who by his persistency around the Governor's office finally persuaded the Governor to direct the State Planning Board staff to lay out an airport system for the State. There was no desire on our part to avoid doing this; our hesitancy was because there was in existence a State Aeronautics Commission, which though dormant, still had legal existence, and we were reluctant to enter their field. But on receipt of the Executive order, we went to work with the result that the Planning Board was made the official state aeronautical agency by the Legislature of 1943 and its aeronautical activities continued by the Legislature of 1945. The 1945 Legislature, by the way, also created a new State Aeronautics Commission, with which our Board has cooperated closely during the current biennium. Pending legislation will terminate the aeronautical activities of the Planning Board and vest the entire program in the Aeronautics Commission.

Another activity into which the State Planning Board has been thrust relates to floods and flood control. This was the result of a series of floods which plagued the unfortunate Village of Spring Valley in 1942. A little later there were a number of other flash floods at various locations in the State with which the staff was obliged to concern itself. Unfortunately for these communities, our state constitution contains a provision which prohibits the State from engaging in all works of internal improvement except those which have been authorized by successive amendments, namely, in 1908 highways, in 1926 forestry, in 1945 airports. By reason of this prohibition the State was unable to do more for these communities than to give such immediate relief as would alleviate human suffering. But the staff was able, through studies which it made of floods and flood control, and the application of these studies to the particular places, to advise these communities regarding their true situations, as the result of which they were enabled to consider proposed flood control measures in their true perspectives.

Another important activity which is popularly associated with our State Planning Board, though in reality it is the function of the State Director of Regional Planning who is the Secretary and Executive Officer of the Board, relates to land subdivision plats. As the result of a bill sponsored by the State Engineers Society, the 1935 Legislature repealed and recreated Chapter 236 of the Statutes relating to the platting of lands. The new chapter which has experienced only minor amendments during its life is a comprehensive measure which represents the best experience of the State's practicing engineers in land subdivision matters. In addition to the approval of the local governing bodies, one of its provisions was the requirement that all land subdivision plats located outside the limits of incorporated cities and villages must have the approval of the Director of Regional Planning in order to be entitled to record in the office of the Register of Deeds.

In considering plats submitted for approval, the Director of Regional Planning has based his decision on compliance with the statutory provisions applicable to the plat and on compliance with local ordinances where there were such. If the plat as submitted complies, it is approved; if not, the subdivider is advised wherein it fails to comply. Approval is neither given nor withheld because the plat represents land use that is good, bad or indifferent. Not being authorized by law to set up any regulations, the Director of Regional Planning has insisted on only one point in addition to the statutory requirements, namely, that all roads and streets within the plat must have a width at least equal to the minimum that might be laid out by a town board following the statutory procedure, which is 3 rods or 50 feet in practice. But with the passage of time there has come an increased recognition of the value of the staff's experience in land subdivision, with the result that the staff's advice is often solicited with reference to layouts, and freely given.

The foregoing narration is for the purpose of illustrating the experience which has influenced our thinking. Needless to say, we have been in constant and continuing contact with individuals, principally local officials, but also with civic groups and even with private individuals in matters of public concern. We have become takers-on of all comers. It was by reason of the ability of the staff to deal with new situations that it was selected as the service agency for the State Council of Defense, with the Director designated as the Secretary of the Council. When some new problem, outside the fields of any of the administrative state agencies, presents itself, those concerned with it generally find their way to our door. We help them if we can, but are very frank in setting out our limitations. We offer no advice unless it is solicited, but when solicited people are told what we think is appropriate, whether such is agreeable or otherwise. The recipients are free to accept or reject, in fact we urge them to be critical and follow our advice only if they really and truly believe in it, not to accept it simply because of the source. We require them to do as much of the work as possible through their local resources or employed practitioners. We desire no authority, considering that such would be highly detrimental. We avoid entering the fields of other state departments unless invited by them or by direction of superior authority. But when a job is undertaken, we spare no efforts in carrying it to a satisfactory conclusion, or if this is impracticable, to go as far as we can. During the years that have passed we have accumulated an extensive and varied experience, also records that are of the greatest value in the execution of the work. As a result of this policy, very satisfactory public relations have been established over most of the state. Our staff is being consulted more and more.

Our procedures in connection with comprehensive city and county planning and the development of zoning ordinances, in which we are active, are typical. When requested to cooperate with a city or village in the development of a comprehensive plan and zoning ordinance, we first request the local governing body to adopt an ordinance establishing a city plan commission in accordance with state statute. When this has been done, we arrange for a conference with the local governing body and such other individuals as they may think desirable to have present, the Chamber of Commerce and local civic groups. At that time the procedures to be followed in connection with the preparation of a zoning ordinance are made clear. The first step is the preparation of a base map. Usually the municipality has a map of some kind, which can be rendered satisfactory for the purpose and from which copies can be made. Sometimes these maps leave much to be desired but we have a staff member who is very skillful at reproductions by photostatic processes, and we can generally produce a satisfactory result from a very meager beginning. In the case of a very small village with which we are now working, the base map was prepared from an original bearing the

date 1836 but made by a very skillful draftsman. This was sadly worn and badly tattered in spots, but we were able to provide a reproduction.

The base information which we require for preparation of zoning ordinances is generally shown on four base maps as (1) lot areas, (2) lot widths, (3) side yards and setbacks, and (4) present use. This information is supplemented by any other special data which may appear to be necessary in the particular case and by such field trips as the job may require. These field trips by staff members are held to the very minimum, it being the theory that the administration of a zoning ordinance is successful only in proportion to the knowledge of it which the administrative officer may have. Therefore, the procedure of the State Planning Board staff is to recommend at the time that it is determined a zoning ordinance is desirable, that the administrative officer be selected at the same time, and that that individual be instructed to cooperate with and work under the direction of the State Planning Board staff in gathering the foundation data; also that he sit in on all meetings and all discussions having to do with the development of the text of the zoning ordinance for the purpose of learning as many of the answers to the zoning problems as he may be able to absorb. It is frequently found that there are in these smaller communities individuals who logically fall into the position of zoning administrator. Sometimes it is the fire chief, who frequently acts as a building inspector. In the cases of communities that operate utilities of various kinds, that is, water works, sewage disposal and sometimes electrical plants, it may be the utility engineer. Generally these men either have the time or have assistants who can undertake such field work as is necessary.

When the development of a zoning ordinance is undertaken, the necessity of doing as much of the work locally as possible, and the desirability of this course is emphasized and strongly recommended for two reasons. One is that the State Planning Board staff is too small to do more than provide advice and supervision. The demands on its time are such that it cannot even begin to undertake the field work that would be necessary. We are at present concerned with some 50 odd zoning ordinances in as many cities and villages, which are at various stages of development. The other reason is that we are thoroughly convinced that the success of a zoning ordinance can be only as good as the knowledge of the administrative officer, and as was pointed out earlier it is essential that the administrative officer know more than just the rudiments of zoning. It is by participation in the development of the ordinance that he can really learn to understand it. Our experience indicates that there is no more disastrous reaction to zoning than an attempt to administer it by those who have no knowledge of its origin, or objectives, or who feel no responsibility in the attainment of those objectives.

When the field work has been completed, the data collected are

forwarded to the State Planning Board office where permanent study maps, coded in color, are made from the data collected. The next step, of course, is to draft the text of a tentative zoning ordinance and map showing proposed use districts. Copies of the text are made in sufficient number so that the city or village plan commission, or the county park commission as the case may be, will have individual copies so arranged that they can conveniently make notes or write such comments as they see fit.

When a sufficient opportunity has been given for the members of local governing bodies to study the ordinance, the staff members meet with them to clarify misunderstandings and to discuss the problems which might have arisen. The job of the State Planning Board staff from this time on is to keep the local authorities on the straight and narrow legal path while accomplishing their objectives. The discussions which arise at these meetings are usually highly enlightening to all concerned, and it is gratifying to note the intelligence of the questions and the amount of knowledge acquired by the local authorities through these discussions.

When the decisions to be arrived at have been made, the boundaries of the use districts settled, and the final text of the ordinance decided upon, the State Planning Board staff revises both the text and the map in accordance with these decisions and the ordinance then is ready for public hearings. After these hearings have been properly advertised, staff members usually attend and stand by to answer such questions as the plan commission may indicate and to clarify or to discuss such points as may arise. Further revisions may be decided upon after the public hearing, and if necessary both ordinance and text are again revised. The ordinance is then ready for presentation to the legislative body for adoption.

The services of the State Planning Board staff do not cease with the passage of the ordinance however. As a going concern, we are able to stand by to assist by giving advice in the administration of the ordinance at all times. The familiarity with the community which is developed during the making of the ordinance makes it possible to give intelligent assistance. The Planning Board staff has had placed before it administrative questions relating to zoning ordinances which we assisted in preparing some six to eight years previously.

The foregoing has to do with comprehensive zoning ordinances. If the community desires to develop a comprehensive city plan, the same procedure is followed.

It will be noted that the procedure described is similar to that customarily rendered by a planning consultant, except that in the procedure we follow the local unit is required to do much of the field work; all of it if possible. Some may be disposed to argue the propriety of such procedure. Our position with respect to that is that the smaller places, the

Class IV cities and the villages in which we usually operate, will never employ a consultant in private practice. As a rule, the local governing body knows nothing about the mechanics of planning and is doubtful of the benefits. This is well illustrated by their position as regards public works planning. Back in 1942 during the days of the Public Works Reserve, a determined effort was made to interest our Wisconsin municipalities in planning the shelf of public works contemplated by the Public Works Reserve procedures. The response, however, was lukewarm, optimistically speaking, even though no more was required of these municipalities than some consecutive thinking on the part of their governing bodies. We have become convinced that our local governing bodies, and particularly the smallest ones, will never spend any of their money to plan projects until the necessity for the construction of the project is immediate. If we know the temper of the governing bodies of our smaller places, who are in the greatest need of help in the development of plans, zoning ordinances and the like, the number that would employ the planning practitioner is negligible. As regards the larger places, the situation may be different. However, the latest instance where a consultant of national reputation was employed by a city in our State, of which we have knowledge, occurred in 1938. The tendency even in such places is to do the job locally. Many of our Class IV CITIES now employ a city engineer, some of them part time. There are cases where a practicing engineer will serve as many as two or three or four such cities. In cases where there is a city engineer, he is well qualified to carry out instructions as laid down by our staff, and act as the administrative officer thereafter. If there is a building inspector, of which there is an increasing number, this officer is very capable, and if the city government can justify the employment of a city plan engineer, the situation is as it should be. It must be borne in mind that a city plan and zoning ordinance to be useful must be a living instrument in touch with developments; that new situations will arise such that it will be desirable to confer with the consultant from time to time. There should, in fact, be a continuing relation between the municipality and the consultant after the ordinance is adopted and throughout its administration. If city plan and zoning ordinances are to be useful to the cities for which they are made, the consultant cannot just love 'em and leave 'em, as the consultants have been obliged to do in too many cases.

As you have doubtless surmised, the activities of our Planning Board have concerned themselves almost entirely with physical planning. We have not concerned ourselves with social planning or with economic planning, and believe that we have been wise in avoiding both. As regards social planning, anyone who reads the current newspapers and magazines will be aware of the interplay of forces involved in social planning and should appreciate how a planning agency at the state

level could completely destroy its usefulness by becoming involved in its mazes.

As regards economic planning, the complexities of the situation are at least equal and the dangers probably greater. We all know about the fierce conflicts of diverse philosophies and ideologies. It was during the early days of the Roosevelt Administration that the term "brain trust" gained its greatest currency, even though it might possibly have been coined earlier. The brain trusts have come and gone. The National Planning Board and its successors had their day and most of them are gone notwithstanding their imposing array of talent. What with the war and its aftermath of demands by pressure groups of one kind or another on legislative bodies at all levels, it is not to be wondered at that they are perplexed, especially when equally eminent advisers often differ so widely. It must be accepted that these legislative bodies which provide the funds for all public activities will decide what shall be done, and that the Executive which directs the operative organization will decide the means and methods. They have the responsibilities of their positions, and if they are wise, will exercise the authority coupled with it.

Brief mention of the most recent type of state planning agency is also in order. These are the so-called resources and development commissions into which a rather substantial number of former state planning agencies seem to have been metamorphosed. So far as can be ascertained, their activities are quite similar to those of the Committee on Economic Development which was very active beginning about July of 1942, but concerning which not so much has been heard of late. Their activities also bear a considerable resemblance to those of state chambers of commerce. The extent to which the planning activities of the former state planning agencies which have become state resources and development agencies have been submerged in the new activity is not known. Presumably it will vary quite largely in different States. The writer believes that these activities are very worthy. The unfortunate demise of our State Department of Commerce eight years ago is much to be regretted. It is believed that it would be greatly to the interest of our State had it been retained. Thus far our own staff has not attempted work in this field as a major activity, but has attempted to cooperate with the State Chamber of Commerce and with our State Employment Service, which is in constant contact with industrialists both present and prospective as regards labor supplies in various localities. However desirable this type of activity may be, it should not be permitted to submerge what we, at least, consider the true functions of a state planning agency such as we think we are engaged in.

What then, is that true function?

The writer considers that publicly supported planning bodies should be research and service agencies to help the people, through their governments at the various levels, through civic groups and even through

individuals, in the consideration of problems of public concern, in regard to which the aid of planning bodies may be solicited. Such aid should be given by the presentation of pertinent facts, comprehensively and thoroughly, in a manner that is understandable to the layman. Suggestions of possible solutions may be made, each such proposed solution to be discussed with statements of its respective strong and weak points. Public planning agencies should be free from administrative duties. They should not be invested with authority of any kind. In that case, it would be necessary to issue orders which would have to be enforced, and resistance would result. So long as the planning body is advisory only, its recommendations can be made without regard to their enforceability. So long as the recommendations are made in response to solicitation, they cannot be regarded as impertinent, whether accepted or rejected. For that reason, their influence will be greater than if they were issued as orders pursuant to statutory authority. By the same token, the planning body must know its business and be adequately staffed. To the extent that its works will justify, it will be employed. Though cooperating with other agencies, it should studiously avoid duplicating their activities. It should confine its activities to fields where it is reasonably sure a harvest can be reaped, avoiding voluminous reports of no special significance. As it gains in experience, as its works improve, its prestige should grow. It should not advertise too much, though good public relations are essential. Eloquent discussion of the beauties of planning will suffice for a time, but the time will come when there must be something more nutritious. The planning body will always be on probation; its justification will be challenged from time to time. If proved competent and useful it may eventually attain the status to which it may rightfully aspire, that of a fact-finding body advisory to government at any level that may seek its advice and a rallying point for citizens who may seek its help in matters of public concern.

It has been well said that eternal vigilance is the price of liberty. It is likewise the price of good government in any system organized to carry out the will of the people, whether it is called a democracy or a republic. When the general public is willing to take active interest in its government at all levels, to the extent of studying all public issues, voting at every election whether the issues be great or small, scrutinizing the character and capacity of the respective candidates for office, analyzing the merits of their respective platforms and the probable validity of their promises, and voting accordingly; then there will be substantial improvement in the substance of government.

To the extent that such interest becomes a fact, the value of advance planning will be realized, its prestige be enhanced, and the studies and recommendations of the publicly supported planners will receive consideration and respect. They will be appraised and put into effect in so far as the governing bodies deem consonant with the will of the people.

STATE PARKS

Twenty-five Years of State Park Development

TO COMMEMORATE the twenty-fifth anniversary of its organization, the National Conference on State Parks issued recently a Twenty-fifth Anniversary Year Book. A brief history of the Conference and its early leaders is presented, including a list of all those who have served on the Board of Directors, a list of all national conferences and a list of those who have received the Pugsley medal for park service.

Stephen T. Mather, whose vision and leadership guided the National Park Service through its early years, was responsible for the organization of the National Conference on State Parks. He thought that the States should take the initiative and responsibility for preserving areas of state importance; that there should be systems of state parks to supplement national parks on the one hand and local parks on the other.

The Conference published three volumes which have rendered good service—*State Parks and Recreational Uses of State Forests in the United States*, by Raymond H. Torrey; *State Recreation, Parks, Forests and Game Preserves*, by Beatrice Ward Nelson; and *A State Park Anthology*, edited by Herbert Evison. The Olmsted Survey in California in 1929 and the Iowa Twenty-five Year Conservation Plan, issued in 1933 were significant events in state park history.

The Conference took an active part in the fight to preserve Cumberland Falls in Kentucky. Thus, the Falls were saved, but also there was established a hitherto unrecognized principle that surveys for power and navigation should include among other beneficial public uses of water, scenic, inspirational and recreational uses.

The state park program received a tremendous impetus through CCC, and many state park visitors today owe their pleasure to the work of the CCC, under the supervision of the National Park Service.

In 1936, the park, parkway and recreational area study was authorized by Congress. These studies pointed out the relationship in each State of the Federal, state and local parks and recreation areas.

Forty-seven of the forty-eight States have contributed reports to the anniversary volume. Alabama now reports a splendid system of state parks which range from near sea-level to a mountain nearly 2,500 feet high; Arizona has one state park administered by the Game and Fish Commission and an Indian Ruin administered by the University of Arizona; Arkansas has four state parks of more than a thousand acres; California, starting with a \$6,000,000 bond issue in 1927, spent largely in accordance with the Olmsted Survey of 1929, is now engaged in a new survey to expend a \$15,000,000 fund to be made available on a matching basis; Connecticut regards 16 of her 54 state parks as of major importance; Delaware has only the Fort Christina State Park to com-

memorate the 300th anniversary of the landing of the Swedes in Delaware; Florida reports 12 state parks and a recreation camp; Georgia has 15 state parks, eight with more than a thousand acres, two, Pine Mountain and Hard Labor Creek, running over 5,000 acres; Idaho has one state park of nearly 8,000 acres and two state forests aggregating 50,000 acres; Illinois' diversified system totals 28,552 acres, with ten of more than a thousand acres and 10,000 acres in state forests; Indiana, a pioneer in state parks, boasts a system of more than 38,000 acres of which Brown County is the largest and perhaps Turkey Run the best known, in addition to nearly 128,000 acres in state forests; Iowa has assembled a system of 35,000 acres and 13,000 acres in state forests; Kansas reports nearly 40,000 acres in state parks; Kentucky nearly 24,000 acres; Louisiana a little over 10,000 acres and Maine over 12,000 acres, but this does not include the Baxter State Park of some 116,000 acres which preserves Mount Katahdin; in Maryland state parks and forests total 119,000 including eight parks; Massachusetts lists eight state parks and eight reservations in addition to 100,000 acres in state forests; Michigan owns 100,000 acres in state parks, large and small, and something like 50,000 acres in recreation areas, in addition to 2,000 acres on Mackinac Island; Minnesota reports some 80,000 acres in state parks and a million and a half acres in state forests; Mississippi 11,000 acres in state parks; Nebraska over 8,000 acres in state parks and recreation grounds; Nevada 11,500 acres in state parks; New Hampshire 15,600 acres in state parks and 6,500 in reservations; New Jersey administers 75,000 acres in parks and forests; New Mexico has two parks totaling 2,600 acres and eight monuments; New York reports 163,625 acres in state parks in addition to the two and one half million acres in the Adirondack and other preserves; North Carolina has 33,000 acres in state parks and recreation areas; North Dakota 3,500 acres; Ohio reports some 40,000 acres in state parks and 132,000 in forest parks and forests with nearly 3,000 acres in state memorials; Oklahoma has 43,800 acres in state parks and historic memorials; Oregon 63,000 acres in parks, monuments and forests under the State Highway Commission and 390,000 acres in state forests under the State Board of Forestry; Pennsylvania reports 86,700 acres in state parks and forest parks; Rhode Island 26,600 acres in parks, reservations, historic sites and forests; South Carolina 37,400 acres in state parks; South Dakota's prized possession is Custer State Park—128,000 acres; Tennessee has acquired 118,000 acres in state parks; Texas reports 58,300 acres in state parks and 6,400 acres in state forests; Vermont has 52,800 acres in forest parks and forests; Virginia 25,000 in parks and recreation areas; Washington 47,000 acres in parks, geological exhibits, forest parks and historic monuments; West Virginia 38,300 acres in parks and nearly 60,000 acres in forests; Wisconsin reports 272,000 acres in parks and forests; Wyoming reports two small parks and two historic landmarks.

COUNTY AND METROPOLITAN PLANNING

Metropolitan Government

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MODERN transportation has enabled our urban population to spread over a wide area in search of more room, less congestion, and cheaper land, and to avoid the dirt, smoke and noise of cities. This outward movement of population during the last thirty years has forced upon us a new conception of the city and the metropolitan area. Today's metropolitan areas exist without regard to city, county or state political boundaries.

Approximately one-third of the forty largest cities in the United States lost population to the surrounding suburban areas from 1930 to 1940. In the same period only two of the forty largest metropolitan areas decreased in population. The war years accentuated this trend and they accentuated metropolitan problems. In 1940 there were sixty metropolitan areas with a population of over 200,000. These metropolitan areas contain incorporated towns and cities, unincorporated settlements, and open areas, usually spread over more than one county and often into more than one State. The multitude of governmental units administering such necessary area-wide services as water, sewers, police, fire protection, streets and roads has often resulted in inadequate service and in greater expense to the taxpayers, who are caught in the mesh of overlapping and duplicating authorities.

The central city of these metropolitan areas is generally surrounded by satellite towns and villages and the complexity of the metropolitan structure eliminates the simple expedient of annexation as a cure-all for its problems. Annexation has never been able to keep pace with the growth of cities. The automobile and other modern transportation has increased the lag, and has made annexation more difficult by enabling people to live at a distance from where they work. Settlements are interspersed with open or undeveloped areas which are difficult and usually uneconomic to annex. Unfortunately, a city's growth is seldom a compact filling-up of the adjacent areas.

Secondly, annexation is seldom popular. Annexed areas are usually residential and do not contribute enough in real estate taxes to the annexing city to pay their way. On the other hand, the annexing city usually cannot give the annexed area the services which older sections enjoy until a number of years have passed. Taxes are never pleasant to pay, and from past experience annexed areas seldom expect to get the desired additional city services in return for their increased taxes.

Again, political boundaries make annexation difficult and in many cases impossible. Metropolitan areas often extend into two or more counties and sometimes into two or more States and they are almost

always made up of several incorporated municipalities and special districts. They are often split into dozens or even hundreds of independent governmental units. For example, the *1946 Municipal Year Book* reports 1,039 governmental units in the New York Metropolitan Area, 821 in the Chicago Area, 419 in Minneapolis-St. Paul, 134 in Denver, and 212 in Syracuse. Annexation, under existing laws, can only be considered as a method of relieving the problem of metropolitan areas. It cannot be relied upon as a solution to the metropolitan problem under existing laws—and the rural character of state legislatures does not give us much hope that annexation laws will make the process easier in the near future.

Another attempt to relieve specific metropolitan problems has been the creation of special metropolitan agencies for special services. These special agencies follow no common pattern of function or organization. Metropolitan sewerage, water, police and park districts, and other similar ones exist and their number is increasing. The Port of New York Authority is an outstanding example of an agency performing special services on a metropolitan basis and operating in two States. Special agencies or districts which can operate within several governmental units are necessary in the present situation. However, if we were to continue to expand their use to the possible conclusion, it would bring about the decentralization of administration which we are seeking to avoid. We cannot expect unity of administration with a number of more or less independent agencies, each administering its own special function. We would substitute a disunity of functional administration for a disunity of geographical administration. The resulting confusion is apt to be worse than our present situation. The creation of numerous special agencies and districts to perform special functions does not offer a final solution, any more than annexation does.

The "federal city" has been suggested, and to a limited extent it has been attempted, but the "federal city" does not seem practical in metropolitan areas where one city greatly overshadows others in the area, which is the usual situation.

City-County consolidation and city-county separation should also be considered. However, it is dangerous to separate urban and rural areas in such a way that boundaries cannot be changed as the urban area grows. City-County consolidation of separate functions is not entirely satisfactory either. We have several such City-County Boards in Louisville. They are not fully responsible to either County or City government, and they further decentralize administration.

As in most complicated problems there seems to be *no one* solution. However, there are a number of steps which may be taken to improve the situation. They will not be easy or rapid. Primarily they must come through state legislation and legislation is seldom enacted until after the problem becomes acute. Unfortunately state legislatures do

not follow the policy of "an ounce of prevention is worth a pound of cure." This is particularly true of state legislation regarding larger cities and metropolitan areas.

Each metropolitan area must be separately studied in the light of its physical features, financial resources, political divisions, its governmental and administrative problems and its statutory and constitutional limitations. There can be no single pattern of metropolitan government applicable to all metropolitan areas. Facts must be obtained. Surveys and studies must be made. On the basis of these a plan for the government of a metropolitan area can be outlined. The outline will not be the same for any two areas, but there are possible improvements which should be explored in every case.

Annexation should be used where and when it is possible. Cities should take more initiative in the annexation of adjacent territory even when it includes open or undeveloped areas. It may not be an immediately profitable procedure when the costs of improvements and services are compared with tax returns, but the annexation will pay dividends in other ways. It will assist in the coordinated planning and development of the city's physical and economic structure and it will help to prevent the growth of adverse conditions and practices over which the city now has little or no control. A very important gain would be to bring into the corporate limits a valuable group of citizens who can contribute to the public life of the city. Those who have left the city seeking more space, better conditions for their families, cleaner atmosphere and less congestion, are usually substantial citizens. They are needed to serve on Boards and Commissions, to vote and run for public office, and to contribute their interest and time, as well as their taxes, to the central city where they make their livings.

Many cities are now stymied by legislation which makes it difficult or impossible to annex adjacent territory, especially if these areas are incorporated. Laws should be obtained which will make the annexing process easier. Unfortunately, our popular theory of local self-government is that any incorporated area, regardless of how small it is, should have complete control over all affairs within its own limits. On this basis a majority of the voters in an incorporated area of 500 or 1,000 population can often prevent their annexation or absorption by an adjacent city 500 or 1,000 times its size. In the Louisville area, we have thirteen incorporated municipalities surrounding the city, the largest of which has a population of less than 2,000, yet the City is helpless to do anything about them. Under the present Kentucky laws they cannot be annexed without the consent of a majority of their voters.

Where annexation is not feasible, it may be possible to give the central city more power over adjacent areas. This has been done in the prevention of nuisances and in the approval or disapproval of subdivisions, but the idea might be expanded. A central city might be

given power to administer certain functions in adjacent areas. However, in such cases, it would be necessary for the central city to levy and collect taxes for the service and we would be confronted with the cry of "taxation without representation," unless the services could be placed on a "service charge" basis.

The major portion of many metropolitan areas is within a single county. In such cases the most practical plan may be for the county to administer general government functions such as planning, zoning, health, welfare, education, recreation, police, sewerage, streets and roads. The county would then be the metropolitan government. This plan could be followed in the Louisville area, although it would require amendments to the Kentucky Constitution eliminating or changing the County's present tax limitation, changing the requirements that all counties must have uniform governments, and revising the structure of County government, because such a plan would require more taxes than the county can now levy and a new form of government would be necessary. Several thousands of our metropolitan population live across the Ohio River in Indiana, but the river and the state line are so effective a division that it would not be practical to bring the entire metropolitan area under one government.

It is obvious, however, that by one means or another we must make every attempt to bring our metropolitan areas under *one unified government*, no matter what that government may be called. Louisiana has taken a forward step in creating a city-parish charter commission for the parish of East Baton Rouge and all municipalities in it. The plan of government to be prepared by the Commission may involve the consolidation or reorganization of all or parts of the local units within the parish, including the City of Baton Rouge. It is a good beginning, especially since it gives the metropolitan area the initiative in making proposals.

The trends of both geographic and functional disunity and decentralization in metropolitan areas should be halted as soon as possible and we should move toward a unified metropolitan government. It is quite possible and logical that we may turn to more and more metropolitan *ad hoc* or special districts or agencies, each performing a special function, to meet our immediate problems. However, this will eventually bring about a decentralization of administration which will be just as bad as the metropolitan area with its numerous governmental units, which at present have power to take care of what they recognize to be "their own affairs."

The objective should be the unification of the metropolitan area under one government. We have gone a long way in the establishment of organizations, private and public, for planning on a metropolitan basis. This is the first step and a good beginning. We agree with a recent editorial in the *National Municipal Review* that "one of the most hopeful

developments in recent years has been the emergency of metropolitan area citizens' planning or development councils. . . . This method is so logical that it is strange it failed to come forward earlier." A number of cities now have Area or Regional Planning Commissions or Development Councils and their success will encourage the establishment of others. However, putting plans into effect is difficult because of the numerous governmental units and jurisdictions and the lack of administrative unity. Much can be accomplished by these planning or development organizations in bringing officials of different governmental units together in carrying out specific projects, but there is a limit to what they can accomplish. This limit is especially noticeable in administration. Area Planning and Development organizations can make plans and studies, gather data and make proposals. Often they are successful in persuading officials of different governmental units to unite voluntarily in putting some of their plans into effect. However, this depends too much on the individuals involved; for the long time pull we need more unity and simplicity in the government of the metropolitan area. Adequate and economical services cannot be provided by dozens of governmental units in one metropolitan area, which economically and socially is one unit.

It is within the power of the state governments to provide for local governments. Metropolitan areas which are entirely, or primarily, within a single State have the opportunity to work out a plan of unified metropolitan government and urge its consideration by the state legislature, or by the voters of the State if amendment of the State Constitution is necessary. It is not inconceivable that even the rural sections and rural legislatures of our States will eventually see the seriousness of the plight of our large urban areas and will do something about it. But the initiative should come from the urban areas themselves, or we may find the state government imposing some kind of unified government on the metropolitan area. We should maintain as much home rule as possible.

There are a few metropolitan areas such as New York or Kansas City where major problems are not confined to one State. The Port of New York Authority should be viewed as an example pointing the way toward a plan for a more unified metropolitan government.

We have congratulated ourselves on the formation of a number of metropolitan planning agencies and rightly so. It is a significant beginning because this seems to be the first step. The second is to bring about an effective unified metropolitan government with powers to administer the governmental services which are required by the metropolitan area.

State Laws for Subdivision Plats

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THE street pattern is probably one of the most permanent features fixed upon the land as it comes into the intensive use demanded by urban development, and once fixed it is most difficult to alter. The great fire of 1666 had no marked effect upon the street pattern of London and, in spite of the far-seeing plans of Sir Christopher Wren, it was rebuilt upon the old lines due largely to the inability of the authorities to make any impression on the owners of property; it remains to be seen what will be the result of the *blitz*. In modern times even the opportunity furnished by a destructive earthquake had practically no effect upon the plan of San Francisco in spite of recognized needs. For a long time, since land has come into use in highly specialized ways and as a part of a settled and organized community, it has been realized that some type of control of its subdivision is desirable and necessary particularly when it is divided into small parcels that may become a part of a municipality. The pattern of lots, blocks and streets which the plat fixes upon the land is not only quite permanent but it has an influence on the use of the land. This influence, of course, is not so positive or direct as that which has come about in these latter days through the use of comprehensive planning and zoning. Nevertheless, the bare pattern in itself has an undeniable effect on the character of such a development and once fixed, is most difficult and expensive to change. The recognition of this fact is demonstrated by the departure from the straight rectangular street pattern in favor of one which is functional and fits the land. Further, in so far as a street is concerned, the usefulness of the abutting land may vary with its width, with its character as a through street or the opposite, its location on rough or flat terrain, its grade and alignment, its origin and its destination. The usefulness of the land may be further affected by the size and shape of lots, their location in relation to other lots in a block, their location above or below the street, their character as building sites or a simple piece of land. The proximity to and elevation above a body of water and even the nature of the soil may also affect the usefulness of a lot.

The subdivider of a parcel of land does much more than to provide for a business deal between his prospective customers and himself. The result of his activity is indelibly impressed upon the physical pattern of the whole community. What he does and how he does it are of great importance to the general public. In the past practically no community laid out its own streets. In the present there are not many, relatively speaking, and certainly not enough which avail themselves of their statutory right to do so. Except in the case of main thoroughfares, most streets are located by the subdivider of the land, the community sooner

or later accepting these with the lots and blocks as laid out. The subdivider's primary motive is the salability of land for private profit, but the motive of the municipality which sooner or later finds itself responsible for the subdivided land as a part of the whole machinery of government, is a public service.

The modern necessity for the coordination of these two objectives has long been evident. Therefore, the efforts of States and of municipalities to regulate and guide the subdivision of land have become a necessary part of their government and administration. The so-called platting laws and subdivision regulations are manifestly the means of direct control of these activities by the community under the police power.

In so far as state laws for the regulation of land subdivisions are concerned, practically all of the States have on their statute books some requirements which affect the procedure.

The present Wisconsin law is embodied in Chapter 236 of the Statutes. In replying to a recent question addressed to the Attorney General in regard to some land platting regulations, he stated the following as a part of his opinion:

Regulation of the platting of lands may justly be declared to be one of the primary steps in the establishment of government, and Chapter 236 which presently contains such regulations, has a legislative history older than the state itself. The first regulations applicable in this state on this subject are contained in the Laws of Michigan of 1833. Similar provisions are contained in the Revised Statutes of 1839 of the Territory of Wisconsin and in the First Statutes of the State, Revised Statutes, of 1849. Chapter 236, as it exists at present, is the end product of continuing amendment and revision of these early statutes to adapt them to the needs of a growing and expanding state and society. At present, Chapter 236, in addition to formal requirements regulating surveys and plats thereof, contains extensive provisions, Section 236.06, for the approval of plats by municipal governing bodies, by the State Board of Health, and by the State Director of Regional Planning. The requirement that such approvals be obtained is dictated by the desire to provide for an orderly and planned development of all the communities of the state.

Some of the language of the Revised Statutes of 1839 of the Territory of Wisconsin is identical with that existing in the present statute, particularly those paragraphs referring to the title of dedicated lands, and the subdivision requirements, while primitive in their general aspect as compared with the present statute, in all likelihood served the purpose for which they were designed, and the numerous amendments are evidence of the fact that the importance of land platting was never lost sight of in the history of the development of the state.

The Legislature of 1935 repealed and re-created the land subdivision statute as Chapter 236, substantially as it now stands, and it is applicable to all plats except cemeteries and assessors' plats which fall under the provisions of another section. The major portion of Chapter 236 is technical in that it specifies how a plat shall be made, the exact phrase-

ology of much of the written portion, and what engineering data shall be shown on the plat. The requirements for these data are in quite some detail and the purpose is to provide a land subdivision plat of sufficient accuracy and particularity so that, once recorded, any competent person can relocate the lots at any time. There is also a provision for minimum lot sizes, which, in so far as present practice is concerned, is not of great significance, the minimum specified size for counties having a population of 30,000 or more being 4,800 square feet and 40 feet in width, and in counties having a population of less than 30,000, a minimum area of 6,000 square feet and a width of 50 feet. It is obvious that these dimensions are far below what is considered good present-day practice, in fact practically all county zoning ordinances make provision for minimum lots which are much larger than that required by the statutes and in practice practically no plats have been submitted to the Director of Regional Planning which contain lots as small as the permitted minimum.

There are several other provisions covering the form and wording of the surveyor's certificate, the owner's certificate and the necessary affidavits; a provision that the plat shall contain a statement that there are no delinquent taxes or delinquent special assessments on any lands included in the plat, and an important section which has to do with what approvals shall appear on the face of the plat before it is entitled to record. This section covers all plats and is so designed that no land subdivision, no matter where located, can be recorded without the approval of some public body, and plats made in conformity with the statute are required from any owner who in any one year subdivides a tract into 5 or more parcels less than $1\frac{1}{2}$ acres in area. Within the bounds of incorporated municipalities, of course, the governing body of the municipality must approve, and provisions are made for the approval, by the same governing body, of subdivisions lying within $1\frac{1}{2}$ miles of the boundaries of villages and cities of the fourth class. Cities of the first, second and third classes exercise this jurisdiction for a distance of 5 miles outside of their boundaries. The town board must approve all plats lying within the town. If a county has a comprehensive plan or a zoning ordinance, the body empowered to supervise and administer such plan or zoning ordinance, must approve of any plat within the county—in Wisconsin this is the County Park Commission. For all lands lying in towns outside the limits of incorporated cities and villages, plats must also be approved by the State Director of Regional Planning, and any subdivision adjoining a lake or stream or where access is provided to such lake or stream must be approved by the State Board of Health.

There are other details having to do with approvals, but the above generally indicates the procedure that must be followed. It is obvious that there are times when there may be considerable overlapping juris-

diction, and it is possible in some localities that as many as four or five approvals may be required. The multiplicity of approvals may at times be cumbersome; at others it has a salutary effect. However, there are relatively few areas in the State where this combination of circumstances occurs, and it has not yet appeared to be desirable to change this aspect of the statute. All plats must be submitted for recording within 90 days of the date of the first approval and within 30 days of the date of the last approval.

The enforcement of Chapter 236 appears to be the duty of the district attorney. Certainly the Director of Regional Planning is not a police officer, but provision for enforcement is made in Section 236.06 (5) which says: "Any register of deeds who shall record any final plat without the evidence of its approval attached thereto, as herein provided, or after the time hereafter prescribed, shall forfeit not less than \$50.00 nor more than \$100.00." All of the registers of deed are well aware of this provision as demonstrated by the questions sometimes addressed to the Director of Regional Planning on pertinent matters.

For the purpose of this statute the Director of Regional Planning is required to examine and approve plats as provided in the statute referred to. This approval is contingent, of course, upon the plat meeting the requirements of the statute, and as has been indicated, these requirements are wholly engineering or technical specifications with the minor exception of lot sizes. There is nothing in the statute which in any way vests in the Director of Regional Planning any discretionary authority or the right to reject a plat because of its design or adequacy. However, there is nothing to say that he may not. Limiting consideration to compliance with the statute has been a matter of policy and personal construction. If the plat meets the requirements of the statute, it is considered that he must approve of it, and conceivably he would be required to approve of a plat which is wholly undesirable and obviously below good standards of land subdivision and without any regard for what he personally considers to be good practice in matters of this kind. However, there are some phases of land platting which can be guided through the use of the present statute and the enforcement provisions made. For instance, it is the policy of the State Director of Regional Planning to refuse to approve a plat where the roads and streets are of less width than that which the town board can lay out following the prescribed statutory procedure, that is, 3 rods or, in practice, 50 feet. It is surprising the number of times plats are submitted having streets of less width than 3 rods. There are in southern Wisconsin 10 counties which have comprehensive county zoning ordinances and 2 others which are preparing similar legislation. These 12 ordinances are specifically mentioned to distinguish them from the zoning ordinances applicable to the so-called cutover region, of which there are 26. The 12 previously mentioned contain regulations which are to a large extent parallel to

those found in urban communities, that is, they contain regulations as to lot widths, lot areas, street widths, setback lines in special districts, and a general provision for setback lines on the whole road system of the county. The contents of these ordinances and the areas affected are known to the Director of Regional Planning and it is not his policy to approve of plats which contain layouts that would not meet the requirements of the known local regulations. This situation arises at times for the reason that practically all plats which require the approval of the Director of Regional Planning are submitted to him before they go to the local bodies, and the policy indicated above has, on several occasions, been decidedly advantageous to the communities involved and has served to expedite the procedure. In fact, it has become regular practice to make the first submission to the Director of Regional Planning and in this way an opportunity is afforded to call attention to failures other than those coming under Chapter 236.

Section 236.06 (1) (g) states that "Any subdivision adjoining any lake or stream or where access is provided to any such lake or stream," the State Board of Health must approve of such a plat before it is entitled to record. This, of course, implies that the State Board of Health has standards of usability which must also be applied to a land subdivision plat, and such standards must of necessity be those which will have as their object the preservation of the public health. The standards of the State Board of Health are embodied in a Sanitation Code which is adopted by authority of the statutes and has the force of statute. From the standpoint of the owner, the important requirements are that the lots in a lake and stream plat shall have a buildable area of not less than 8,000 square feet nor shall they be less than 60 feet in width. They provide that there shall be a minimum setback line of 10 feet from the street, and a side yard of not less than 5 feet on each lot. Provision is made for irregular lots and under "Special Requirements," the State Board of Health may, when it deems it necessary for the protection of the public health and welfare, (a) require the subdivider to provide a favorably located park or other open area on which to locate community wells; (b) that community wells be constructed on such areas of such depth and design as to amply protect the water supply; (c) that the subdivided areas be provided with a public water supply and distribution system; (d) that private sewage disposal systems, chemical closets, or waste disposal pits be permitted in platted areas equipped with such water distribution system in cases where soil conditions are favorable; (e) that platted areas be provided with a public sewerage system; (f) that all instruments of conveyance contain an adequate restriction prohibiting outhouses, cesspools, dry wells, refuse disposal pits or other absorption units which are liable to cause contamination of wells or the source of water supply; and (g) that there be submitted with the plat complete plans for the foregoing sanitary equipment and copies of

deeds. Further, the statute requires that in all lake and stream plats, unless topography prevents, there shall be provided at least one street not less than 50 feet wide at intervals of not less than $\frac{1}{2}$ mile.

For the information of the State Board of Health, there is also a Sanitation Report which must be filled out. This contains certain specific information such as the location, the owner, the agent, the elevation of the land above the water, as any land which is less than 3 feet above the ordinary high water mark is excluded from the buildable area of the lot. The report is also required to show the character of the soil, the nature of the water supply to be used, the sanitary facilities to be used, bathing beach conditions, and the sanitary condition of the lake or stream water.

In Wisconsin the regulations covering land and stream plats are of the greatest importance, for the reason that there is a large summer resort population living around the numerous lakes of the State all summer long, and in some cases for longer periods. It therefore behooves the State to protect the health of these residents, and also to protect the water itself against undue pollution. The regulation establishing the minimum size of lots is a direct step in the matter of sanitation in that it establishes a minimum population which can exist around any lake.

Another feature of the Wisconsin statutes affecting land subdivision is the law which sets up and grants certain authority to the Real Estate Brokers Board. This is a body which is charged with the responsibility of maintaining standards among real estate brokers. These standards have to do with the ethics of the real estate business. Brokers and salesmen are required to be licensed, and these licenses can be revoked or denied for cause. The effect of such a statute needs no discussion.

The statutes discussed heretofore are those in which the State itself has exercised some authority, set up rules, and allocated some responsibility for the purpose of maintaining minimum standards in land subdivision. Those statutes are supplemented by the enabling legislation which permits cities, villages and counties to develop comprehensive plans and zoning ordinances, to set up city and village plan commissions and county park commissions and delegating to these bodies the authority to develop master plans and to make rules and regulations by which such plans can be carried out. These are the type of comprehensive planning laws with which all are sufficiently familiar so that they need no extended discussion here. The Wisconsin statutes are liberal and broad and satisfactory progress is being made in extending their use by the various units of local government. In addition to about 85 such plans now in effect, there are some 55 cities and villages engaged in the preparation of comprehensive plans or zoning ordinance, or both. The same movement within the counties marches forward steadily, and with the adoption of each plan or zoning regulation, the community

exercises the authority granted by the State to control land subdivision plats. It should be noted here that Chapter 236, discussed previously, applies to all plats whether they be within as well as without the corporate limits of a city or village, and that its regulations are enforced by someone throughout the entire State.

Those state acts which have to do strictly with land platting, such as Chapter 236, the regulations of the State Board of Health and of the Real Estate Brokers Board do not exercise a control over the design of the subdivision. This comes principally through the local regulations. The state laws are technical in so far as they specify in detail the legal and engineering features which must appear on a plat, they are in the interest of the public health in so far as it is protected by the rules of the State Board of Health, and the sales promotion of such plats is, at least to some extent, controlled by the Real Estate Brokers Board. The administration of the statutes does, however, have a decidedly beneficial effect on the design of land subdivision plats. This is largely due to the fact that there is a high degree of cooperation between the State Director of Regional Planning, the State Board of Health, and the local authorities, and even some surveyors and subdividers, and there have been several instances within the last few years that are indicative of the value of such cooperation. It might be worth while to cite some of the most interesting.

Not many years ago there appeared in the State Planning Board office persons who proposed a very large subdivision in one of the northern counties. This was an area of 10,000 acres of land decidedly sub-marginal for agriculture, to be divided into approximately 70,000 minimum sized lots, sufficient to contain the population of a large city. These lots were to be sold or disposed of at a very cheap rate. However, before undertaking the platting of the land, the owners contacted a reputable engineer with a view of making arrangements to lay out the property. The engineer called their attention to the requirements of Chapter 236, and this resulted in a call at the office of the Director of Regional Planning for the purpose of discovering whether or not the statute would be strictly applied to this large, out-of-the-way land subdivision. The law grants the Director of Regional Planning no authority to waive the statutory requirements, consequently the prospective subdividers were told that, regardless of the remote and sparsely populated character of the area, it would be necessary to comply fully with the requirements of Chapter 236. The cost involved in such an extensive, detailed and accurate survey and platting was sufficiently large to discourage the subdividers from undertaking the job, and the subdivision was never laid out and no attempt ever made to record it. The abandonment of this highly questionable subdivision we believe was due entirely to the requirements of the Wisconsin statute. Previous to the adoption of the present laws we had the spectacle of some lake shore lands being

divided into 20 by 80 foot lots of which one was given as a premium with the purchase of another.

Not many months ago one of the cities of Wisconsin having a full-time city plan engineer was faced with this problem. A local citizen made a subdivision of certain lands lying just outside but immediately adjacent to the city, and in order to avoid some of the requirements which the city authorities deemed necessary in order to meet the developing city plan of that community, the owner prepared an "assessor's plat" which subdivided land for purposes of sale. Assessors' plats, though they may be used for conveyance purposes, are intended only to provide a convenient means of description for purposes of assessment and taxation; consequently they are exempt from the requirements of the land platting statute. The owner of the property was an attorney who, through the force of his argument or his prestige as an officer, was able to persuade the register of deeds to record the plat. This encouraged the subdivider to prepare more subdivisions by the device of assessors' plats and left the city plan commission and the city plan engineer in a quandary, to say the least. The cooperation between this city and the State Planning Board staff has been close and friendly, and when the problem was placed before the Director of Regional Planning, he laid the question before the Attorney General and secured an opinion which stated that assessors' plats could not be used to subdivide land for purposes of sale, and thereby avoid the requirements of Chapter 236 of the statutes, one of which is that plats within specified distances from the city limits must have the approval of the city council. Assessors' plats cannot, therefore, be used to avoid the requirements of a city plan and the area which it controls.

We believe that the Wisconsin statutes governing land subdivision, while they might be described as purely technical, have had a strong influence in raising the standards of land subdivision throughout the State, particularly in those areas where there are no city or county plans. The making of a land subdivision plat that will meet the requirements for approval is a serious business. Sales by metes and bounds are rather severely limited. The examination of plats submitted frequently presents an opportunity whereby suggestions can be made for the improvement of the design, and experience indicates that such suggestions are gladly received. The whole process, therefore, tends to improve land subdivision, to raise the standard of the design, to protect the buyer against the unscrupulous operator, and to protect the communities from such designs as will produce excessive tax delinquency and undesirable and unused lots. That this has been a worth-while effort is indicated by the fact that about 550 plats have been submitted to the State Director of Regional Planning within the last 10 years, on which 1332 examinations were made. The plats submitted contained 2246 acres, 5882 lots. Those approved contained 1653 acres and 3888 lots.

The Proper Scope of Planning

GORDON WHITNALL, Planning Consultant, Los Angeles, California

I AM NOT going to say what I expected to say. I am prompted to revise radically the ideas I believe are appropriate to the moment. They are based on wonderment as to why it is that, after all of the years of intensive effort on the part of planning officials and great groups of civic endeavor, so little planning actually materializes. The results are not commensurate with the time and effort devoted to the process of planning. Today I am putting my wonderment into words. I begin to see an answer. I will give it in general terms. The significant feature of this statement lies in the fact that no two cities are alike in the machinery and tools with which they have to work. If I could devise a plan ideal for California it would not be applicable in Milwaukee, and so on.

I conclude that an effective, comprehensive planning program should consist of twenty-five percent design, or blueprints, and seventy-five percent administration, or other means for materializing the plans. In most places in the past there has been little effort and less concern over translating plans into materialized net results. The tools used for translating plans into projects I group under the single term *administration*. They include a working knowledge of financing and economics, of law, of social behavior and even politics. I suggest that it is incumbent upon the planning fraternity that we give no less attention to the design, but that we add to our repertoire technical participation in all pertinent phases of the art and science of government.

An understanding of administrative techniques reveals that potentially the greatest contribution that planning can make is coordination. The reason this possibility is more potential than actual lies in the fact that we have failed to recognize that every conceivable function that contributes to the physical development of a city, *excepting coordination*, has been in existence and used from as far back as history records. Therefore, planning has but two new things to offer. One is comprehensive design, and the other is coordination. Coordination is a result of guided administration. That is the field in which planners have been weak, and in that weakness we find the explanation of why so many blueprints have remained only blueprints.

I was impressed by the remarks contained in the paper about metropolitan government, especially that portion of the paper that wasn't read, unless you read it between the lines. All of these instruments of government being discussed are evidence that we assume that the inheritance of yesterday must suffice to serve the needs of tomorrow. We attempt to use the same chessmen on the same board, and try to get a new pattern, and it won't work.

In the techniques of administration the important thing to recognize

when trying to discover a cure for inadequacies is that often we are dealing with a metropolitan area, which is a newly-discovered unit of social organization not yet recognized administratively. It is important to recognize that when dealing with this new metropolitan unit from the standpoint of planning, we find that we are dealing with a simple area, but with four different phases possessing common interest. Using Milwaukee as an example, we think we are meeting in the City of Milwaukee, and we are—*politically* speaking. But is the City of Milwaukee also the *community* of Milwaukee? It should be the objective of the Planner to deal with the community of Milwaukee, but what is the community of Milwaukee? It consists of four parts. There is the *social* community. I do not attempt here to limit or describe the area that comprises that social unit. It obviously is not coterminus with the political city. There is also the *physical* community, as well as the *economic* community. These last are the important three of the four. The unimportant fourth, but the one which Planners and others persist in emphasizing is the political Milwaukee which is not as large or as important as the physical, social or economic Milwaukee.

The political, or incorporated City, is usually a completely artificial thing that has no geographical similarity in its size or boundaries to the area in which the inhabitants are bound together by common interest or concern in the physical, social and the economic unity of such area. It is possible that the social unit is not always coterminus geographically with the physical or the economic unit, although they are usually more identical than in any of the three to the hampered, restricted and artificial political city.

Accomplishment must be measured in terms of administrative ability rather than in techniques or perfection of design. We need to use what we have to work with. To ignore the unity of the larger social, economic and physical area, and confine planning to an arbitrary restricted city, must prove to be as futile in terms of valuable accomplishment as would be the effort to color only one part of a pail full of water. Planning represents the one over-all and all-permeating phase of public endeavor. It relates intimately with the three natural types of area mentioned. We need to devise some means of coordinating all of those processes through which we conceive of the potentialities of the larger area, and develop a comprehensive program as well as plan for the realization of such potentialities.

In other words, the physical areas which we have inherited is what nature gave to us. There are no artificial boundaries. Certainly it has been functionally designed to perfection. No planner, nor anyone else, has ever conceived that excellent degree of balance of efficiency and perfection that operates in nature. We upset them, but never equal them. We invented government. If we had started out purposely to devise a machine to do a single job, we could hardly have devised a

more complicated mechanism than our present local government. As an example, Los Angeles County has 454 separate governmental taxing agencies.

Let me recapitulate. Planning for communities, in the sense that the term has usually been employed, has meant the preparation of blueprints. Planning as I presently conceive it, must be much more than that. Blueprints are necessary as a means of defining certain goals, but no blueprints are ever self-executing, and we never fly to a destination on a blueprint as on a magic carpet. In matters of community development we reach that goal on the ground, and by means of a hard, tedious trip. The point I am trying to make is that planning should blaze the route as well as indicate the goal.

Blazing the route involves coordination. Most government functions which produce the physical city deserve little criticism for the quality of their individual contributions. It is the lack of comprehensiveness and coordination represented in the evolution of a city through governmental processes that permits the development of chaos and extravagance in money, property and human lives.

The architect who gave no consideration to his client's needs or resources would not long remain an architect, regardless of his ability to design. The same is true of a city. The Planner is, or should be, the architect of the City, not only the designer. He, too, should have an understanding of his clients' needs, desires and opportunities, as well as of his clients' material resources. He should carry through as an architect does, until his job is finished in all of its parts. That is why I say that planning fairly represents twenty-five percent blueprints and seventy-five percent administration.

County Planning

CHARLES W. ELIOT, Planning Consultant, Pasadena, Calif.

COUNTY planning involves all of the problems and possibilities of city planning and a lot more, because counties include cities, city fringes and potential cities at the stage in their development when direction and design are most important. But counties are basically the units of *rural* government which means that county planning agencies must be primarily concerned with enriching the lives of country people.

There are marked differences between the urban and the rural way of life and in the approach which people with these different backgrounds make to planning. Since so much of planning thought and planning techniques came from experience with cities and urban problems, it is sometimes hard for planners to adjust themselves to the idea that a wholly new and different attitude is necessary for county planning.

Just as one example consider for a moment the question of zoning. In cities the accepted arguments for zoning are the control of your neighbor to prevent his hurting your property, and the stabilization of values. These negative arguments have little or no appeal to country dwellers where the nearest neighbor is 10, 40, 160 or 640 acres away. Zoning or land use plans in the counties must be justified by positive arguments—as means of encouraging more efficient, more profitable and more satisfying development of the resources for country living.

Or for another example, we need a different set of values for county or country planning as contrasted to city planning. In cities we speak loosely of “permitting a *higher* use” of land in an R3 or manufacturing district and assume that everyone understands our scale of values. But in the country quite other values must be taken into account. You will find plenty of scorn for the city dudes and city slickers in the rural counties of America and a conviction that one of the planning problems of the rural areas is (to paraphrase Tracy Angurs’ famous remark about flood plain zoning) not so much how to keep the farmers out of the city, as how to keep the city from swallowing up the good farms and converting them into subdivisions. In brief, the people of rural America are still much more rugged individualists than their city compatriots. They are not at all convinced of the need for controls, regulations, regimentation and permits in their way of life. They are interested, however, in *improvements* in roads, electrification, water supply, sewers, airports, etc., in *services* for health, for police and fire protection, better schools and recreation programs, and in more *efficient use* of rural land. It is not at all difficult to “sell” these rural citizens on the idea that through planning by group action, instead of hit or miss individual action, they can get more done and get it done more quickly and efficiently.

I am not quite sure why I was asked to speak on this subject at this Conference—unless it was that Miss James thought our current activity

in county planning in California might have some interest and significance for you. So, without further apology for using California examples and some personal experience, I will give you now four cases or samples of county planning which I think you may find stimulating or provocative.

The first of these samples concerns this difference between urban and rural planning about which I was just speaking. We are finding very determined opposition to the idea of zoning and building regulations in the agricultural counties. The Grange and Farm Bureau say it's all very well for the urban area—but leave the farmers *out*. To meet this situation, the Planning Commissions of Kern and Riverside Counties (and very probably many other counties) are proposing to establish county-wide general land use plans which designate "Urban Areas" as one classification of land use. In these "Urban Areas" building regulations, building permits and the usual zoning use classifications will then be set up, applicable only to these Urban Areas.

What is an urban district is determined in these cases by such factors as density of population, areas subdivided in lots of one acre or less, areas served by sewer systems, etc., and for potential urban areas by questions of soil, slope, agricultural use, accessibility and conveniences for water, sewer and similar services. It is hoped that future subdivisions can be confined to these "Urban Areas."

This differentiation between the urban and other land uses of counties makes it possible to use city planning techniques in the urban areas and new and more positive techniques for encouraging better land use in the rural areas.

My second example is one of these positive techniques. The Coachella Valley in Riverside County, California, is one of those dramatic and exciting places where change is in the air. It is a dramatic place below the 10,000-foot snow peaks of San Geronio and San Jacinto and stretches to the Salton Sea—170 feet below sea level. It is where dates grow in great abundance and where the desert is literally flowering with the completion of the Coachella Extension of the All American Canal. Water will be delivered to 100,000 acres in the next few months, ushering in a new era of expansion in the eastern and southern part of the valley. At the same time, a "boom" is under way with recreational resort developments on the western side of the valley around Palm Springs. At the suggestion of the Riverside County Planning Commission, a Coachella Valley Planning Committee has been organized representing the whole valley and demanding immediate *plans* for shipping points by air and rail, processing plants, shopping centers, coordination of roads with irrigation and drainage projects, plans for schools and hospitals—everything to supply the wants of double, treble or quadruple the present population in the next ten or fifteen years. The Coachella Valley wants plans that *propose* and not *oppose* change.

I think it is significant that in projects like that for planning in the Coachella Valley, the County emerges as the agency to serve as coordinator. The County is looked upon as the one to bring together the three municipalities, the irrigation district and the rural or desert areas of the valley. And, on the other hand, the County is expected to help with the State and Federal agencies that have a major part in the future of the valley. I shall return to this aspect of county planning in a few minutes.

A third example of new county planning possibilities is suggested by my reference to the Citizens Committee in the Coachella Valley because like that Committee, it is part of the movement for planning "from the ground up."

I want you to know about an experience I had early this month—again in Riverside County—on a new kind of planning venture (at least new to me). The County Superintendent of Schools and the Planning Commission joined to put on a four-day travelling institute on "The Role of the Schools in Planning for Rural Community Life" which was attended by all of the teachers, principals and superintendents in that far-flung county and by many members of the school boards. In work shop sessions, projects were worked out for use of local materials and situations in all parts of the elementary and high school curricula and for direct and personal participation of school children in community planning.

In one community which faces a difficult sanitation problem, it was agreed that seventh and eighth grade students would show on a map the existing sanitary facilities now provided for every dwelling in the village—involving some training in observation, interview and recording of data. In the science class, the teacher proposes to stress the health aspects of sanitation and to teach something about bacteria, chemistry and similar subjects—all in connection with sewage and waste disposal. In the handicraft class, instead of making some knick-knack, the students are going to make a working model of a septic tank and the older boys are going to build a real one to replace the outhouses behind the school. That is real participation in planning.

Although I must confess that there was some murmuring among the high school principals about a danger that some legislators might consider planning in schools as "Red" or "Communitic," the real enthusiasm among the teachers made me feel that they could and would use the realities of conditions familiar to their pupils to emphasize that it is the American way to plan improvements and a better community.

My fourth sample of county planning is a regional or inter-county planning project which is being carried forward by a joint committee of the Orange-Riverside and San Bernardino County Planning Commissions. All three counties have a vital concern in the Santa Ana

River Basin—for as you have been told before, in the West “Water is Life.” These three counties have developed around the water of the Santa Ana River. The Committee is making headway on a plan for multi-purpose use of the valley’s natural resources and featuring a “Coast to Crest” recreation way from the state beaches at Newport Harbor to the mountain resorts at Baldy, Arrowhead, and Big Bear Lake.

This is a *cooperative* project which requires action by the cities, the counties, the States, and many Federal Bureaus. I want to make it the occasion to emphasize the need for new leadership and organization for planning at all levels of government.

We are making fine progress in *city* and metropolitan planning; we are adventuring in new fields of *county planning*; *state* planning is undergoing the usual stresses and strains that accompany many changing administrations. *Regional* and *national* planning are now seriously jeopardized by the furor over economy in government. We, from the arid West, are particularly disturbed over the slash in planning funds of the Reclamation Bureau provided in the House action on the Interior Department Appropriation Bill. Continuation of cooperation and progress in planning by Federal Agencies is vitally important to every city and county planning commission in the country.

I think the Conference should go on record in a resolution to Congress calling attention to the inter-dependence of planning efforts at all levels of government, and the necessity of adequate appropriations for planning by Federal Agencies. I think further that the time has come when we should again join forces to secure the establishment in the Federal Government of a National Planning Agency, for research, for coordination of Federal Planning, and for leadership and assistance of regional, state, district, county and city planning activities throughout the United States.

Planning must be *positive*—proposing rather than opposing change and improvement.

Planning must be *democratic* with participation in policy decisions and establishment of direction by all the people concerned. It must grow “from the ground up.”

Planning must be *cooperative* with all agencies at all levels of government joining in service to the whole people.

Planning must be *national* with leadership and organization in the Federal Government on national policies.

NOTE. Congress restored many Reclamation items, in whole or in part, in the final Interior Appropriations Act.

IN THE CITIES AND TOWNS

URBAN PLANNING AND REPLANNING

Business Program for Community Development

NEWTON C. FARR, President, Urban Land Institute, Chicago, Ill.

WITH the growth of our American cities, there have accumulated many problems which affect seriously the older areas which have gone through a period of transition from their original development. Most of our cities were built without a general plan and expanded by the addition of new communities as the needs of the population demanded. In those days, there were no trained city planners, and the real estate men who subdivided and sold the land had not had the benefit of experience and education which are readily available today. The business section was generally located at a point determined by the highway, water or rail transportation which connected the community with other neighboring towns. Generally the residential area surrounded or partially surrounded this business district. Industry followed the lines of transportation. As the city grew, the residential areas were expanded farther and farther away from the business center and eventually required new outlying business districts to serve the daily needs of the residents who did not wish to come all the way down town to do their shopping. As business and industry expanded, it did so generally into the residential areas, which became less attractive as homes for those who could afford to live in better neighborhoods. In this way there developed many of the blighted areas with which we are concerned in this discussion today.

These areas have gone through a period of changing real estate values. As the land values increased because of the higher economic use for commercial purposes, the values of the improvements decreased. A piece of real estate consists of land and improvements which cannot be sold separately, so that the value of the building, if any, which was wrecked in order to build the new commercial building, had to be absorbed in the increased value of the land. Where profitable commercial districts developed, these land values often became very great. Many of our old city families have had the good fortune to continue to own the land where the homestead was originally located which has increased 10, 100, or even 1000-fold. Even residential property which has been absorbed by industry has often increased in value. However, business and industry has not expanded uniformly from the center of the city nor as rapidly as the more prosperous families have moved farther out. These areas have been occupied by people of smaller means, and the fine old residences have been rented at a low rate for dwellings or rooming houses. With the decline in the prosperity of the neighbor-

hood, there has often been a decline in the value of the land. Sometimes the buildings have been depreciated to a point where they have been abandoned and wrecked. Taxes have been allowed to remain unpaid until in many cases the amount of unpaid taxes and penalties is greater than the value of the remaining land. It is these areas in particular that I would like to discuss today in connection with a program for community development.

Most of our cities have established plan commissions which have studied the needs of the city in an effort to guide future development. The City of Chicago, where I live, developed a Plan of Chicago in 1909 under the direction of the Commercial Club. This plan was prepared by Daniel H. Burnham and Edward H. Bennett, Architects, and has been the means of guiding splendid improvements in the way of parks, boulevards, street widening, railroad terminals, and other projects which have done much to bring credit to the City of Chicago. In general, the plans until recently have not given proper consideration to the redevelopment of these blighted areas. Some of these areas have sunk to a point where they are not suitable habitation for any American citizens. However, it has been my experience that most of these areas are made up of buildings of all types—dilapidated old houses; other residences which are still habitable but blighted by reason of the surroundings; old flat buildings which are unsafe and unsanitary; other flat buildings which are sound structurally and susceptible of rehabilitation; stores which are occupied by inferior tenants at extremely low rentals; other stores which are prosperous and able to pay moderate rentals; and interspersed with these properties, industrial buildings which tend to make the neighborhood undesirable for residential purposes. All of these conditions affect the city in various ways:

1. The decrease in real estate values brings a reduction in the amount of taxes which can be collected from the community. Included in this is an increasing amount of tax delinquency which brings on the problem as to how to enforce the payment of taxes or what the city should do with the property if the taxes are not paid.

2. The cost of police and fire protection, together with other municipal services, is greatly increased.

3. The surrounding territory, which becomes less desirable, is gradually affected in the same way.

4. Retail business in the central business district is affected by the lower purchasing power from the blighted area and the exodus of the more prosperous residents to more remote sections of the city.

5. The general moral condition of the residents in the community is affected and stimulates radical economic and political activity in the city.

It therefore becomes important to the business leaders of our communities to see that something is done to correct and improve these communities. It is essential that they not only give their very best efforts to replanning and redevelopment but that they support these plans financially and liberally. The responsibility for this support

should go to those who live in the outer sections or even outside of the city and who depend on the city for their livelihood or their cultural and social activities.

There are a number of steps to be considered in the redevelopment of these areas:

1. It is essential that health and safety regulations be enforced in these areas. This means that unsanitary and unsound buildings be either wrecked or rebuilt in order that they may comply reasonably with proper city ordinances. Here I think it is well for our cities to restudy carefully their ordinances in order that they may be brought up to date with the best use of design and materials. Consideration must be given to the owners of old buildings who cannot comply with ordinances which force unnecessary building alterations. Consideration must also be given to the fact that thousands of buildings which must be wrecked are now occupied as homes by people unable to locate elsewhere.

2. The city should set up a plan which will contemplate the ultimate redevelopment of all of these areas. This means that a careful study must be given to rezoning in certain of these sections. In studying this rezoning, careful consideration must be given to the existing structures within the area in order that there will eventually be a minimum destruction of existing buildings which do not conform to the future plan. Careful consideration should be given to the method under which structures which do not conform to the plan can be gradually eliminated or reconverted. We must remember that if our cities continue to grow, our planning must also be continuous and must meet the changing conditions as they come. However, good planning should produce an orderly procedure which can be carried on continuously toward a goal of the best possible type of community development. This plan must of course give consideration to public improvements including parks, boulevards, highways, and the necessary public buildings. These should be determined and officially approved so that new structures to be built will not need to be wrecked in order to comply with the ultimate plan. Here it is necessary to study the type of legislation and city ordinances which will not be unfair to the owners of property affected. It would be obviously unfair to require an owner of real estate to retain his investment and continue to pay taxes and at the same time not allow him to develop his property in any way whatsoever.

3. Certain areas should be designated for immediate redevelopment by the proper authorities. To carry out a program of redevelopment, it is of course essential that ways and means be provided for the assembly of the land which is to be re-plotted and re-built. It is possible that the owners in a given area can agree to a plan which they will carry out without the need for public assistance. Otherwise it is important that some branch of government, some institution, corporation or trust, be provided the means for the assembly of the land to be re-sold for redevelopment under the plan. Many of our States have set up redevelopment laws some of which I will here describe:

It is generally the case that the cost of assembling this land is greater than its economic use value. This is occasioned by the fact that in a typical area such as I have described there are many buildings, both residential and commercial, which need to be wrecked in order to completely reconstruct the community. In Chicago we have purchased vacant land at 20 to 30 cents per square foot, and nearby land, together with improvements, at \$5 to \$10 per square foot. The average will generally be less than \$2 per square foot. If this land is to be redeveloped entirely with 2 and 3-story residences and apartment buildings, this may not warrant a value over 50 cents per square foot. However, a well-developed community might have certain sections to be improved with tall

apartment buildings which would warrant a substantially greater land value. The community would also no doubt require the construction of a community shopping center which could well afford to pay considerably higher prices for the land. Many of these areas will also require sites for parks, schools, and other public buildings for which the community should pay the actual cost of land assembly. I would like, however, particularly to state that a redeveloped community might quite properly utilize many of the existing structures. We have found in assembling land that there are often buildings which conform reasonably to the new plan which do not need to be wrecked but can continue to be used either as is or with reconstruction and modernization. It is essential that land for redevelopment be made available to those who are to build at prices which they can afford to pay. It has been generally agreed among many who have studied this subject that it is a proper function of Government to underwrite the difference in cost between land assembly and the price which the builder can afford to pay. This would be warranted by the greater tax-paying ability of the community, and also the reduced cost of servicing a slum. In general, we should look to the local community to pay this cost. However, the financial means of many of our cities will not provide sufficient money to do as large a job as may be necessary. Some of our state governments have provided funds which can be used to pay the cost of redevelopment. Others believe that this is a responsibility of our Federal Government and that the Congress should appropriate large sums to pay the cost of slum clearance. It is probable that a combination of these three sources of revenue should be used in this large over-all program.

Aside from the great importance of rebuilding these older sections of our cities, there is the great need for the construction of new housing at this time. This is considered by many as the No. 1 problem in America today. A great deal of this new housing should properly be built in the areas which I have described. Any public assistance that can be given in the way of land subsidy or cooperation of local governments is warranted in order to stimulate this much-needed type of construction. The areas designated for redevelopment are generally easily accessible to the large number of persons who work in our central business districts so that the problem of transportation for these workers would be minimized. Many of them would be able to walk to their work, thus eliminating traffic congestion from automobiles or overloading of local transportation systems.

The buildings to be built in these areas should in general be for rental housing. There should be large and small buildings well diversified with apartments ranging from minimum size to those large enough to accommodate larger families. There should also be single-family dwellings to take care of those who wish to occupy their own homes. It has been my experience that there is a tremendous demand at this time for the purchase of small homes in redeveloped areas. By reason of high land costs and the necessity of conserving land, many of these homes should be of the row housing type, or what we like to call *group housing*. There should also be detached housing in areas where sufficient land is available. What I am trying to describe is an area with a variety of residential buildings which would make up a well-rounded community.

There is a large amount of institutional money available for the financing of buildings of this type provided that there is assurance that the communities will be fully redeveloped and that the land is made available at a low enough price to make the investment profitable. In some states, insurance companies have already undertaken projects of this type. There is also substantial money available in the hands of individuals and corporations which might be used as equity money for projects financed with conventional real estate mortgages. I would like particularly to encourage individuals or groups of individuals to assume the responsibility of carrying through projects of this type. Single-family dwellings to be built should be sold to the individuals who would occupy them as homes. Apartment buildings could be re-sold to investors so that there would be a large diversity of ownership. This is not essential but desirable. It is probable that certain areas would be held for investment by institutions who would continue to operate them as rental projects over a period of years. The business buildings built in the shopping centers limited to certain designated areas might also be held by institutions for investment purposes or re-sold to other investors. In my opinion, it is highly desirable that as these areas are redeveloped under a plan with proper restrictions as to their future use, they should be diversified as to ownership in order that proper community interests may be maintained.

I have not mentioned public housing in this discussion. This is a highly controversial subject. If there is a need for large rental housing projects to be built by government and rented to those with minimum incomes, these projects should be located in blighted areas. Excessive expenditures for land assembly might be warranted here by the need for clearing and rebuilding the slums. It is my opinion that public housing projects should be well integrated with the community so that the inhabitants will not be confined to areas fully occupied by those who are dependent on public aid for their living.

Urban Redevelopment Round Table

PANEL: PAUL OPPERMANN, Urban Economist, Community Planning Service, Federal Works Agency, Washington, D. C.; HOWARD J. TOBIN, Vice-President, Northwestern Mutual Life Insurance Co., Milwaukee, Wis.; FRANK W. HERRING, Director of Urban Development, N.H.A., Washington, D. C.
ERIC CARLSON, Associate Editor, The American City, New York, N. Y., *Reporter*.

THIS report of a spirited and lively panel discussion will not include all the thoughts and ideas expressed, nor the names of all those who participated. The effort will be, instead, to bring out the significant trends in the discussion, in order to focus attention on what seem to be the chief current problems in the urban redevelopment field.

Mr. Herring opened the meeting by summarizing briefly the major urban redevelopment proposals and the schemes under which urban redevelopment is proceeding. He mentioned two recent proposals. One, by Louis Justement of the American Institute of Architects, contemplates Federal loans to communities without interest, the loans to be reviewed after 10 years, with repayments depending upon general economic conditions. Another proposal by the National Home and Property Owners' Foundation would enable the Federal insurance of loans to localities for redevelopment purposes.

The cities where urban redevelopment projects are going ahead include Indianapolis, Detroit, and New York, all of which have varying methods of approach. Laredo, Texas, was mentioned as undertaking a project without subsidy, but no further details were available at the meeting. Gordon Whitnall of Los Angeles described a South Pasadena, Calif., project in which land will be cleared for a modern industrial area near the harbor district.

Six aspects of the urban redevelopment scene received the greatest attention during the discussion which followed. These were as follows: (1) The general problem of what to do with slum area dwellers immediately and permanently displaced from their homes as a result of redevelopment projects; (2) The racial frictions which are likely to result when projects eliminate Negro slum dwellings without provision for other areas or residences in which Negroes can live; (3) The place of insurance companies and other financial institutions in urban redevelopment and its financing; (4) The value of land in slum and blighted areas; (5) The extent to which land should be redeveloped for commercial and industrial use; and (6) The lease *versus* sale of land acquired through urban redevelopment procedures.

On point 1, the necessity of temporary projects to house families displaced from their homes was emphasized. Little thinking has been done about where such projects should be located and how they should be financed, it was said. During a housing emergency such as now exists, it was pointed out, tenant relocation bureaus, such as that operated by

the Metropolitan Life Insurance Co. for those displaced by its New York Stuyvesant Town project, will be of little practical value. Mr. Whitnall mentioned some procedures followed in California in which people were forced to move because of a highway construction program. There, he said, vacant lots had been acquired by the State, which also arranged for the moving of the people's residences upon these lots.

General U. S. Grant 3rd, Washington, D. C., raised the question of what to do with the *supercharge* of poor people living in slum areas, who will be permanently dispossessed by urban redevelopment projects. In the discussion of this *housing economics* aspect of urban redevelopment, it was suggested that, because the value of land in central city areas is so high, it would be better to build low cost and low density housing on city outskirts, preferably accessible to decentralized industrial plants. Moreover, it was declared, lower income groups generally tend to have higher birthrates and it would be desirable if their children could be raised in more open surroundings.

A number of persons expressed the view that public housing construction to accompany higher income redevelopment projects is a necessity for any large-scale solution of urban problems. The New York City Housing Authority is now embarking upon a policy of building its projects on open land, rather than clearing any more slum areas during the current shortage, it was pointed out.

On point 2, the discussion showed awareness of the fact that, in some cases, urban redevelopment procedures are and will be used as a means of eliminating Negroes and other minority groups from areas in which they are not wanted. The paradox in this situation is that Negro families, even though having the ability to pay for decent accommodations, can find no suitable places in which to live. The desirability of *balanced communities* was recognized, although the key need of most cities to help solve their racial problems seems to be for land unencumbered by deed restrictions, covenants, and other devices used as weapons against minority groups.

Regarding the financing of urban redevelopment, Mr. Tobin suggested that a logical and workable method would be to have the local government float revenue bonds, with the city's credit backing the undertakings, and with revenues from the projects, under city operation, paying off the bonds, which could probably be marketed with an interest rate as low as one and one-half percent. Mr. Tobin stated that he did not believe some of the insurance company housing projects would continue to yield investment returns over a period of years, because of the fact that they have been saddled with excessively high costs and probably will face competition from other rental projects. He thought that the subsidies necessary to provide housing for lower income groups should come from public funds, and that insurance companies, especially smaller ones, because of their position as trustees

for the savings of individuals, should not be expected to take the leadership in a field which is so risky and uncertain. Mr. Tobin thought that generally the *market demands* for housing should be given priority in the present situation, although he warned against the trend of the construction industry to price itself out of the market and to concentrate on *luxury housing*.

The course of the discussion revealed considerable interest in land values in slum areas and in taxation and assessment practices and policies as deterrents to redevelopment. Comments were made that the mechanics of the assessing fraternity are all wrong from a social point of view and that the courts, in condemnation cases, need to revise their views as to what land is really worth in slum and blighted areas.

Mention was made of a series of meetings in Milwaukee, in which assessors have been meeting with owners of downtown property and those interested in redevelopment in the effort to obtain sounder assessment criteria. General Grant asked whether forcible depreciation of improvements on the land might not be an answer to lowering the costs of land acquisition for new housing.

In describing the Detroit urban redevelopment program, Mr. Julian W. Tarrant of that city stated that many areas ought to be redeveloped for other than residential purposes. He said that if land could be designated as blighted, and zoned for industrial use, many industries would be willing to go ahead in the rebuilding of such areas without subsidy of any kind. Mr. Sol Ackerman of Milwaukee questioned whether such procedures would be solving the problem of how to rehouse people dispossessed from their homes. Mr. Lawrence V. Sheridan of Indianapolis stated that, although land in many cases could be redeveloped for industrial and commercial purposes, it was important to take care of the urgent needs for housing first. Mr. Tarrant commented that, to some extent, housing redevelopment could be subsidized by shopping centers and other commercial enterprises.

The meeting closed with a discussion of whether the sale or lease of land was a more proper method for disposal of land acquired under urban redevelopment procedures. Mr. Oppermann declared that the particular method did not so much matter as long as proper controls in the public interest could be maintained over the life of the project. Mr. Whitnall stated that California studies showed almost insurmountable public resistance toward leasing land for residential construction. However, he said, about 85 percent of the commercial and industrial enterprises surveyed, preferred lease arrangements to buying property outright.

Organization of Neighborhood Units

H. EVERT KINCAID, Executive Director,
Chicago Plan Commission, Chicago, Ill.

A COMPREHENSIVE city plan for a large city such as Chicago is difficult for the average citizen to understand. While he may have a general knowledge of some of the city-wide problems, Mr. Average Citizen is not greatly concerned with the solutions for a more orderly and efficient urban development except as they directly affect his welfare. He and his family are concerned primarily with the problems of the neighborhood in which they live. Mrs. Citizen is the one most conversant with the problems which affect the daily activities and the happiness of her family. She knows the condition of the school and the time required for her children to walk to and from it. She knows and is worried about the traffic hazards if it is necessary for the children to cross busy streets. She is the one who must fight the dirt and smoke to maintain a tidy home. She judges the people she meets in the stores and public places. These are subjects for family discussion at the dinner table, and it is there that the desirability or undesirability of living in a specific area of the city is determined.

Mr. and Mrs. Average Citizen are conscientious people and they would like to help to improve their neighborhood if all of their neighbors would join together to eliminate those conditions which are undesirable and detrimental to the neighborhood. Individually most people feel helpless to do anything about the situation and are reticent about making suggestions to the proper officials or organization. Thus it is necessary, on the part of civic leaders and public officials, to arouse the citizens' interest and to offer them an opportunity to participate in the affairs of their neighborhood and of the community in which their neighborhood is located.

In the formulation of the Comprehensive City Plan of Chicago, the neighborhood has been selected as the basic planning unit for the development and redevelopment of a Better Chicago. The typical neighborhood area in Chicago is approximately one-quarter square mile—some are larger and some are smaller. This unit of area is accepted because so much of the city is now patterned into such cellular urban units by reason of the grid platting of major thoroughfares. Furthermore, many of the areas are now equipped with elementary public schools centrally located and serving a district commensurate with the neighborhood boundaries. The public elementary school integrated with a park and playground of three to six acres in size, depending upon the number of people to be served, and equipped with facilities essential for the use, primarily of grade-school-age children, is the center of neighborhood social and recreational activities. It is planned that the school building be supplemented with additional indoor facilities

to provide for adult educational and recreational use in off-school hours.

The neighborhood plans call for a system of street designed or reconstructed to serve only that traffic originating or having destination within the area. All through-traffic movements are channeled around the neighborhood area onto the major streets designed and developed to act as feeder routes into the expressway system, or to permit of access to adjoining neighborhood and community areas.

In total there are 513 neighborhood units within the Comprehensive City Plan of Chicago which, when fully developed in accordance with the proposed pattern of population distribution, will provide space for comfortable living for approximately 4,200,000 people or about 1,300,000 families.

A primary feature of the neighborhood plan is the coordinated pattern of the various types of residential dwellings, including apartment buildings, row-houses, and free-standing single-family homes. Obviously these different types of residential structures are not intended to be inter-mixed but are carefully located in compliance with a preconceived plan designed to provide for architectural harmony and the best use of the land. Such an arrangement, it is believed, will provide for the requirements of Mr. and Mrs. Citizen and their family throughout most of their lives. As a newly married couple they could find a small apartment while their needs and economic competence were still relatively modest. With the advent of children and increased financial ability they could move to a semi-detached or group house with front and back yard and upstairs living quarters—the type of house suitable for growing children. With greater financial capacity they might buy or rent a single-family dwelling. As the younger members of the family mature and leave home to pursue their own ambitions, their parents with no further need for a large house, can figuratively retrace their steps by moving to a smaller and less expensive accommodation in a comfortable apartment.

In addition to these opportunities for housing accommodations, there are some important financial considerations. A range of various types of dwellings providing for a cycle of occupancy more nearly guarantees the maintenance of stable school enrollment commensurate with the facilities constructed to serve the neighborhood, than if the area were occupied entirely with single-family free-standing homes. In a number of instances in Chicago large public schools were built during the 1920's in districts occupied almost entirely by single-family dwellings. For a relatively few years there was a very large school enrollment, but now the children who attended these schools have gone on to higher education or into employment and the enrollment of new children has been drastically reduced. In some instances over half the rooms in fine modern school buildings now stand idle.

Economic support for neighborhood merchants would also be stabil-

ized by the continued demand for a wide range of goods and services of a neighborhood population which was constantly renewing itself. The same economic problems apply to the welfare of churches and other public and semi-public activities.

Inasmuch as the neighborhoods are very small areas and are not self-sufficient, 8 to 12 are grouped into communities which cover an area of approximately three to four square miles. The community may be an irregular shaped area with boundaries formed by expressways, railroads, industrial belts, water-courses, and other non-residential conditions. The high school, with its surrounding park and playfield areas averaging about 25 acres in size, together with nearby major shopping facilities, forms the nucleus of the community center. Within the Plan of Chicago there are 58 such community areas, commonly referred to as "58 cities within the city of Chicago." Many of the community areas are presently well known by name and it is the intent of the Plan Commission to cause people to become community conscious and awake to the problems of their "city within the city." A series of detailed plans for each of the 58 communities is being prepared, many with the assistance of local groups and the aldermen. In that manner, it is believed that adequate citizen support will be aroused in the interest of realizing the plans for coordinated city-wide improvement.

Such a program requires organization, and to that end it is proposed, under the inspirational leadership of Chicago's new Mayor, Honorable Martin H. Kennelly, to reorganize the City Planning Advisory Board. It has been suggested that each community area have its own council, on which would serve representatives from each of the neighborhood areas. The community councils in turn would recommend representatives for appointment by the Mayor and the City Council to membership on the Advisory Board. In addition to community leaders, representatives would also be selected from city-wide groups such as labor, business, industry, social services, and other organized activities.

This approach to planning is not in the embryonic stage. Much progress has already been made in the formulation of the Preliminary Comprehensive City Plan, and many meetings have been held with the aldermen and civic groups throughout the city. Sufficient experience has been collected to warrant the proposal for going forward with the program just outlined. The Plan Commission, supported by Chicago's Mayor and its elected and appointed officials, is convinced that successful planning and the execution of plans can only be done at neighborhood level and at the will of the people.

Good Housing and Good Cities

RAYMOND M. FOLEY, National Housing Administrator and Commissioner,
Federal Housing Agency, Washington, D. C.

WHICH comes first—good housing or good cities? Even a brief glance at any of our large cities shows that good housing and good cities are dependent on each other. To be sure, even the worst of our cities have some good areas of housing, but they are only islands which sooner or later will be engulfed by blight and land misuse. A good city is one in which good housing is the accepted normal pattern, not the exception—for all its citizens.

Good housing and good cities don't just happen; they must be planned. The cries we now hear about the defects of our large cities—slums, blighted areas, high cost of municipal services, lowered tax revenues, and overcrowding—are solid proof of the high cost of lack of planning.

It would be difficult to overrate the importance of community planning in connection with future growth of cities large and small—from the many slightly varying points of view of the diverse interests and groups that make up a community. We in the NHA look at the presence or absence of planning from the specialized viewpoint of its effect upon a given parcel of land as the location for a home. Businessmen, industrialists, experts on sanitation, highway builders and a host of others with special points of view will see an over-all plan differently. Yet it appears to me that ours is the fundamental, basic test. The success of a city or regional plan will finally be bound up in the successful servicing of the home of Joe Doakes, through its success or failure in creating conditions in and around the home-site that are conducive to safe, comfortable living for his family. We are prone sometimes to overlook that fact when we have to measure traffic volumes, plan for multi-story building, lay out routes for master-sewers, tunnels, water-lines, allot land for railway yards, and industrial areas. It may even be a bit sophomoric then to point out that the purpose of all community planning is simply to provide and protect a good living place for the families of the community, in the narrow sense and in the broad one. This can be done only by planning properly for industry and recreation as well as housing. A good community is one which is good to live in and work in. It must have proper balance of all elements—streets, parks, shopping, schools, homes, and so on.

Most home-seekers move into a community without knowledge of its facilities to serve them. They become aware only as the existence or lack of provisions for their developing needs are brought home to them by experience. That is perhaps the reason it is hard to arouse active interest in so many citizens in the subject of community planning, especially on a metropolitan or regional scale. It is also the reason why

neighborhood planning activities command a greater degree of individual interest, and suggests the avenue toward development of greater support for broad planning that in a good many cities now is being followed.

Ever since the end of the war, we have been confronted with a situation of emergency—a shift from war-housing emergency in which the building industry operated in a sharply limited way, to the reconversion emergency—again an operation sharply limited in almost everything but the quantity of home-building sought.

In neither situation has it been possible to proceed in a fully-rounded plan. Yet we are endeavoring to provide a maximum number of family units of new housing within a short period, in a race against time because we have not been able in the past to provide as well as we might have done for just such an emergency. We are doing it in a shortage of materials and under a high-cost index that forces limitations of house-planning upon us. We are having to race against time in such fashion as to force certain limitations of site and community planning in connection with new home projects.

It is fortunate, therefore, that all over the country, city, county and state planning organizations have been giving thought to these matters in the past—mostly the fairly recent past—and have created a considerable groundwork for future development, into which much of today's hurried home-building can be placed.

Planners are being called upon to plan communities today against a background of great public consciousness of the housing problem and a far greater public consciousness of the importance of good housing from social as well as economic points of view, than ever before existed. They have, therefore, a strong potential force of public opinion to support their efforts, and an equally strong force of impatience with any sector of planning that delays housing.

For instance, at the Federal Housing Agency (a constituent of the National Housing Agency), the land-planning of a subdivision is a work for master-technicians. Comfort, convenience, economy, even safety of life and limb of several generations to come, may depend to a large degree on the care and skill of the work. Yet in the present situation of pressing need for housing, in a particular case, for example, we have encountered sharp criticism because our studies of a difficult terrain and revision of a proposed plot took three weeks instead of two.

Similarly, the question of the cost of housing is tied up in planning. All that is done to improve the community must be paid for by the community. So planning must be practical in the sense that it provides a field in which it is practicable to erect, finance and securely own residential structures of all classes.

I am convinced that: (1) The great bulk of our so pressing housing need can and ought to be met by private enterprise; (2) Private enter-

prise can do the job only if it is willing to move with the times and adopt and adapt the new methods and materials and techniques as they appear, because only by reducing the cost of housing as measured in terms of average family income can the task be accomplished; (3) A basic conception of private enterprise as including management, labor, finance and government must be adopted in the housing field and a coordination of their duties and responsibilities established.

The barriers to good housing and good cities can be broken down only through such coordination. The community can organize local resources, study housing needs, provide for minorities, set good housing standards, and insure well-planned neighborhoods. Private industry including labor, management, investor, builder and supplier, can build moderately-priced housing, construct more rental units, reduce building costs, utilize new building techniques and materials, and provide low-cost financing. Government local, state, and Federal can provide financial aids, low-rent housing assistance, technical and planning guidance, sound credit facilities, building code modernization, community facilities, and land assembly assistance. All three elements must pull together, for most of these tasks require united effort.

For example, we cannot bring the relative cost of housing down unless we remove waste, inefficiency, restrictive practices and excessive demands for either goods or services. We cannot remove unnecessarily restrictive practices with their attendant wasteful cost, such as may exist in labor, for instance, unless we are willing to do it in management, in finance and in government. And to some extent the cost of housing, original or final, is increased by any such practices as exist in each of those four fields.

We of government ought to look first to our own house. How far are unnecessary rules and restrictions in the FHA adding to housing cost without adding to value? When I became commissioner I ordered a study of that question, and we have made a lot of changes since which we think represent progress. We can see room for more and, on the reverse side, we can see many places in which change is demanded of us by some, where we should not change because we think value would suffer more than cost would decline as a result.

Planning organizations have their place in the good-housing-good-cities program, too. Not only can they work with all of these groups, but they can also supply many services which these groups are not able to provide for themselves. Planning agencies can supply the specialized studies on housing, traffic, city growth, zoning, building codes, and other subjects that shed extremely valuable and necessary light on planning for better communities.

For instance how far are outmoded building codes, or mistaken local zoning, retarding housing and adding to its cost in your community? In many places they are having just that effect.

How far has planning made provision for a wide range of income among the home-seekers of the community? That is definitely a phase of planning that will be a factor in the future of the dispersion movement.

How far is planning recognizing the probability of slum-clearance and rehabilitation being successfully attacked through channels of private enterprise? That is a direction in which I believe we can make great strides rather than resting on acceptance of the idea that only by exclusively governmental action can results be achieved.

Indeed, there is plenty of room for downward movement of private enterprise in housing into the *lower levels* of which we have talked so long if we can bring about that essential teaming of government, management, labor and finance of which I have spoken. And, by government, it is a mistake to assume we mean only or chiefly Federal Government. We mean government everywhere, from the township unit or even the lessor special districts upward.

How far has planning recognized the needs of minority groups? How far has it analyzed the human reactions and equations on this subject in the individual area and made room for really adequate development—such development as will provide a chance for decent housing and by that very evolution prove the baselessness of some of the fears on which adverse local attitudes may be founded?

How far has planning in the more specialized sense made room for and offered opportunity for blight rehabilitation and check—far preferable to later cure of slum conditions? There is an immense field there in which the four-horse team I advocate can work.

How far has planning, in both the broad and specialized sense, taken cognizance of the need for rental housing, on a basis of distribution of multi-family housing carefully worked into owner-occupant residential areas? That is one of the promising developments of the future.

How far has planning recognized the trend toward neighborhood business centers? We have come a long way from the day when the whole attitude of home-seekers on this matter was summed up in the question: "How far is it to a loaf of bread?" Indeed, there begins to appear a possibility that the cost-to-buyer of housing may be brought down by capitalizing upon the very large value a residential neighborhood gives to a business center serving it—and some project builders now realize that they can afford to require much less profit on sale of houses, if they construct and own the business structures the housing supports in a neighborhood.

Everybody wants good housing and good cities. There is no disagreement about that. The disagreement arises on the "How" rather than the "What." In my mind there is no doubt that the "How" will have to be the coordination outlined above. If all elements will compose their differences in that light, we will have made a giant stride toward getting the better homes for all that mean better cities for all.

ELEMENTS OF THE PLAN

Urban Land Uses

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

SOUND urban development depends upon good city planning. Factual studies of land use are an indispensable tool of urban planning.

We need to have more accurate information about the total area of urbanization, the amount of land in use for various purposes and significant changes in trends of each type of land use.

One of the first undertakings of the planning agency should be to make a complete land use survey. This should be compiled by blocks and by carefully selected unit areas (as, for instance, by neighborhood units), and so recorded that it can be supplemented and kept up to date by periodic restudy. The information thus obtained will be useful in many phases of planning, not the least of which will be in appraising the necessity and desirability of proposed changes in the comprehensive zoning plan.

One of the most significant aspects of the land use survey is the relationship to population. This should include determination per given unit of population of the total amount of land in use and for each major land use classification. Similar determinations should be made for each unit area. Such information properly prepared and wisely used will have the utmost value in improved planning methods and more scientific zoning practices.

In this brief paper it is impossible to discuss all of the various applications of land use data. The following presentation is confined to a comparison of the relationship of land use to population from surveys in some 31 more or less self-contained cities undertaken since 1932 with similar data for 16 self-contained cities collected prior to 1932 which were published in one of the Harvard City Planning Study Series.*

The term *self-contained* is misleading and is repeated here merely for comparative purposes. A more appropriate term would be *central* or *parent* city to signify that it is the original and usually the older and larger political unit of the urbanized area. Some cities, such as Des Moines, have extended their official boundaries to such an extent that very nearly all land in urban use is embraced. Other cities, such as Newark, have failed to extend their official boundaries and are now surrounded, or nearly surrounded, by other incorporated communities. When the entire area of urbanization is measured, generally the ratios for single-family, public and semi-public uses increase, the ratio of industry increases in some instances while the ratios for two-family and

*Urban Land Uses—Harvard University Press, 1932.

multiple-dwelling use decrease. This is well illustrated by a recent survey of the "self-contained" city of Hamilton, Ohio, and of the total urban area of that city as shown by Table No. 1.

NEW TRENDS IN LAND

Several new trends in the use of urban land have become apparent in recent years. Of greatest significance are:

1. Residential lots have increased in size. The modern high-speed, moderate-priced automobile has enormously enlarged the potential area of urbanization, an increase proportionately far greater than the growth of total urban population. People are no longer satisfied with the small lot which characterized earlier city development.

2. New commercial properties are of much larger size. Tall commercial buildings in central business districts are more or less outmoded. Much new commercial development is following population to suburban or at least to strategic mid-city locations. The trend is toward low buildings with generous parking space.

3. New industries generally are single story, spreading type of buildings with large land areas. This type of construction is generally more economical to build and permits more efficient operation in the industrial process.

To what extent these new trends affect land use relationships it is still too early to estimate. Whether the percentage of residential land will be increased proportionately more than the percentage of increase in commercial and industrial land use remains to be seen.

TOTAL AMOUNT OF LAND IN USE

The 16 cities in the Harvard Study Series showed 8.2 acres of total developed urban land per 100 persons. The 31 cities subsequently surveyed show 6.56 acres.

This is a decrease of 1.6 acres or 19.5 percent. One explanation of this decrease could be that the lower figure is an average for almost twice the number of cities. Another and more probable explanation is that there were twice as many larger cities (*i.e.* over 150,000 population) in the later studies of 31 cities.

In any event, these studies do not as yet reflect an increase in the amount of total developed urban land in relation to total population. This is accounted for because the figures are for central cities whose political boundaries may not have been extended to embrace all new growth.

In these later studies of the 31 cities separate determinations were made according to the relative size of cities. These are shown on the accompanying chart. As might have been expected, and as pointed out in the original study, the smaller cities have proportionately more land in use in relation to population. Cities of less than 50,000 total population showed 9.32 acres of developed land per 100 persons, cities of from 50,000 to 150,000 showed 7.89 acres, while cities of over 150,000 showed

but 5.78 acres. The larger cities are more crowded as we all know. In this particular group of cities those having less than 50,000 population utilize 61.2 percent more space per unit of population than in cities over 150,000. That is a substantial difference. It represents the difference between crowded conditions and a more comfortable open type of city.

TOTAL LAND USED FOR VARIOUS PURPOSES

In the later studies of 31 cities there was an average of *less* land in use per unit of population for residential, light industrial, railroad and street purposes. There was no difference in the average for parks and playgrounds. There was an average of *more* land in use per unit of population for two-family, multiple dwelling, commercial, heavy industrial and public and semi-public purposes.

The greatest changes in the averages appear in single-family dwelling, two-family dwelling, multiple dwelling and street uses. The higher averages for two-family and multiple dwelling uses and the lower averages of single-family dwelling and street use are again indicative of the inclusion of more large cities in the later studies. This is particularly emphasized by the breakdown of averages by size of cities.

It is particularly noteworthy that the averages for small cities are higher in all uses except multiple dwellings.

The averages are higher in small cities than those of the Harvard Studies except for railroads and for streets which are quite similar.

The averages decrease progressively with increased size of the city except for multiple dwellings in large cities and for light industry in medium sized cities.

IN CONCLUSION

As stated in the earlier study the averages cannot be applied to an individual city. Significant conclusions for a particular city can be drawn only by comparison of the averages with those of other cities of similar size supplemented by a full analysis and interpretation of local conditions and the special characteristics of each city.

While the cities studied experienced some gains in population during the war years, many of the surveys were made prior to the war, few of the others experienced unusual abnormal increases in population and in all cases population was estimated as of the date of the survey.

At least for these central cities it is apparent that there are marked limits to the total amount of land that has been developed per unit of population as well as for major types of land use.

We need more information on land-use trends for the total area of urbanization. The land-use surveys should be kept up to date. Only by such studies can we discern new trends and have the benefit of this important data to apply in improved planning and zoning practices.

ELEMENTS OF THE PLAN

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COMPARISON OF URBAN LAND USES VARIOUS SELF-CONTAINED CITIES Acres Per 100 Persons of Developed Area

SPECIAL STUDY OF CITIES—1932-1947

Type of Use	Harvard City Plann. Studies—1932*	Population :50,000 Less	Population 150,000 to 150,000	Population **150,000 and Over	Total All Population †Groups
Single-Family Residence . . .	2.94	3.11	2.62	1.81	2.10
Two-Family Dwelling . . .	0.14	0.35	0.32	0.31	0.31
Multiple Dwelling . . .	0.08	0.19	0.14	0.23	0.20
Commercial Use . . .	0.18	0.26	0.20	0.20	0.21
Public and Semi-Public Use . . .	0.62	1.15	0.65	0.59	0.66
Parks and Playgrounds . . .	0.48	0.50	0.48	0.47	0.48
Light Industrial Use . . .	0.24(1)	0.27	0.14	0.18	0.18
Heavy Industrial Use . . .	0.22(2)	0.28	0.28	0.24	0.25
Railroad Use . . .	0.46(2)	0.43	0.42	0.27	0.32
Streets and Alleys . . .	2.82	2.78	2.64	1.48	1.85
Total Developed Area . . .	8.18	9.32	7.89	5.78	6.56

*Mean Average 16 cities
:Average 13 cities

†Average 10 cities
**Average 8 cities
‡Average 31 cities

(1) Mean Average 14 cities
(2) Mean Average 11 cities

PER 100 PERSONS SELF-CONTAINED CITIES

Use	Range 13 Cities Less than 50,000	Range 10 Cities 50,000 to 150,000	Range 8 Cities 150,000 and Over
Single-Family Dwelling . . .	2.02-4.83	0.80-3.90	0.24-4.60
Two-Family Dwelling . . .	0.03-0.61	0.11-0.74	0.07-0.64
Multiple Dwelling . . .	0.05-0.84	0.04-0.44	0.06-0.29
Commercial Use . . .	0.16-2.35	0.10-0.30	0.15-0.27
Public and Semi-Public . . .	0.15-4.71	0.34-1.56	0.35-1.84
Parks and Playgrounds . . .	0.16-1.73	0.02-1.06	0.18-0.66
Light Industry . . .	0.03-0.60	0.09-0.23	0.08-0.36
Heavy Industry . . .	0.04-1.50	0.07-0.51	0.11-0.39
Railroad Use . . .	0.09-1.40	0.23-0.90	0.18-0.62
Streets and Alleys . . .	1.56-5.31	1.00-3.01	0.66-2.91

TABLE No. 1

Use	CITY OF HAMILTON Acres Per 100 Persons	HAMILTON URBAN AREA Acres Per 100 Persons
Single-Family Residence . . .	2.54	3.04
Two-Family . . .	0.27	.26
Multiple Dwelling . . .	0.10	.09
Commerce . . .	0.17	.18
Light Industry . . .	0.20	.24
Heavy Industry . . .	0.37	.65
Railroads . . .	0.27	.33
Public and Semi-Public . . .	0.56	.77
Parks and Playgrounds . . .	0.58	.59
Streets . . .	1.80	2.14
Total . . .	6.86	8.29

Holding the Line on Zoning

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THE subject assigned for this paper was evidently selected in order to bring to the attention of the Conference steps which have been taken to safeguard the operation of the principles of zoning and to point out the dangers which confront this ever-important element of municipal development. Zoning has been in operation more than thirty years. It has been applied to cities of all sizes and in every part of the Nation. It has been extended beyond the cities into the counties. The courts have been kindly in their decisions, where zoning has been carefully and intelligently applied, and the basic principles underlying the process of zoning have been clearly established. What then needs to be done to hold the line on zoning?

The greatest foe of sound, intelligent zoning is that vague, but ever-present, element known as human selfishness. It is not at all difficult to explain zoning to individuals and groups on the basis of its community value and the manner in which it promotes a well-thought-out plan of land use for the entire city and to elicit enthusiastic indorsement of its principles and their application. In such meetings and discussions full agreement is generally expressed with the plans for establishing single-family and multiple-family residential districts, neighborhood and central commercial districts, industrial and special use areas, and the regulations and restrictions which make them most suitable for their various purposes. The provisions which are necessary to harmonize the whole municipal development and to protect the different districts from encroachment of inharmonious uses are usually sanctioned without reservations. The indorsements extend to the policies of retaining as large lot areas as possible around homes and of requiring generous set backs of residences and neighborhood stores. The press and the public as a whole seldom express selfish tendencies with respect to zoning.

But after zoning has been adopted and becomes the established policy of the city or county as to land use and the Board of Zoning Appeals, which is usually created to hear applications for variances from the strict application of the provisions of the ordinance, begins to operate, human selfishness rears its head. Every Board of Appeals has had numerous requests for variances before it. The applicant will often recite vociferously that he agrees thoroughly with the principles of zoning and the ordinance which the city has adopted. At the same time he will contend vigorously that his particular case is very definitely a special case and that he will be subject to unnecessary hardship of a high degree if he is not allowed to build a doctors' clinic in a single-family district. He is sure that the attractive architectural plan will make the building an asset to the neighborhood and that the large

numbers of people visiting the clinic and parking their cars in front of residences will really increase property values and not be a nuisance to the neighbors in any way. Or he may contend that locating a little store in a residence district will be a great convenience to the nearby residents. An industry with inherent noisy or other nuisance attributes may want to locate in a commercial district simply because property is already owned there. Uses which were clearly misplaced at the time of passage of the ordinance and were therefore listed as nonconforming uses may wish to expand and further aggravate the situation. Every Board of Appeals, which has been in operation very long, knows that there are inconceivably various ways in which requests for variances can be made and that each one is a threat to the stability of the zoning ordinance.

It is quite evident that the Board of Appeals is in the very front line in the battle to uphold zoning. The line will be held if they have the fortitude and courage to make absolutely impartial decisions. If they let in a few snipers here and there the line will begin to crumble quickly. Granting of numerous variances results in spot zoning which is continuously frowned upon by the courts. The modern tendency is to separate clearly the judicial function of the Board of Appeals and the legislative function of the City Commission or Common Council, so that the Board of Appeals will not grant requests for actual changes of use or area provisions of the ordinance, but will only act to interpret the ordinance and to make minor modifications to avoid clear cases of unnecessary hardship. Some States have limited the jurisdiction of the Board of Appeals in this regard and the courts have been strict in their decisions.

The infiltration of spot zoning through frequent amendments to the zoning ordinance by action of the legislative body of the city is just as dangerous to the stability of the zoning line as is the granting of frequent variances. The Board of Appeals, in refusing to act upon a variance because it involves an actual change in use or intensity of use regulations, may advise the applicant that his recourse is to the Council. In that case the whole matter should be referred to the City Plan Commission for a thorough study of the situation to determine if the land-use pattern of the city justifies a change in the district boundaries. In some instances it may be desirable to extend the district boundaries to take in additional small areas, but where the change involves the intrusion of a different use into a district, the amendment should include a sizeable area and not just one isolated tract.

The desirability of careful study of each situation presented, either in the form of a request for a variance or a proposed amendment is obvious. The zoning line can be held if each case is considered in the light of its fundamental effect upon the over-all land-use plan of the city or county and its direct effect upon the immediate neighborhood.

Furthermore decisions should be reached in important cases only after informal discussions with property owners and official public hearings. The position of a member of a Board of Appeals is not an easy one. He must not be swayed by personal friendships if he is to do his part in holding the line on zoning. It takes a strong character to withstand such influences, especially in the smaller cities, where every one knows his neighbor.

The foregoing observations connote a very rigid application and enforcement of the zoning ordinance. Such is desirable with the ordinance which is in effect at the time. But as every strong army commander knows, a battle can easily be lost by adherence to a preconceived, rigid plan. There may be attempts at infiltration, flank attacks which were unforeseen when the plan was drawn, or a change in the character of the opposing forces. It is the duty of the commander to keep continuously abreast of the situation confronting him and to anticipate changes, so that he may modify his plan to meet the changing situation. The same principle applies to zoning. Cities are changing due to improved modes of transportation and the desires of inhabitants. New demands are being made for housing accommodations. Higher costs of living, increased construction costs, and other factors point to demands for different types of dwellings. The parking problem is vexing many communities. Sometimes these demands are hysterical and efforts are made to effect changes without taking the time to study the effects of the changes demanded. Great harm can be done to zoning if capricious changes are made. At the same time it is dangerous to disregard obvious changes in the situation confronting the community.

The City Plan Commission is the official body which should continuously keep abreast of the changing situation with respect to land use in the city and its immediate environs. It may find that the character of appeals made to the Board of Appeals or the Council indicates a definite trend in land use. This may call for more commercial area adjacent to outlying residential districts. If such is the case the City Plan Commission may recommend an amendment to the zoning ordinance establishing one or more well-located neighborhood commercial centers. It may be that there is a continuous demand for the remodelling of large, old houses into two or three or even more apartments. There may, therefore, be a sound reason for modifying the provisions of the ordinance to permit this, either by creating a multiple-family district or by permitting such remodelling if the lot area per family provisions of the district are not violated.

There may be an insistent demand for garden apartments located on the outskirts of the city. This may call for the modification of the zoning ordinance to permit the submission of development plans for areas of considerable size, which may be allowed if they observe generally the intensity of use requirements of the ordinance and do not have

any nuisance factors. There may be a definite need for increasing the area open for industrial development. The sudden realization of the serious implications of the motor vehicle parking problem upon the stability of the central business district has reached hysterical proportions in many cities. Many zoning ordinances will have to be revised to meet this change in the situation.

The above are examples of the changing problems which are confronting all growing cities. There are two steps open to City Plan Commissions as contributions to holding the line on zoning. If demands for reasonable changes become great enough they will be made in one way or another. If the city decides to stand rigidly on its old plan for land use, which has been in effect for many years, it is due for a fall. The wise thing to do is to anticipate these demands and keep well ahead of them. One step which can be taken is to study the immediate demand, and draw up an amendment either to the text of the ordinance or of the district boundaries on the zone map, which can be submitted to the Council by the City Plan Commission. The other step is to adopt a fixed policy of restudying the entire zoning ordinance at least every ten years in order to bring it in line with the existing land-use situation in the city and its environs. In the latter case it is usually best to prepare a blanket amendment to the ordinance and prepare a new zone map. Such a policy will breed confidence in zoning among the residents of the community. They will understand that land-use planning in the city, implemented by the zoning ordinance, is alive and that the situation is being continuously estimated with a view to meeting new trends in a timely manner. The recourse will then be to well-thought-out adjustment of the zoning ordinance to changing conditions and not to spot zoning and favoritism. This will effectively combat human selfishness, the most potent foe of good zoning, and whether it infiltrates, secretly attacks, or makes bold frontal attacks, the line can be held on zoning.

It was not the purpose of this discussion to present details of zoning action, but since the parking problem has become so insistent in many communities it may be of interest to review the preliminary draft of the amendment which is being studied in Fort Wayne, Indiana. This is being done in conjunction with a comprehensive traffic study being made under the direction of Mr. Maxwell Halsey, Traffic Consultant, and is one factor in trying to solve the traffic problem. The amendment as now proposed is as follows:

SECTION . OFF-STREET PARKING REQUIREMENTS

In order to lessen or avoid congestion in the public streets and to promote convenience, safety and welfare, the following regulations are hereby established to require that each building hereafter erected or altered, which is arranged, intended or designed to be used for any of the following uses, shall provide off-street parking space of not less than two hundred fifty (250) square feet each

for motor vehicles within the building or on the premises surrounding the building as follows:

1. Apartment Buildings: One vehicle parking space for each family housed in the apartment building.
2. Hotels; Lodging Houses: One vehicle parking space for each two (2) sleeping rooms.
3. Theaters; Sports Arenas: One vehicle parking space for each six (6) seats.
4. Churches; Temples: One vehicle parking space for each six (6) seats.
5. Bowling Alleys; Skating Rinks; Lodge Halls; Union Halls: One vehicle parking space for each two hundred fifty (250) square feet of floor area devoted to such use.
6. Supermarkets; Retail Stores; Restaurants; Taverns; Night Clubs having an area of one thousand (1000) square feet or more: One vehicle parking space for each one hundred forty (140) square feet of the building used for such purpose.
7. Industrial, Manufacturing and Wholesale Uses: One vehicle parking space for each three (3) employees, based on the maximum number of employees which the plant or building is designed to employ.
8. Special Uses listed in Article IX herein: A number of vehicle parking spaces to be determined and required as part of the permit for such special use.

SECTION . LOADING AND UNLOADING TRUCK BERTHS

For the purposes outlined in Section above, loading and unloading berths of not less than two hundred fifty (250) square feet each shall be provided in connection with buildings hereafter erected or altered, which are arranged, intended or designed to be used for the following purposes:

1. Buildings used for manufacturing, storage, wholesale and retail stores or hospitals:

Number of Berths		Square Feet of Cross Floor Area
1	for	25,000 or less
2	for	25,001 to 84,000
3	for	84,001 to 156,000
4	for	156,001 to 236,000
5	for	236,001 to 325,000

1 additional berth for each 75,000 square feet above 325,000 square feet

2. Office Buildings and Hotels:

Number of Berths		Square Feet of Cross Floor Area
1	for	100,000 or less
2	for	100,001 to 336,000
3	for	336,001 to 624,000
4	for	624,001 to 944,000
5	for	944,001 to 1,300,000

1 additional berth for each 300,000 square feet over 1,300,000 square feet

SECTION . GENERAL AND SPECIAL PROVISIONS

1. The vehicle parking spaces and loading and unloading trucks berths required are the minimum areas to be provided. Open area devoted to vehicle parking may be used in computing open spaces required by this ordinance. Required parking space shall be counted only once in determining off-street parking requirements for individual buildings.

2. Space for off-street vehicle parking may be provided on the same lot occupied by the building which it serves, or, upon approval by the Board of Zoning Appeals, on adjacent areas within three hundred (300) feet of such building provided the property is zoned to permit such use.

3. In the "F" District (Central Commercial District), required off-street parking facilities may be provided on the premises occupied by the building or, upon approval of the Board of Zoning Appeals, at any other location within the "F" District, or in the "E" District (Industrial District) adjacent to the "F" District.

4. The Board of Zoning Appeals may grant a permit for the establishment of a vehicle parking lot in an "A", "B" or "D" District (Residential Districts), provided the entire area of such parking lot is within two hundred (200) feet of an adjacent "C" (Neighborhood Commercial District), "E" or "F" District.

5. A church or other place of congregation, which requires parking facilities at times when other nearby uses would not require established parking facilities, may enter into a joint agreement for the use of such facilities, and, if such agreement is approved by the Board of Zoning Appeals, said Board may relieve the church or other place of congregation from establishing its own off-street parking facilities.

6. Groups of stores or other buildings and uses requiring off-street parking facilities as prescribed herein may join in establishing group parking lots with adequate capacity for all buildings and uses participating in their establishment.

7. Open parking lots shall be paved with a dust-proof and water-proof hard surface meeting the standard specifications of the City of Fort Wayne.

8. The design of each parking lot or structure, including the form, size and location of entrances, bordering walls, lights, signs, landscape treatment and planting shall be subject to the approval of the Board of Zoning Appeals, before a permit shall be granted for the establishment of such parking facilities.

The foregoing is an example of the type of changes which may become necessary in zoning ordinances as time goes on. When zoning was inaugurated in 1916 and for more than twenty-five years thereafter no one thought of the necessity of providing regulations on off-street parking. Today such provisions are being considered, or have been adopted, all over the country. The basic conception of zoning included the statement that one of its purposes was to avoid or lessen congestion in the public streets. It is believed that this statement fully justifies the inclusion of off-street parking provisions.

Federal Services for Urban Public Works

MAJOR GENERAL PHILIP B. FLEMING, Administrator,
Federal Works Agency, Washington, D. C.

IN THEIR private affairs the American people are the greatest planners in the world. In ordinary conversation the word "plan" occurs over and over again.

Jones *plans* to take a vacation; Brown *plans* to change his job; Mrs. Smith *plans* to entertain the Ladies' Literary Club.

A man planning a camping trip *plans* in a very literal sense. He consults the road maps to plan his itinerary. He carefully inspects his fishing tackle and *plans* the necessary additions to it. He *plans* in great detail the acquisition of the supplies and provisions he will need. He knows from experience that his expedition may hold many disappointments unless he anticipates possible emergencies and plans for them in advance.

Businessmen are inveterate planners. The manufacturer *plans* an uninterrupted supply of raw materials. He *plans* his labor supply. He *plans* his production line. He *plans* with as much forethought as possible his sales and advertising campaign. He leaves as little as possible to chance, knowing that failure to exercise forethought may spell the difference between success and bankruptcy.

Because we are such confirmed planners in our private affairs, it is remarkable that, until recently, we have been so indifferent to planning our common affairs. We allowed our cities to grow up haphazardly and now find that it will cost us untold millions of dollars to make them over into decent and healthful places in which to live. That we could plan for prosperity in our national economy was a concept violently rejected by a large part of the population not so long ago and it still is by many.

The idea that by taking steps in time we can avert depressions, or at least ameliorate their tragic effects, still seems reprehensible to some otherwise practical businessmen—although they happily appear to be in a dwindling minority.

I suspect that our experiences in the war may have been particularly persuasive in converting us to the philosophy of planning. Indeed, the invasion of North Africa, or of Normandy, would have been doomed to failure from the outset if careful planning had not been done in advance. How many men, how many tanks, how many machine guns, how many airplanes, how much and what kind of provisions, how many pins and needles, how many buttons and spools of thread would be needed? Such questions as these had to be answered in advance. And not only that, but having reached a decision, we had to see that men and materials were assembled at the proper point and at the proper time to the split second, and loaded aboard ship according to a plan of priority.

If planning can win wars, it seems not unreasonable to suppose that it may also help us to win peace and prosperity and give us, among other things, better cities to live and work in. I have seen within two or three decades the doctrine of city planning growing in acceptance until today few people reject it. All of the larger cities today have their planning boards or commissions, and if the implements and techniques are not everywhere utilized to the best advantage, there is at least increasing understanding that planning of some sort is indispensable. Cities must plan or perish, and today more than one city faces bankruptcy because of past failures to plan.

Among the instrumentalities of the Federal Government, the Federal Works Agency today is foremost in assistance to city planning. Although the Agency itself was created only in 1939, the organizations which now constitute it had been, for many years, consciously or unconsciously, exerting a powerful influence upon the development of our cities.

Beginning with the Federal Highway Act of 1916, for example, the Bureau of Roads, now the Public Roads Administration of the Federal Works Agency, began to assist the States in building highways, and the present Federal-aid highway network is an outgrowth of that early form of State-Federal cooperation.

The objective in those days was to get the farmer out of the mud, to provide a smooth, all-weather road from farm to market. Although the road usually stopped at the city limits, the mere fact that it existed exerted a powerful influence on the development of the city, as well as upon the economic well-being of the farm family and the enhancement of its social and cultural life.

One consequence to the city was the growth of "ribbon" or "finger" development along the main-traveled highways, with stores, theaters and apartment houses hugging the pavement, and with a respectable residential development reaching back a block or two on either side, but leaving depressed "bad lands" between the "fingers." This was a kind of planning which solved some problems, but brought other and equally serious problems in its wake.

What is now known as the Public Buildings Administration of FWA has been building Federal buildings throughout the country for a century at least. It built post offices, Federal courthouses, marine hospitals, customs buildings, quarantine and border patrol stations and the like. Here again, what it did exerted an influence upon the cities—but not always a happy one from the standpoint of orderly, integrated development.

During the depression of the '30's the Public Works Administration and the Work Projects Administration, both of which were incorporated in Federal Works in the reorganization of 1939, operated in cities under local sponsorship. PWA constructed some 34,000 projects, and WPA

operated a great many more than that, including service projects. But here, again, construction programs with Federal assistance were carried out with little conscious view to sound city planning, except as cooperating city officials had developed master plans and saw to it that the construction conformed to them.

One heritage from the PWA and WPA programs, however, was a wealth of information now in FWA files about the cities of the country. Moreover, we now have in our various staffs well-trained men and women long experienced in dealing with local governments and who are intimately acquainted with thousands of municipal officials and with the resources, physical and financial, of the cities. Because of this sound experience, I think it is safe to say that the Federal Works Agency has a better grasp of the problems and potentialities of America's cities than any other in the Federal Government. States, cities and counties also have a better understanding of their problems today, because of the research done by WPA project workers into local history, institutions and records.

Still another point of contact between the Federal Government and the cities, in which FWA actively participated, was that of the Public Works Reserve which was directly related to city planning. The Public Works Reserve was created in 1941. Its representatives cooperated in public works programming for several hundred cities. Public works needs were listed in an order of priority to be constructed over a six-year period and cost estimates were prepared. The financial resources of the cities were investigated to ascertain their ability to carry out the prescription. As the program for one year was completed it was contemplated that a program for another sixth year would be prepared, so that there would always be a six-year "look-see" ahead into the needs of the city and its ability to finance them.

While no working drawings resulted from this program which, unfortunately had to be terminated the following year for lack of funds, it did, in my judgment, have an excellent educational effect. It encouraged a great many mayors and city councils to commit themselves to orderly civic development and to that extent removed public works projects from the vagaries of politics. And it enlightened the taxpayer in regard to civic needs and showed him how those needs could be met in orderly fashion over the years and within his ability to pay.

The war, of course, halted all public works construction except that vitally essential to the war effort itself. The Federal Works Agency, under the Lanham Act, constructed some 4,000 projects in war-impacted communities. Included were schools, hospitals, water and sewer systems, fire and police stations. In addition, direct Federal grants were given in many cases to assist in the maintenance and operation of public works—including regular school services and child-care centers. Parenthetically, it is interesting to note that hundreds of those child-

care centers are still in operation. This was a case in which Government pioneered the field, showed the necessity of the service and how it could best be met, while local individuals and organizations came in afterwards to continue the operation when Federal funds were withdrawn.

This Lanham Act construction, for the most part, was of the emergency variety. Because of war-time scarcities many compromises had to be made in the use of critical materials. Nevertheless, most of these buildings are still giving good service and will continue to do so for many years. But again there was no conscious effort on our part to relate the construction to over-all city plans, except as the officials of the participating communities already had drawn up such plans.

To the best of my knowledge, the Congress gave official recognition to the philosophy of city planning for the first time in the War Mobilization and Reconversion Act of 1944. One title of that Act authorizes the Federal Works Administrator to make repayable advances of Federal funds to the States and their political subdivisions to assist in the detailed planning of public works. The law requires that 90 percent of the available funds shall be apportioned among the States in proportion to population, while 10 percent may be apportioned within the discretion of the Administrator. But note this: The law also requires that projects so planned shall conform to over-all municipal, regional, or State master plans, where such plans exist. For this planning program, which I have entrusted to our Bureau of Community Facilities, 65 million dollars has been appropriated, a sum which we estimate will be sufficient to prepare plans for projects with a construction cost of a little over two billion dollars. I regret to say that our authority to assist in the planning of these badly needed local public works, unless extended by Congress, will expire on June 30. I regret also that no provision has been made for replenishing the public works reserve as projects are completed, and that no measures have been devised for the timing of the construction to coincide with other efforts to maintain production and employment at a high level. Nevertheless, the legislation marks a revolutionary approach to the public works problem, and for the first time ends active Federal support to the planning concept.

Future highway developments and future Federal public building construction fit logically into this picture of the better-planned city.

The Federal-Aid Highway Act of 1944 authorizes an expenditure of 500 million dollars a year, to be matched by the States, for a three-year program. The total potential therefore comes to three billion dollars. Of the Federal funds, 150 million a year is available for work on secondary roads, 125 million for the Federal-Aid network, and 225 million for work on the Federal-Aid system in urban areas. The latter is a wholly new departure in highway legislation.

Once upon a time it seems to have been assumed that the typical

motorist was a fellow driving from New York to San Francisco who wanted to avoid the cities as he would the plague. We now know, as a result of repeated studies, that 95 percent of all automobile trips are for less than 50 miles from point of origin to destination, and that far from wishing to avoid the city, the city usually is the driver's destination. Thus, the contemplated 40,000-mile Interstate Highway System, which is to be a part of the Federal-Aid network, will not avoid the cities but will enter them, passing close to the heart of the downtown districts, on rights-of-way a block or so wide, without traffic lights, with controlled points of access, without intersections, and submerged below the surrounding terrain or, if need be, elevated. Circumferential expressways, built to the same standards, will distribute that part of the traffic which is destined for the residential areas rather than for the downtown business district.

The gridiron street pattern, which wasn't any too good even for the horse and buggy, is proving itself impossible in a motor age. Where those who can afford to move are fleeing to the suburbs, they are being driven out by the gasoline alleys which so many once-fine residence streets have become, and as they depart their former habitations sink slowly into decay. This migration to escape the roar and dangers of traffic, the grinding of brakes, the reek of fumes is a principal cause of blighted areas and the diminution of tax revenues which threatens bankruptcy to so many cities. In turn, the same unsavory conditions develop in the suburbs and we now find a movement from the suburbs still farther out and resulting in the development of still other satellite towns. The expressway will afford a partial solution by diverting heavy and fast-moving traffic from residential streets, but even more is needed. We might well consider tearing up a good many streets and planting the space to lawns and flowers. For it is the quiet, the grass and the flowers of the country which are luring desirable residents from the cities. In short, we have covered too much of our valuable space with brick and concrete. Only as we capture some of the quiet and beauty of the countryside for the city can we make the metropolis again a pleasant and desirable place in which to live.

Federal buildings to be erected hereafter will also contribute to proper city planning and not hinder it.

The Public Buildings Administration is the country's No. 1 landlord, with the responsibility of constructing and operating Federal buildings in cities all over the country. There has been a steadily growing close relationship between the organization and the cities, with local and Federal officials working together on locations, site requirements and standards, and on the all-important necessary job of properly relating public building plans to over-all city plans. The Federal court-house or office building of the future is very much more likely to be placed where it will best serve the needs of the people. It will be a part

of the civic center in those communities that are developing such centers. It will be designed to conform to the other structures of the group and placed with proper regard to its approaches and general traffic conditions. It will fit into the city as an integral part of it, instead of being, as such buildings so often have been in the past, something imposed from without regardless of consequences. In matters of public works, of Federal buildings and highways, the Federal Works staff is operating as a single team.

I have stressed the capacity of the Federal Works Agency to serve the cities, but at the same time I must note that it has not quite become the inclusive Department of Public Works which architects, engineers and many students of government have advocated for half a century. Some Federal programs in aid to the cities are still vested in other departments and agencies of the Government. This is true of Federal aid to hospital construction authorized by the Hill-Burton Act, the veterans' hospital construction program, and Federal aid to airports. Of course, we hope that these programs also will be administered in such a way as to enhance the beauty and convenience of the cities. This is especially important in the case of airports which must of necessity tie into the street and highway layout if they are to serve their purpose.

Our Federal Government is one of limited powers. We cannot enter the States to dictate to them how they shall conduct their affairs, nor can we plan the development of the cities, which are the creatures of the States. Our responsibilities in relation to local public works are closely circumscribed. We can, however, see that whatever we do in the cities on the Federal Government's account, or in cooperation with the States, is of a nature to help and not hinder.

Few now doubt that it is far more costly not to plan than it is to plan as wisely and as well as mere humans can. The reasonable view that private and public enterprise must work together, that local, State and Federal officials must work together, along with citizens' groups, to serve the communities of the United States, is no longer seriously questioned.

The planner is no longer a freshman on the city team or on ours.

Without impinging upon the rights of either the States or the communities, we can and will assist, to the best of our ability, to make your city a healthful and pleasant place in which to live and work.

Discussion

CHARLES W. ELIOT, City Planner, Pasadena, Calif., *Leader*
 JULIAN W. TARRANT, Senior City Planner, City Plan Commission,
 Detroit, Mich., *Reporter*

THE discussion was led by Charles W. Eliot 2d, of Pasadena. Mr. Eliot got things started by pointing out the need of additional or extended powers and appropriations by the Federal Works Agency if that agency is to be expected to continue and round out its various desirable services to the cities. Services already terminated for want of appropriations, as reported by General Fleming in his paper on "Federal Services for Urban Public Works," include assistance in public works programming and grants for the maintenance and operation of certain public works such as schools and child care centers. In addition, the program of assistance in detailed planning of public works in advance of actual construction will terminate June 30, 1947. Mr. Eliot thought it was up to the cities at large, and the American Planning and Civic Association in particular, to support additional legislation for these purposes, and Mr. Ed Connor, of Detroit, suggested a resolution to Congress urging prompt legislation continuing FWA aid to advance planning of public works, which he thought was most urgent. It was agreed that such a resolution would be considered at the business meeting on Wednesday.

Continuing the discussion of Gen. Fleming's paper, Prof. H. O. Whittemore, University of Michigan, asked what the FWA is doing to help defer public works construction until after the all-important housing program is further advanced. Gen. Fleming replied that the FWA is holding up all Federal public building construction, and is going ahead with only about 30 percent of its normal highway construction which, incidentally, does not compete with housing for materials. He explained that the FWA has no authority to defer non-Federal public works which it may have helped to plan, but he has asked the mayors or other local officials to defer their programs, with good results.

A delegate from Erie, Pennsylvania, agreed with Gen. Fleming that the express highways should extend into and through the heart of the city, but questioned how the great expense involved in doing so might be met. Gen. Fleming replied that about 50 percent of the cost, including right-of-way costs, could be contributed by the Federal Government through the state highway department if the route is a part of the Federal Aid System. In some States and localities additional contributions may be available from state and county funds.

Switching now to Col. Sheridan's paper on Zoning, Prof. Lohmann, of the University of Illinois, stressed the intrinsic value of certain areas of the city for particular purposes, such as the older, close-in areas, which he thought could and should often be retained for their original

residential purpose. Col. Sheridan agreed that there are many fine old residential areas with well-constructed buildings which, however, have been deserted by their original wealthy owners. He suggested they be studied with a view to permitting a more intensive residential use of such buildings by remodeling them into apartments, without materially increasing the population density. The income from such conversion would enable the present owners to maintain the properties in good condition and thus prevent their decline into problem areas. Such results might be obtained, he thought, either by keeping the areas in a residential classification and permitting small multiple dwellings at no greater density, or by placing the areas in a low density, multiple dwelling zone.

Commenting further on Col. Sheridan's paper, Mr. Eliot emphasized what he called "the positive approach" in helping to hold the line on zoning. By this he meant to help people in doing the right thing rather than merely denying them what they think they want to do.

Mr. Bartholomew's paper on urban land uses was discussed at some length as to the significance of past or present land-use figures in determining what the future requirements may be. Paul Oppermann, of Washington, D. C., feared that cities are changing so much that the amounts of land which may be required for this purpose in the future may be quite different from the present. He questioned whether we really have enough information on present trends and probable future changes to be able to project existing data into the future intelligently. Mr. Bartholomew admitted that the information so far available is still incomplete, especially as to metropolitan areas, but inasmuch as the data has usually been gathered only in connection with zoning jobs and is expensive, it is not always obtained. But from an examination of available figures showing trends for the past 25 years or more, Mr. Bartholomew stated that he feels we tend to over-estimate the extent of potential changes in cities. He is impressed, he said, by the *lack* of change. The proportional relationship between the amounts of land used for different purposes has remained about constant, except for multiple dwelling use, which has increased out of proportion. He was of the opinion, too, that further expansion and decentralization of cities will not be determined solely by new and faster means of transportation, such as the expressway, but rather by population and economic limitations.

Round Table on Zoning in re The Comprehensive Plan

PANEL: FLAVEL SHURTLEFF, *Chairman*; GORDON WHITNALL, Los Angeles; COL. L. V. SHERIDAN, Indianapolis; S. HERBERT HARE, Kansas City, Mo.
A. H. C. SHAW, Cleveland, Ohio, *Reporter*.

THE Chairman opened the discussion by saying that the zoning ordinance is one of the means by which the comprehensive plan is accomplished and should be based on such an overall plan; that instead of the usual practice of freezing existing land uses, the zoning ordinance should be the result of the careful study and determination of the most desirable pattern of development for the city; that among the zoning problems facing planning commissions and boards of appeals are the elimination of nonconforming uses, the upward revision of zoning maps in order to reduce the surplus of business, commercial and industrial frontages and add to the land restricted to residence purposes, increasing the lot sizes in new allotments, the requirement for wider side yards, the establishment of minimum volume for living quarters, the conversion of large single homes into smaller living units, provision in zoning ordinance for garden apartments and how zoning can help the parking problem.

The first question raised in the discussion was, "When a zoning ordinance specifies a minimum lot area per family, what should be done where the lots of record at the time of the passage of the zoning ordinance or of an amendment thereto are considerably smaller?"

A suggestion was offered that even though the ordinances may provide for such a situation, a group of, say, 20-ft. lots in what was originally laid out to be business lots, but which had never been used, should be re-platted and perhaps rezoned for residence purposes.

A resulting question was, "Where lots originally zoned for business or industry are rezoned for a more restricted use, can the owner claim a vested right?"

The answer was to the effect that zoning confers no vested right that it cannot take away; that the only vested right the owner has is the use being made of the property at the time of the enactment or amendment of the zoning ordinance.

Col. Sheridan was of the opinion that the customary statement "lots of record at the time of the enactment" is not as good as "lots under a single ownership at the time." This evoked some discussion.

Mr. Hare pointed out that although zoning does not give any vested right, one of the difficult problems in revising an old ordinance is cutting out business frontage after a restudy has shown an excess; that the original ordinance should have been more toward the ideal plan for the community and to stick to it; that Council should not always submerge

their better judgment to the demands of property owners and pressure groups. Permit the Recorder to add that it has been his observation that Councils do reflect the feelings of their constituents, or they are not re-elected, and that sticking unbendingly to the ideal in zoning practice has resulted in several outstanding examples in years of delay in gaining for a city many other benefits of zoning regulations over which there was less objection; that after the people know more about zoning and gain confidence in it, they will accept many limitations they were afraid of at first.

As to the trend toward larger lots and wider side yards, Mr. Emery said the Detroit zoning ordinance makes the side yard width a function of the height of the building on the lot, in the case of apartment houses, half the height, thereby improving the appearance of the street besides providing more privacy and fire protection as well as light and air.

The question of erecting rear houses on deep lots and how to discourage the practice was raised. One answer was to require each house to have a street frontage. Another was to prohibit one house being erected behind another on the same lot.

Another was, "What to do where violations have accumulated in a block as a result of the war due to lax enforcement, 'bootlegging' of uses or temporary variances or exceptions granted by the Board, such as excess number of families in a building, machine shops in store rooms or private garages and building line violations."

The answer was that it depends upon the extent of damage done to a neighborhood; that it shouldn't be taken too seriously unless the violations have been general and numerous and cannot be corrected by more rigid enforcement. In that case a less restrictive rezoning might be wise.

It was suggested in the discussion about amendments that among the reasons for disapproving an amendment should be that there are already substantial unused areas nearby that are zoned for that purpose; that the change would conflict with the basic comprehensive plan of the city.

Information was advanced that several cities discourage, if not prohibit, in industrial districts, the erection or remodeling of buildings for habitation on the theory that heavy industries should be protected against the complaints of people who for various reasons would otherwise want to live in industrial districts. No one, however, knew of any city banning homes in retail business or commercial districts.

The advisability of requiring 5-acre lots in certain outlying residence areas of a city was brought up. The opinion was expressed that since the courts have sustained one- and two- acre lots under proper circumstances, larger lot requirements might also be looked upon with favor by the courts.

Someone present had had difficulty with the location of a power line through residence districts. It was pointed out that while utility companies have the power of eminent domain in some States, it is

better to make provisions in the zoning ordinance for such eventualities.

In touching on the wording of applications to be made to the Board of Appeals, it was suggested that, after an accurate statement of the case, space should be provided for the owner to state what special circumstances are peculiar to the property involved in this case that are not common to other properties similarly situated and would justify the Board in granting the appeal, what special or prior right he has in the property and why the variance will not materially or unnecessarily injure a neighbor or do violence to the comprehensive plan.

The Board should not grant a permit which will produce or perpetuate a nonconformity.

The elimination of nonconformities should be kept constantly in mind and provided for by establishing a reasonable time for their amortization depending upon the normal life of such structures.

A goodly portion of the Session was devoted to community centers and off-street parking, both of which involve zoning questions.

Mr. Whitnall suggested that the location of future community centers in outlying undeveloped area should be indicated in the zoning map; that the accommodations of the development should be planned in advance and that all the needs—stores, parking, adjoining multi-family houses and the surrounding dwelling house districts should be shown in the plan.

He emphasized the need for a comprehensive view in the design of a community in order to encourage stability of land use and values; that without a basic design or plan or goal only organized chaos results; that the stabilization of use and land values is the only justification of zoning.

Both Gen. Grant and Paul Oppermann of Washington, D. C., stressed the value of community planning, the desirability of providing for mixed types of houses in their proper places both in new and old areas; that near business centers a mixed arrangement of both dwelling houses and multi-family houses is not always objectionable and is often desirable, where the overall lot area per family is maintained.

Col. Sheridan recommended that the central business district should be protected in the comprehensive plan and that the outlying local business district should be provided with all the necessary facilities to supply the local needs rather than indicating a scattering of business spots throughout the area. With improved transportation and the development of the super market the usual neighborhood store is no longer economic or desirable in a purely dwelling house district. He recommended that business districts should provide off-street parking for the cars of the customers within a mile; that the better stores find it to their advantage to furnish such parking space. He too, recommended apartment houses adjacent to such centers.

In the design of neighborhood business centers it was suggested that

space for off-street parking be dedicated to the city. In such designs and dedication it has been found that the land value of the fringe of business frontage around the dedicated space is greater than the value of the whole area would have been without the plan.

Someone brought up the question of public maintenance of such dedicated parking space. The opinion was expressed that it should be as good as street maintenance elsewhere in the city.

Mr. Whitnall said that in Los Angeles it had been found that the area needed for parking space is more than the total floor area of the places of business served depending upon the type of business. Generally, the ratio is 6 to 5.

Asked if providing parking space only on a residence lot instead of building a garage made any difference in California, Mr. Whitnall said homes with garages rent more readily.

In discussing the off-street parking problem reference was made to the AAA requirements and to the studies of the Eno Foundation and to the 23 cities with off-street parking provisions in their zoning ordinances. Fort Wayne was mentioned as one of those cities.

Mr. Emery said the Detroit ordinance requires provision for off-street parking as new business buildings are being erected.

At the suggestion that the public provide off-street parking lots, Mr. Emery said Detroit has several P1 parking districts. Someone advanced the idea of freezing existing parking lots in business districts and making adjustments in the tax assessments. That didn't seem applicable in the central business districts where a lot temporarily being used for parking might have a million dollar building on each side.

It was pointed out that in recent years manufacturing plants generally have been well designed one-story structures with plenty of parking space on the premises. In some cities they set back from the street and have landscaped front yards.

In closing the discussion, the Chairman pointed out that zoning is not a rigid straight jacket, but should reflect changing conditions. Yet the general line should be held. With the operation of a zoning ordinance a general deterioration of property use and the stepping down to the next lower district should not be assumed. Spot zoning should be avoided. A zoning ordinance should keep abreast of the times and a restudy of the city should be made at least every ten years to make corrections and readjustments. Yielding to selfishness should be combatted. Boards of Appeals should not be swayed by personal friendship, political expediency or neighborhood hysteria. The foe of zoning is individual selfishness and in considering variances and amendments, the question in the minds of those in authority should be as to what effect the proposal will produce upon the community and upon the comprehensive plan.

Round Table on the Urban Parking Problem

PANEL: RUSSELL H. RILEY, Planner, St. Louis, Mo., *Chairman*;
PERRY ANDERSON, Downtown Association, Milwaukee.
GEO. C. HAYWARD, Planning Director, City Plan Commission,
Fort Wayne, Indiana, *Reporter*.

AS A basis for discussion *Chairman Riley* presented the general situation in regard to the parking problem as follows:

The problem is relatively new but it has been developing for some time. It has been brought forcibly into focus since the end of the war due to the greatly increased use of the automobile. Pressure is greatest in central business districts which, although they occupy generally about 1.5 percent of city areas, are obliged to park from 20 to 30 percent of the population's automobiles. When automobiles can't find parking facilities downtown they go to decentralized business areas thus contributing to the devaluation of the central business district. Sometimes there is as much as 25 to 30 percent of the city's valuation in the downtown area and valuations lost to outlying areas are never recaptured.

Methods for approaching the problem are:

1. Get maximum use from curb spaces. Average curb parking time is less than 30 minutes, so regulated short-time parking is advisable. Meters can be of assistance.
2. Improve transit facilities.
3. Provide off-street parking facilities through the zoning ordinance.
4. Provide public parking facilities. Facilities for all day parkers should be provided outside the core of the central business district; facilities for short-time parkers, such as shoppers, are needed near the core.

The question of who should own and who should operate such facilities is fairly well answered by the observation that there is a definite trend toward public ownership for the basic reason that the facilities must be permanent. It is desirable that a reasonable charge for parking be made regardless of ownership.

Mr. Anderson presented the matter from the local standpoint particularly as it involves Milwaukee.

Milwaukee has 37 percent of its central business district devoted to parking but if parking is to be provided according to needs, 61 percent of the area would have to be set aside (this would be on the basis of provision for *one-level* parking facilities). The situation is becoming critical inasmuch as present facilities are not permanent—800 parking spaces have been lost to building development in the last 3 months. One reason for this is the fact that rents are comparable to those of Chicago and New York which, together with the inadequacy of parking facilities, is forcing businesses to decentralization. It is serious because the district pays 25 percent of the city's property taxes. Most

leases are of short duration (5 years) so as to discourage initiative by lessees. It has not been considered fair to finance with general tax monies inasmuch as 8 out of 10 use mass transportation facilities in Milwaukee.

The Milwaukee Downtown Association has prepared a plan for provision of parking facilities for the period of the next 20 years and for the succeeding 20 years.

Conclusions are that parking must be paid for, according to a reasonable rate, by its users; acquisition must be by the public through an "authority" due to otherwise prohibitive costs; no resistance will be offered by private operators because facilities would be leased; private operators should be represented on the parking authority; insurance companies will buy bonds at reasonable interest rates for reasonable lengths of time and no security is required because bonds would be revenue type; the authority method is superior to the corporation method because of lower interest rates.

Charles W. Eliot. (Pasadena, California.) Bonds for parking lots are paid off with revenue from the lots in Pasadena. Los Angeles requires that all new structures, including dwellings, provide parking area. For business uses, parking area must equal floor area at least. Parking districts are set up in the zoning ordinance most of which are in residential districts adjacent to business districts; residential uses, parking lots and parking garages are permitted in these parking districts. Certain provisions relating to planting, lighting and paving are included.

Ted Robinson. (Los Angeles, California.) Pomona, California has a system wherein parking assessment districts are established. Merchants on the periphery of a parking facility pay the most with the assessment for acquisition and development decreasing with the distance from the facility. After development it is turned over to the city which is responsible for maintenance. Parking meters are used but there is no charge for the first 2 hours.

Walter Bubbert. (Milwaukee.) Do California cities get any gas tax refund for parking facilities use?

Mr. Eliot. No, but they should.

Mr. Riley. There is a trend toward providing from 2 to 2½ times as much parking area as compared with business use floor area.

David R. Levin. (Washington, D. C.) There must be regulations controlling locations and dimensions of parking lot or garage drive-ways. The Highway Research Board of the National Research Council is preparing standards for parking facilities design.

Mr. Anderson. Milwaukee may construct parking facilities underground in the downtown area where there is public property. San Francisco's new underground facility has helped rather than hurt the business of other parking facilities; the new facility attracts more

parkers than it can accommodate so they are obliged to use the other facilities.

Parking rates must be adjusted to discourage all-day parkers where the appropriate use is short-time parking. Department stores are able to show financial return on parking facilities they have provided.

Ray E. Behrens. (Milwaukee.) Milwaukee requires for industrial uses one parking space to four employees and one space for 10 seats in the case of theatres. Plats proposing business use are not approved unless off-street parking areas are provided.

Lloyd T. Keefe. (Rockford, Illinois.) The number of required parking spaces for industry should be based on floor space rather than number of employes because employment fluctuates.

Mr. Levin. Due to lack of experience with a comparatively new problem most requirements as established at present are rather arbitrary. Except for hospitals, which requirements should be based on the number of beds, requirements should adhere to a formula of the number of people arriving by automobile.

Mr. Riley. St. Louis and Baltimore have outlying parking lots made accessible by shuttle bus service.

Carl L. Gardner. (Chicago.) This has been successful only after subsidizing the shuttle bus service at a 5 cent fare. The Soldier's Field plans will work out satisfactorily.

Brown. (Muskegon.) Has this plan worked in smaller cities? It was not successful in Muskegon.

Mr. Riley. Zoning ordinances should require off-street parking facilities but this will not solve the problem completely. Additional facilities are essential and, because private interests have not been and will not be able to provide the answer, positive action must be taken by appropriate public agencies.

Mr. Anderson. Milwaukee prohibits parking on some streets to eliminate the all-day parker.

Mr. Riley. St. Louis and Dallas prevent parking on all downtown streets at certain hours in order to permit better use of narrow streets.

Flavel Shurtleff. (New York.) Prohibition of all parking is difficult because it requires extensive policing but it is usually worth it.

Mr. Levin. Adequate off-street parking facilities should be provided before reducing curb parking drastically.

Urban Expressways

GEORGE F. EMERY, Planning Director,
Detroit City Plan Commission, Detroit, Mich.

I MUST warn you in advance that this paper will reveal no startling or radical theories on expressways. Your speaker neither claims, nor admits, any special competence in that field. In fact, my home town does not at this moment possess any expressways of its own, although we are well on the way to actual construction of several. True, there are a few miles of these modern highways around and about Detroit. Although expressway practice is still in evolutionary stages, engineers and planners have had experience in design, building, and operation of some hundreds of miles over the country, and reams of articles have been produced on the subject. Doubtless there is still some uncertainty and confusion among many civic-minded people on important aspects of expressways. My goal, in this discussion, is to clarify your thinking and to add a few observations of my own, all to assist consideration of expressways in your town or section. In so doing, I am drawing freely upon the published and spoken words of others, frankly to such an extent that credit cannot be acknowledged as it should be.

Perhaps the most ubiquitous feature of American life is the motor vehicle. Wm. S. Knudson has rightly observed that Americans are people who want to go places sitting down. From the country by-road to the heart of the metropolis the automobile is ever with us, and in constantly increasing numbers. Before World War II, we are told, America's 34,000,000 autos, trucks, and buses traveled over 300 billion miles a year. That was ten times the motor mileage of 1920. By 1960, say the experts, more than 40 million motor vehicles will be driven 600 billion miles yearly. Now the number of vehicles seems to be leveling off. Between 1920 and 1940 autos increased almost 250 percent but in the next twenty years the increase is not predicted to be over 25 percent. This condition is further illustrated in the number of persons per car considered nationally. In 1920 there was a car for each 13 persons. By 1940 there was one car for each 4.8 people, but this number will decrease to no less than 4 by 1965. Note, however, that while there may be an absolute limit on the total number of motor vehicles in service and we are apparently approaching this maximum, the vehicle miles or traffic volume is expanding rapidly and there is no end in sight. That is, unless congestion solidifies the fluidity of traffic and snarls it up in a welter of wasted time, loss of money, human injury and destruction. Students of transportation quickly demonstrate that traffic congestion is symptomatic of inadequate facilities for vehicular movement. Through a long period of development and technical research, the expressway has evolved as a practicable answer, not always the final or complete solution, but applicable in most cases.

By any name the expressway is a means for fast, safe, large volume vehicular travel. While the term expressway seems to be gaining favor as a descriptive term for this type of highway, other names are also in use. Thus, we find in diverse parts of the country terms like *Limited-way*, *Freeway*, *Throughway*, and *Motorway* holding local popularity. But in all cases we find the essential characteristics and basic purposes to be identical. Hence, we shall use expressway as a generic term for a special type of highspeed highway to carry all types of traffic, both pleasure and commercial. There is one additional term sometimes applied to this type of highway, namely "Parkway." However, Parkways usually are limited to passenger cars and prohibit commercial and transit vehicles. Viewed in the absence of traffic there would probably be no discernible difference in appearance between most expressways and parkways.

The bane of ordinary highways is crosstraffic, opposing traffic, traffic lights and parking. Causing, as these do, congestion, slow speed, spasmodic movement, accidents, irritation, and dissipation of time and money, their nemesis the expressway is intended to eliminate such drawbacks before they occur. Thus, the expressway is described as a traffic artery free from traffic lights, intersecting streets, on pavement parking, contact of opposing traffic, and having access and exit at but few limited points. Defined thus, the origin of the names "freeway" and "limitedway" becomes obvious. Great volume capacity is inherent in absence of delay and interference to traffic. While the maximum capacity of our ordinary surface street per lane is considered to be 900 cars per hour, this is generally an optimistic figure not attained frequently in practice. On the other hand, each lane of an expressway has a safe working capacity of 1500 cars per hour, and this may increase in theory to over 2000 per hour. In addition, the traffic on the expressway moves smoothly and continuously whereas traffic on ordinary highways moves jerkily and sometimes not at all. Automatically safety is assured to the maximum possible degree and accidents are cut down to an irreducible minimum. Dramatic evidence sustaining this feature of expressways is the reported record of a section of Chicago's Outer Drive which over a 12-year period served 198 million vehicle miles of traffic with only 2 fatalities. Similarly the Merritt Parkway in Connecticut just outside New York City recorded an overall accident rate of only 1.9 per million vehicle miles, as contrasted with 4.7 on a parallel section of a conventional surface highway.

Expressways are expensive. Costs may run as high as \$4,000,000 or \$5,000,000 per mile through densely developed urban areas, reducing materially in rural or unbuilt sections. But surface street widenings are expensive, too, and seldom justify their cost in greater, faster or safer traffic movement. Untold millions have been spent increasing a street width by 10, 20 or 30 feet only to find that congestion has in-

creased while business values have been seriously undermined. Some years almost \$32,000,000 was expended in Detroit to widen three radial arterial streets. Little permanent good resulted therefrom, and the city still needs expressways. The very nature of an expressway is such that every dollar spent for one remains a permanently sound investment likely to pay ever increasing dividends. Its utility is not destroyed by subsequent intensive building development which chokes off surface thoroughfares.

There is considerable confusion about types of expressways. We hear talk of elevated and depressed designs and their relative merits. Let us see what we mean by these terms. An elevated expressway is one in which the through lanes are placed high enough above normal ground level to permit cross streets to continue under the expressway lanes. A depressed expressway is one in which the through lanes are placed largely or entirely below the normal ground level, with cross streets carried on bridges over the express lanes. The only reason for elevating or depressing the express lanes is to facilitate carrying surface streets across without grade crossings. Otherwise, the expressway could be entirely at ordinary grade level. Where cross streets are not too close together the depressed lanes can rise towards the surface between overpasses. This undulation of the express lanes is not considered objectionable if grades are not excessive and sight clearance distances are maintained. Elevated expressways require steel or concrete superstructures. They are conspicuous and difficult to treat aesthetically. Maintenance may be high and space underneath cannot be landscaped or is generally unusable. However, the existing surface street pattern is not disturbed and cross traffic is not interrupted since there is a grade separation at every cross street. These features suggest situations where this type is practical and acceptable. The elevated expressway is most suitable for commercial or industrial areas where appearance is not of primary importance. It is not considered desirable for retail business and residential sections wherein light and air and pleasing appearance are of primary concern.

Depressed expressways, conversely, have neither the assets nor the liabilities of the elevated type. Sunk below the ground level, they are unobtrusive and inconspicuous. There is considerable opportunity for landscaping, not only of greensward but also of trees and shrubbery. Here a parklike character can be readily developed. Treated in this fashion the depressed way harmonizes naturally with residential sections and, far from being a liability, actually becomes a real asset. In addition, extensions of the right of way are logically utilized as playlots, small sitting-out parks or incidental landscaped areas.

Super-duper ditches are what some conscientious objectors in Detroit have dubbed our depressed expressways now in the making. Such derisive terms coming from people whose property is being condemned cannot be taken seriously. But they do emphasize the need for making

expressways pleasing, attractive, and inspiring to all who ride or view them.

Through roadways of expressways are commonly designed with from two to four lanes. Two lanes represent the minimum, to allow for passing, with any greater number being proportioned to maximum estimates of potential traffic volume. Many expressways have been designed with three lanes, although traffic analysis indicated possible loads exceeding a three-lane capacity. This was because the designers did not believe an additional lane or two would furnish enough carrying capacity to justify the added cost, assuming that the weaving effect of traffic on the wider roadway would vitiate the effectiveness of greater roadway space. The soundness of this theory for traffic moving at high speeds seems apparent. However, most urban expressways must carry their maximum possible load at peak hours. Studies seem to show that maximum flow of traffic occurs at relatively low speeds of 30 to 35 miles per hour. At these speeds there is little or no weaving effect, and there would appear to be ample justification for figuring the fourth or even fifth lane at close to normal maximum capacity. High speed is not essential for travel on expressways between points in a city or even within a metropolitan area. What is demanded is continuous uninterrupted movement at a reasonable speed. What might constitute a reasonable speed in or about a city, where the travel distance is relatively short, reflects the psychological attitude of drivers, and is normally not high especially in periods of peak hour volume. Rural travel and long inter-urban trips are different. Here the prospect of considerable distance and the time interval involved prompt a driver attitude which necessitates high speed standards—and expressway design must recognize and allow for this factor.

One phase of expressway planning subject to frequent misunderstanding involves the question of location. I have heard a prominent public official say that, because a certain arterial street was badly congested, an expressway for the relief of that street had to follow the same alignment or be within spitting distance of it. He would go on to opine that, if the expressway was not so located, it wouldn't get sufficient traffic to warrant its construction. I would like to suggest that such a theory so expressed is an exaggeration, and misleading as well. It has been a matter of general observation that a new highway, or for that matter a transit route, will usually attract sufficient traffic if it goes in the general direction people want to travel between general areas of origins and destinations. Let us assume a large number of people living in the southwesterly section of a city work or shop in its central business district. A new expressway to serve traffic between these two areas need not follow the straightest most direct line between them, even though in the past there was a direct street in such a location which everyone, perforce, had had to use. Worthwhile savings in time, travel,

cost and irritation through use of an expressway, even if not located as the crow flies, will inevitably attract people to its use. And the longer the cross or through city distance becomes, the less important the directness of the expressway route becomes. Intelligent application of this principle will permit expressways to be located where they will do the most good for the community, and, at the same time the least harm. Thus, the expressway can serve its primary traffic carrying function, and at one and the same time make other contributions to the city's improvement. Every expressway must be integrated into the city's comprehensive plan. It must not only fit into the traffic pattern, but even more so into the land-use plan with its neighborhood and community schemes. With but slight effort, and no impairment of its utility the expressway can double as a buffer between incompatible land uses, and as a separator to define and differentiate between communities. All that is needed is recognition of the importance of coordinating all city improvements towards highest value to overall betterment of the city. Expressways as functional facilities for transportation correlate readily to this end, wherever there is sympathetic cooperation among engineers and planners concerned with design in all its aspects.

Cities all over are faced with rising demand for improved public transit. Coupled with this is an imperative need for serving more of the transportation of the urban populace by public transit to reduce the number of private vehicles on city streets. Oft cited figures show that one public transit vehicle of average size will carry as many people as are likely to be found riding in thirty private cars. To the degree to which public transit can serve its potential riders, costly street widenings and troublesome traffic congestion will be obviated. Expressways offer an unparalleled chance for rapid transit which can improve and render more popular the local transit system. Highly effective facilities for rapid transit can be built into expressway design at slight cost. It is important to note that rapid transit could not be provided otherwise at such a moderate investment, and that in most cases it could not be provided at all. Rapid transit on expressways can be laid out in several ways. Where the actual or potential passenger load justifies, tracks can be installed in a widened center mall with loading stations at all important surface transit intersections. A center mall, or median dividing strip between express roadways, of about 60-foot width is usually recommended in these cases in place of the conventional dividing strip of 10 to 20 feet. Center mall tracks permit high speed rail transit in single cars or trains as the demand may require. Loading stations in the center mall are accessible from cross street bridges. This arrangement gives maximum transit capacity, while at the same time there is no diminution of the expressway's vehicular capacity or usefulness. More often, and in most cities, transit needs do not justify rail service on expressway routes. In these cases, motor or trolley coaches can operate on the

express roadways along with other traffic. At intersecting surface transit lines, loading stations can be provided on an additional lane free of the moving lanes. Accelerating and decelerating lanes will connect to the loading station which may be built at or under the bridges carrying the crossing streets. Little or no additional right of way will be required to handle public transit in this way. Thus, in several ways, effective rapid transit can be given at a small part of the cost of subways or separate transit right of ways. All this can be accomplished without the least detriment to expressway travel by private vehicles. Expressways are expensive creations and bridges are costly and difficult to alter once they are built. Therefore, the advice of transit authorities is sound and must be heeded. Consider fully all possible transit use of expressways, and provide adequately for any such reasonable future contingency in the initial design and construction of all expressways, urban or interurban.

Most urban expressways connect a central business district with other sections of the community or its metropolitan area. Where such is the case special problems are created at the discharge end of the expressway. The traffic which enters the outlying portions at numerous access points and in small dribbles accumulates to maximum volume at the concentrated destination end. Here there must be enough ramps, in number, location, and capacity to clear the traffic so that it may leave the expressway without slowing up or backing up. Not only must the discharge ramps be sufficient, but they must tie into a surface street system which can carry or absorb all traffic fed into it by these ramps. Beyond the ramps and beyond the distributor street system there is another and important factor. Virtually all the cars thus funneled into the business district must be stored when they finally come to a standstill. Expressways leading to these districts are confidently expected to bring in more people and more cars. No central business district is now equipped with enough parking facilities, especially facilities close-in and convenient. Street parking is uncertain and inadequate, and is likely to shrink as more street space is needed for increased traffic flow. All of these considerations point up the necessity of terminal facilities, especially offstreet parking facilities, to be provided coincidentally with expressways to business districts. Underground parking, storage garages, multiple deck parking structures, surface lots, and perhaps mechanical parking gadgets still uninvented, all must be mustered in a concerted attack on these problems before the expressway swamps the area it is supposed to save.

One final point in closing. Complicated and costly though the expressway may be, it is only a special type of facility for public service and convenience. Expressways must be fitted into a comprehensive city plan in proper relationship, neither dominating the plan nor being unduly subordinated to it. They are not an end in themselves, but

merely a means to an end. The city must come first and so must the city's plan for its future in which expressways may be but one of many important features. This point cannot be over-emphasized because there is a prevailing tendency to exaggerate alleged traffic considerations in expressway locating and to slight more basic planning principles. Unfortunately there are some very active expressway designers who deprecate or do not appreciate community development objectives and belittle those who would maintain a broad approach to the solution of all such special problems. In fact, the garrulous spokesman of this group loses no opportunity to mislead officials and the public by labeling as ivory tower planners all who insist that overall city interests be considered. May I suggest that you city planners, both citizen and official, stand your ground and not be overawed or intimidated by such verbose browbeating. It is your clear duty to see to it that the issue is not deliberately confused, that expressways are regarded and treated as a modern service facility justified only to the extent that they contribute to making the city more convenient and desirable. Make sure that expressways play their proper part in a coordinated plan and program for city improvement, else in the long run they may on the one hand fail to realize their great potential service value and on the other, prove a major and permanent barrier to a well-balanced growth of the community.

Milwaukee's Parking Problem and Plans for Its Solution

PERRY G. ANDERSON, Executive Secretary,
The Downtown Association of Milwaukee, Milwaukee, Wis.

MILWAUKEE is confronted with traffic conditions in 1947 which our city planners had not anticipated would be encountered until about 1960. We find that the 132,000 vehicles registered in Milwaukee are running up more mileage than did 174,000 vehicles in 1941. The motor fuel tax division of the State of Wisconsin received tax collections from this source which were approximately equal to the 1941 collections. Oddly enough, mass transportation, for which declines in riding up to 8 percent and 10 percent have been forecast, actually declined only about 3.2 percent from the 1945 peak.

The problem which we anticipated could be solved between now and 1960 we realize must be solved immediately. Recent studies on the accumulation of automobiles in downtown Milwaukee indicate that the 1960 estimated accumulation is practically realized today. On every hand we hear the same complaint—no place to park in the downtown area.

Every city, of course, has its own particular problems. Our problem

is seriously affected by the lay-out of the central business district. Our principal business area is relatively long and narrow. It extends west from Lake Michigan for a distance of about 18 blocks, yet it is only five blocks wide. It comprises an area of 104 acres which is about 2.3 percent of the area within the corporate limits of the city of Milwaukee. This is the central business district for a metropolitan area containing about 750,000 people. Assessed values of real estate within the principal business area have declined approximately \$87,000,000 from 1930. Whereas in 1930 this district paid approximately 26 percent of the taxes collected in the city of Milwaukee, today it pays only about 18.5 percent of the taxes. More than 60 percent of the decline in the assessed value of land and improvements in the entire city from 1930 to 1945 took place in downtown Milwaukee.

Congestion and the attendant loss of time in getting about our principal business area has contributed largely to the reduction in value in this area.

Our facilities for parking on the streets in the principal business area are continually shrinking because of the necessity of removing parking in order to permit freer movement of vehicular traffic through the area. Still more street parking must be eliminated in the near future. A few years ago all parking was removed from Wisconsin Avenue, our principal business thoroughfare. Immediately there was a marked increase in the rate of movement of vehicular traffic along Wisconsin Avenue. When we are permitted to remove the streetcar tracks from the center of Wisconsin Avenue and to replace streetcars with trolley buses operating at the curb, a further increase in rate of movement of approximately 25 percent can be anticipated. There were many protests, of course, from merchants over the elimination of parking on Wisconsin Avenue. Yet today, after five years of experience, not one business establishment on Wisconsin Avenue would consent to parking again being permitted.

At the present time we have about 2,500 curb parking spaces and parking space for an additional 2,625 cars in garage structures. We have also approximately 5,000 parking spaces in open-air parking lots scattered about the principal business area. Thus we have parking facilities for approximately 10,000 automobiles in downtown Milwaukee; but unfortunately we have a demand at the time of maximum accumulation for about 15,000 parking spaces. The continual circling of business streets by the 5,000 vehicles which cannot find a place to alight only adds to the congestion in the downtown area.

Our situation is a strange anomaly. It is true that of the 104 acres in the downtown area nearly 39 acres, or 37 percent of the area, are now devoted to parking. Unfortunately, only about 60 percent of the parking space in the area can be termed as effective space, since the balance is located considerably more than five minutes' walking distance from

the center of the retail and financial districts. It is also true that most of our downtown parking lots resulted from the razing of buildings which could no longer be operated profitably. Many of these lots are small in area and are not well located with regard to the parking demand. Very few of our parking lots can be considered to be permanent. Rather, they represent land which is used for parking during the period of transition from one structure to another. We have seen numerous instances recently in which parcels of land which had been used for parking are now about to be improved with commercial structures. Thus Milwaukee, with an increasing demand for parking facilities, is confronted with a continually shrinking supply of parking facilities.

What has been done to solve the parking problem in downtown Milwaukee? Two of our principal department stores have constructed multi-storied parking structures adjacent to their stores, primarily for the use of customers of those stores. This has helped to meet a part of the downtown parking problem. Another large department store has an open air lot immediately to the rear of its store, covering an area of almost a half city block, which is intended for the use of its customers. Few of our parking lot operators are in financial position to acquire well located land in the principal business area for expansion of parking operations. Most of our parking lot operators lease the land on which they conduct their operations and, therefore, have only a nominal financial interest in this business. As of this time there have been no expansion plans for parking facilities by private groups. It, therefore, is apparent that if the parking problem is to be solved, the stimulus must be supplied by a public or quasi public agency.

The Milwaukee Board of Realtors, the Building Owners and Managers Association of Milwaukee and The Downtown Association of Milwaukee undertook jointly to provide a solution for the parking problem. We began with certain definite premises, namely:

1. That inasmuch as the user of mass transportation pays a fare for the privilege of riding, yet does not impose a parking problem, that the user of a private automobile should likewise pay a fare for the use of parking facilities;
2. That the city owns the streets upon which the congestion arises through the accumulation of vehicular traffic. That the city may regulate and control traffic on the street. That if in order to move traffic effectively on the street it becomes necessary to remove parking on the streets, the city must consider the parking of such vehicles off the street as a part of its management and operation of our street system;
3. That while the matter of parking off the street is a municipal problem, any facilities provided for off-street parking by municipal action should be leased to private operators on competitive bidding and at competitive rates.

After a great deal of careful study it appeared that a parking authority, properly constituted as a quasi public corporation, offered the degree of flexibility which could most readily analyze, acquire and construct necessary off-street parking facilities. The apparent ad-

vantages of such legislation are that the power of the city to acquire property can be used, which permits acquisition of tracts of land which would be impossible of acquisition by private interests at anywhere near comparable cost. Also it would be possible through a parking authority to borrow money on a revenue basis, paying interest and principal solely from revenues raised from such parking facilities. In this way the taxpayer of the community would not be called upon to pay any added charge in the form of real estate taxes for the provision and operation of such facilities. We realized also that the parking authority could borrow money on a revenue basis at a lesser rate of interest than could a private individual. Further, we learned that the parking authority could borrow amounts of money which were predicated upon the earning power of parking facilities rather than upon a percentage of the cost of acquiring and construction. In other words, if the parking facilities could be shown to repay amounts borrowed over a reasonable period of time, the amount so borrowed need not bear a definite percentage relationship to the cost of acquisition and construction.

In 1943 the state legislature of Wisconsin passed an enabling act which contained powers and authorities which appear to meet our needs in Milwaukee. Unfortunately, all cities in the State of Wisconsin other than the city of Milwaukee were permitted to avail themselves of the powers contained in this statute. It became necessary, therefore, for legislation to be introduced into the Common Council of the city of Milwaukee, requesting that the city of Milwaukee ask to have the provisions of the enabling act be made applicable to the city of Milwaukee. Our common council saw fit to approve this legislation, and an amendment to the state statute was presented early in the current session of the state legislature. As a result of the efforts of our city legislative counsel and our three organizations, the state assembly approved the amendment by a vote of 86-1. The state senate committee on municipal affairs has recently approved this same amendment. We hope it will be passed in the next few weeks.

Quite naturally we were opposed by the garage and parking lot operators. Their opposition, while noisy, was not particularly effective since none of the opponents could themselves offer any assurance in the form of financial ability which indicated they could or would attempt to solve this problem on a private basis.

It is contemplated that if the state legislature sees fit to permit the city of Milwaukee to form a parking authority under the provisions of the statute that a carefully drawn plan will be submitted to the common council of Milwaukee which has the prior approval of financial groups who might be interested in the acquisition of parking revenue obligations. It is contemplated that the proposed plan will require certain qualifications for membership to the parking authority, including a

requirement that private parking operators must be included as members of the authority as well as representatives of substantial business interests. Of course, it will be necessary, also, that it include representatives of our city government.

It is contemplated also that as its first step, upon creation, the parking authority will cause to be made a comprehensive survey of the parking requirements in the city of Milwaukee, perhaps somewhat along the line of the study recently completed in the city of Pittsburgh. Based upon the findings contained in this factual study, it will be possible to determine where additional parking facilities should be located, and from that it would be possible to determine the costs attendant upon providing such parking. This would permit assembling of information with reference to the potential earning power of parking facilities at such locations on which financial groups could determine their willingness to purchase definite dollar amounts of revenue obligations.

We have recently had the experience of studying another type of parking legislation which contemplates the creation of a special assessment district to purchase parking facilities. We recognize that if parking is provided on such a basis that the facilities would, of necessity, be used for free parking since the property owner in the area would be assessed the cost of the parking facilities over a period of years. Any attempt to charge for such parking would only result in the city realizing a profit from such operation to which it is not entitled.

I think this discussion will give this audience an opportunity of knowing something of our plans for the city of Milwaukee. We have suggested underground parking facilities under two downtown parks inasmuch as no land acquisition cost would be involved. It remains for the engineers to determine whether such parking areas can be used feasibly for underground parking. We are not ourselves insisting that these areas must be used, but from the standpoint of traffic generators, these areas appear to have real promise.

EDITOR'S NOTE. The American Planning and Civic Association has opposed the use of public parks for underground garages. There are very few parks where the damage to the park planting, including mature trees, and the interference with park enjoyment by the entrance and exit of automobiles would not constitute a major nuisance. Even if the site is granted without charge, the cost of building underground would probably be more than that of a building above ground on a site which had to be purchased. See page 146 for account of California decision which permitted use of Union Square in San Francisco. It would be unfortunate if courts in other States followed this precedent.

Relieving Congestion Through Transit

R. N. GRAHAM, President, Youngstown Municipal Levy Co.,
Youngstown, Ohio

ISELL rides! My colleagues and I in the local transit industry sold almost one and a half billion dollars worth of rides to more than 20 billion people last year. This is equal to about a ride a day for every man, woman, and child living in urban areas served by transit vehicles.

It is the greatest number of people ever carried in motor buses, trolley coaches, and street cars on the streets of American cities. It is a record of which the transit industry is justly proud.

We feel proud because this record job had to be completed with about 80,000 vehicles—52,500 motor buses, 4,000 trolley coaches, and 25,250 street cars—using less than 20 percent of the total street mileage in American cities.

The rides we sold were not always convenient and comfortable. We were not always satisfied with our effort. The equipment supplies were cut off. We just had to do the best we could with the equipment available.

Now we are concerned about the future. We are concerned because the job of moving people in bulk, on schedule, is becoming more and more difficult. Schedules are disrupted and passengers are delayed by traffic congestion.

We are not the only ones concerned. There are the truckers, for example, who pick up merchandise at the curb, transport it through city streets and then stop at the curb to make deliveries.

These truckers are asking:

“What’s happening to our circulatory system? The cost of transporting goods is becoming terrific.”

What is happening? Congestion grows worse—accidents more numerous.

Leslie Williams, City Planning and Traffic Engineer of the American Transit Association, speaking before the annual meeting of the American Society of Civil Engineers in January, 1946, placed the economic losses from traffic congestion and accidents at more than four billion dollars a year.

O. K. Normann, Chairman of the Highway Research Board’s Committee on Highway Capacity says: “Lane capacities at intersections are so low as to be astonishing, particularly on downtown streets where parking is permitted. The average capacity under these conditions, and where there are no street car tracks, is 394 vehicles for each 10 feet of street width per hour of the green or ‘go’ period.”

In some cities 20th century streamlined motor vehicles go no faster than the horse-’n-buggy did in the “good old days.”

If this is astonishing, it is only a taste of what is to come.

The Public Roads Administration experts estimate there will be 40,000,000 automobiles on the road in 1960. E. H. Holmes, Chief of Highway Research for the Public Roads Administration says these automobiles will double their prewar mileage.

Some observers go so far as to say that there will be as many as 60,000,000 private vehicles on the road by 1960.

D. Grant Mickle of the Automotive Safety Foundation predicts utter chaos in our cities unless effective measures are taken.

If this problem were confined within the street channels themselves, it would be bad enough.

The destructive effects of traffic congestion, however, extend to abutting property values, city finances, and the whole urban pattern. Everyone suffers—business and the public in general.

Large sections of the public seek relief in flight from the city. Retail business must follow—decentralization sets in. This running away from a malignant disease does not cure it. Congestion follows us to the suburbs. Accidents still take their toll.

What's the cause of all this? Is it too many cars and too little street space?

We tried widening and found little relief. Past experience has proved that the traffic capacity generated by street widening is generally not worth the cost. The added width increases the time required for pedestrians and vehicular traffic to cross intersections. Furthermore, widening induces weaving.

Intersections are the bottlenecks in traffic movement. Their frequency is not reduced by street widening.

Then we should not lose sight of the fact that street area already constitutes one of the largest land uses of the community. In the average grid pattern 30 percent to 40 percent of the area of a city is in streets. In Washington, D. C., over 50 percent of its territory is given over to streets.

We built express parkways before the war and they became saturated almost as soon as they were built. In fact, they aggravated the downtown traffic problem. In spite of this experience, scores of cities, in cooperation with State and Federal Government agencies, have set aside huge sums of money for express highways.

It is sure that we are a Nation on wheels, depending upon traffic and transportation, but there is no magic in express highways. We seem to be planning to put all our eggs into one basket.

The express highway is only one important part of any complete solution to the traffic problem. Furthermore, it seems impossible to provide expressways for every motorist. The cost is prohibitive. The few miles of urban expressways which can be built within the next decade will constitute only a small fraction of the total street system.

During the war many of our communities adopted Staggered Hours.

In this way they showed the value of distributing traffic peaks over more time. Staggered Hours proved to be the quickest, most effective, and most economical way to speed up traffic and reduce congestion and accidents. It was the People's Traffic Plan.

The adoption of Staggered Hours is based upon the premise that 5 o'clock congestion begins at the work benches and office clerks' desks, and in the shipping rooms of our business establishments. Imagine what would happen if everyone went to work at the same time, and if all the merchandise were delivered and picked up in the rush hours. There would be a transportation breakdown immediately—vertical as well as horizontal.

Staggered Hours worked out in war, but, like other wartime measures, nobody wants them now.

We have tried modernized signs, signals, and street markings; one-way streets, fewer turning movements, channelized intersections, and no parking at the curb.

All of these expedients have helped, but they have been tried on a piecemeal basis.

The most effective and lasting has been "no parking."

The traffic engineers in cities where no parking is applied swear by it. And no wonder, for O. K. Normann says, "downtown intersections on streets on which parking was prohibited, have doubled the capacity of the intersections on streets where parking was permitted. With parking prohibited, the average capacity was 688 vehicles per hour of green per 10 foot-width of street."

A number of cities have come to realize that a handful of curb-parked cars are clogging circulation and threatening the normal level of business.

A growing number of cities are applying the "all rolling" regulation. They permit no private automobiles or trucks to stop, stand, or park at curbs along main arteries leading to and from business districts during the rush hours.

Robert A. Mitchell, Philadelphia's City Traffic Engineer, found that traffic speeds were increased 20 percent when parking was prohibited on many of the downtown streets.

William Brandes, Traffic Engineer of Dallas, Texas, found that peak hour traffic was increased 26 percent in speed when the "all rolling" rule was applied to the downtown area.

Mayor William M. O'Dwyer of New York City said in the April 6 issue of the *New York Times Magazine* that, "to my way of thinking, traffic is one of the most serious problems. We have licked that in some parts of the city by parking bans, and I hope that some of the large buildings of the future will have parking space in their basements."

City fathers were amazed at how much traffic capacity was left in the "horse-'n-buggy" arteries when the traffic stream was cleansed of curb corrosion.

Apparently, the elimination of curb-parking is proving to be the cheapest, quickest, and most effective measure—since we have abandoned staggered hours—to relieve traffic congestion and increase the capacity of our streets.

Merchants were afraid of no parking at first because they thought that it would drive business away from the downtown area. Instead, people are leaving their automobiles home and traveling to the downtown business districts in public transportation vehicles. Otherwise, how can we account for the public transportation riding in 1946?

Apparently we also have come to realize that curb parking is going the way of the hitching post. The use of express arteries to bring more automobiles to the downtown area has not reduced congestion, especially when we provide no place for them to park. We know that more and more of our existing street space is being required to handle the increased volume of moving traffic.

Therefore, let us admit that the parking problem cannot be solved at the curb and that adequate off-street parking facilities must be provided.

Parking is an integral part of the whole traffic system but it cannot be provided for on the street.

Off-street parking requires space and space is at a premium in the downtown area.

Nevertheless, the most economical way to secure additional traffic space seems to be through additional off-street parking and truck loading facilities.

City government and private interests must form a partnership to devise ways and means for providing these facilities. This is a policy matter to be decided by the city and downtown business district interests.

Every effort should be made to encourage private enterprise to go ahead at high speed in providing off-street parking spaces for private automobiles and unloading space for trucks. No obstacles should be put in the way of public agencies.

However, we must remember that traffic control measures, improved streets, and additional off-street terminals must be planned by experts in traffic planning and based upon factual surveys.

RELIEF THROUGH TRANSIT

Another means of relieving traffic congestion which is often overlooked, lies in improved public transportation.

Perhaps public transportation can help and that's why I come to you.

Planners are interested in transit because transit is part of the Master Plan.

Russell H. Riley of Harland Bartholomew Associates has said:

"Transit lines exert a major influence upon new developments and an adequate transit system is probably one of the most important means of solving the traffic and parking problem."

Frank H. Malley, City Planner of Providence, Rhode Island, and Chairman of the American Society of Civil Engineers, City Planning Division, states: "Public Transit moves a large percentage of people in a municipality, and if adequately designed and operated, can move a substantially larger percentage, thereby decreasing the number of private vehicles and the resulting congestion of streets and the necessity of off-street parking."

George Emery, Director of Planning for the City Plan Commission of Detroit, states: "The more adequate the basic Transit plan and the more effective the service, the greater will be the utilization of this service with consequent reduction in the use of private automobile transportation. This in turn means less congestion, or a decreased need for street widenings and other traffic facilitation measures."

Earl O. Mills, President of the American Institute of Planners writes: "Public Transportation is one of the important elements of a comprehensive city plan. No city can be orderly and efficient which fails to provide for the free, safe, and expeditious movements of all forms of traffic, especially transit vehicles which carry the bulk of local travel."

There is no doubt that the movement of people and goods is essential in cities. In fact, cities could not exist without traffic and transportation. The movement of people and goods is the lifestream of cities. Whatever impairs the circulation of people and goods impairs the value of land and property.

The importance of traffic and transportation in cities was brought out in London recently when the government threatened to bring out the Army during a truckers' strike. In Philadelphia a public transit strike did bring out the Army.

We need *more* transit planning.

The city planner can contribute a great deal, especially in the way of:

1. Studies of the transportation of persons and goods.
2. Major thoroughfare improvements.
3. Investigation of existing trends as pointing to future developments.
4. Forecasting the future distribution of population.
5. Careful planning of the location of proposed business, industrial, and recreational areas.

Furthermore, you can be of tremendous assistance in developing methods and guides whereby the transit system can be properly related to urban development. You can aid in estimating the potential need for transit service and the possible demand. In fact, transit companies have for many years adhered to the practice of hiring experienced and trained city planners to assist them in laying out their routes.

There seems to be a great deal of justification, especially at present, for concentrating on public transportation.

We all know that transit vehicles are most efficient in the use of street space. Twenty motor buses or trolley coaches will daily transport more people than 500 automobiles.

National Safety Council figures show that transit vehicles are many times safer on a passenger mileage basis, than private automobiles.

Transit vehicles require no parking space in the downtown area, whereas each private automobile requires approximately 300 to 400 square feet of parking space. The average white collar worker in the downtown area has less than half this space in which to work.

The American Automobile Association writes, in substance, in its Parking Manual, that transit provides a 90 cent automobile ride for 20 cents. Transit is no doubt the most economical form of urban transportation yet devised.

But these facts alone will not persuade people to remain riders of public transit vehicles, or to change from motorists to transit riders.

Many persons who now drive automobiles to and from work probably would change to public transportation if it were made more comfortable and speedy without becoming too costly.

Public transit is attempting to do its part to improve its operation.

It is now in the throes of the greatest modernization program in its history. It plans to spend about \$500,000,000 for improvements.

In 1946 the total number of transit vehicles increased by 1,500, but there is no magic in a new transit vehicle bogged down in traffic.

Transit management now recognize that there never has been sufficient express service to and from work over direct routes. By-pass bus routes are being studied as a means to avoid congested areas for speedier home to work travel.

More express bus service is being contemplated from outlying parking stations over major thoroughfares to the downtown area. Shuttle-bus service from perimeter parking lots began to attract attention in 1946. Atlanta, Baltimore, Chicago, Cleveland, Grand Rapids, Harrisburg, Hartford, Louisville, Richmond and St. Louis began such service.

Experience shows considerable use of this service when large lots are located along the inbound side of major thoroughfares, with very frequent bus service at a low fare. The main purpose of perimeter parking and shuttle-bus service is not to make a profit, but to keep customers coming downtown while keeping automobiles out.

Another important factor to keep in mind when planning transit improvements is the incorporation within any projected expressways, of transit transfer stations to encourage the fullest use of transit vehicles. Transit enhances realty values and encourages compact development along its routes.

What we need is unified action. Business must merge its special

interests into a general plan. We must stand together, or hang separately.

Transit is ready as a business to assume its obligation and is willing to take the initiative in providing good service.

Transit is not the panacea for traffic congestion.

What is needed is for public officials and businessmen to unite on a simple and definite program for traffic relief.

Such a program might well be stated in three parts. First—sound and modernized traffic control measures, with continuous enforcement and a special attention given to no-curb parking. Next—additional off-street parking and truck loading and unloading terminals, and finally, the maintenance of as high a level of transit riding as can be maintained.

If business and public officials will coordinate their efforts on such a simple program, and make it a part of a Master Plan, then we can start getting immediate relief. At the same time we will discover a guide for long-range projects which will be in the best interests of the greatest number of people.

Public transit, and I speak for my colleagues in the transit industry, votes for this kind of approach. We favor it because we believe that action to further the long-range best interests of the community will further our own long-term best interests.

Before I close, I must voice one important warning. Transit must be considered as a city-wide service. Its contribution must be made on this basis—not for the assumed convenience of individual groups, or parts of the city. To operate transit vehicles to the best advantage, and at reasonable fare that will best attract riders, the transit lines should, as far as possible, be radial from the center of big business activities, to the outlying portion of the city, on thoroughfares that will permit reasonable speeds. There should be an economy on route miles consistent with giving service within reasonable distance to the homes of the riders.

It is only by a consideration of city-wide service that best results can be secured. The Transit industry is investing millions to improve transportation facilities. These millions should be spent to give the best service possible to the entire city.

Legal and Administrative Aspects of Urban Highway Problems

DAVID R. LEVIN, Head, Special Administrative Studies Unit Division of Financial and Administrative Research, Public Roads Administration, Washington, D. C.

AN UNPRECEDENTED mobility has been wrought by the motor vehicle. Unfortunately, however, that mobility has been largely nullified in our cities by the lack of express highway and off-street parking facilities. As a result the costs of transport by street and highway are higher and the service rendered is less efficient than they would otherwise be. A measure of our failure to provide adequate transportation facilities in urban areas is indicated in Washington, D. C., where, before the second World War, a newspaper reporter drove a horse and buggy down Massachusetts Avenue and without the least effort kept abreast of the automobile traffic all the way from Dupont Circle to Union Station, a distance of almost two and one-half miles.

The cities of America face, most of them with some bewilderment, a complexity of highway and terminal problems. Today, they are finding that new conditions of financing and travel operate, and invariably, new conditions of travel generate new rights and new obligations and new problems.

It is doubtful if any city in the United States can long survive the impact of motor vehicle congestion which harasses the movement of urban traffic, without bold and decisive action directed to solution of its express highway and parking problems. Though the suggestion may have a deceptive simplicity, corrective measures, to start with, should be addressed to the revision and improvement of existing legal and administrative machinery provided to do the job.

Let us note effective implementation that has been initiated in a number of States.

CONTROLLED-ACCESS HIGHWAYS¹

The controlled-access highway is gaining increasing recognition as a sound and economic type of highway facility for the movement of traffic, particularly in congested areas. This specie of express highway has now been sanctioned by comprehensive statute in 26 States, wholly within the last decade.² In addition, the new Missouri Constitution authorizes the State highway commission “. . . to limit access to, from and across State highways where the public interest and safety may require. . . .” This is the first instance of legal sanction of control of highway access by organic law. Wisconsin permits the acquisition of

¹ See PUBLIC CONTROL OF HIGHWAY ACCESS AND ROADSIDE DEVELOPMENT, Revised 1947, Public Roads Administration.

² California, Colorado, Connecticut, Florida, Illinois, Indiana, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Michigan, New Hampshire, New Jersey, New Mexico, New York, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, Texas, Utah, Virginia, Washington, and West Virginia.

"access rights" but that State is now seeking more comprehensive legislative authorization.

Because the right of access has been enjoyed for centuries by property owners adjoining public roads, most legal authorities and students of government have felt that extinguishment of the right ought to be authorized by specific enactment of the state legislature which responds directly to public opinion. Moreover, a state law is desirable for reasons other than to sanction the control of access. Many special matters need to be dealt with in the establishment of express highways, such as intergovernmental arrangements, local consent to the closing of intersecting streets, penalty provisions, and other related matters.

Unlike a number of other States, Minnesota has not enacted special legislation sanctioning the establishment of controlled-access highways and the acquisition of rights of ingress and egress in connection therewith because of the adequacy of its basic law. The Minnesota Department of Highways has contended that its highway law is comprehensive enough to permit the construction of expressways. This assertion was sustained by the Minnesota Supreme Court in the *Cook* case almost two years ago.¹ This decision is significant because of its liberal interpretation of basic highway authority.

Existing and proposed expressways. Public Roads Administration studies reveal that there are a minimum of 1,244 miles of controlled-access highways in the United States. Approximately 2,185 miles in 27 States and the District of Columbia of such expressways are being planned with Federal funds for early construction. Additionally, a considerable mileage of controlled-access highways is contemplated by state and local authorities in the various States.

It is significant to note that all advance engineering projects planned with Federal funds, as of September 1946, scheduled in California, Illinois, Louisiana, Maryland, Michigan, New Jersey, New York, Pennsylvania, and Rhode Island are of controlled-access design. This extensive application of modern highway design is indeed salutary.

An analysis of the number and length of controlled-access highway projects planned with Federal funds, according to type of area of location is noteworthy. Of all such projects in 29 States and the District of Columbia, approximately three-quarters of the number of projects and their mileage are located in urban or metropolitan areas. These data reflect the greater urgency of the need for controlled-access design in these areas at this time.

State and Federal-aid expressway systems. As you know, controlled-access roads will form part of the National System of Interstate Highways with all necessary connections through and around cities. Restricted accessibility will characterize all sections of the interstate system where present or potential traffic warrants this design.

¹*Petition of Burnquist, Attorney General: Burnquist, Attorney General vs. Cook*, 19 N. W. (2d) 395 May 1945.

Efforts to establish a limited State system of express highways have already been crystallized in four States, and are being contemplated in others. New York has recently signed by statute a throughway system of controlled-access highways extending from one end of the State to the other for a distance of some 480 miles. Seven expressway routes have already been designated by statute, namely, the Catskill, Mohawk, Erie, New England, Niagara, Ontario, and Berkshire throughways. Construction has been initiated already on sections of some of these routes.

The Illinois Freeway Act of 1943 authorizes the designation of highways as "freeways" when traffic safety and convenience will be promoted and the public interest furthered thereby. The law provides that when a highway has been declared a freeway, all existing means of access shall be frozen and no new points of entry may be established without consent of the highway authority. Pursuant to this statute, approximately 515 miles of State highway have been designated as freeways.

A similar development is taking place in New Jersey under its 1945 Freeways and Parkways Act. Legislation enacted in 1946 has established an extensive statutory mileage of expressways, consisting of at least three freeways and one parkway, the locations of which are specifically designated by law.

Pursuant to California freeway legislation, the Highway Commission has by resolution declared 665 miles of the State highway system as freeways and limited-access highways. Of this declared mileage, 130 miles, or approximately 20 percent, are located within the incorporated area of cities. California is at present contemplating the designation of a State-wide system of controlled-access highways to consist of an integrated network of approximately 2,940 miles connecting the major centers of population, with extensions into cities. It is reported that many influential groups are supporting the proposal.

These several seemingly isolated instances may herald a State trend to establish and improve a limited system of State expressways, the nucleus of which may well consist of each State's portion of the National System of Interstate Highways.

AUTOMOBILE PARKING FACILITIES¹

Though the expressway will facilitate more efficient movement, it cannot solve the long-neglected parking problem. The ultimate objectives of traffic are never attained by movement alone. In spite of widespread interest in remedial proposals, bold measures directed toward alleviating the condition have been largely lacking. It is becoming apparent that preaching alone will not solve urban parking difficulties;

¹ Based in part upon STATE GENERAL, SPECIAL AND LOCAL ENABLING LEGISLATION DEALING WITH AUTOMOBILE PARKING FACILITIES, December 1946, Highway Research Board.

more is required than the counting and recounting of potential parkers and present parking accommodations, the apprehension of illegal parkers, and the installation of parking meters. Parking facilities, apparently a basic ingredient in the modernization of our cities, are still relatively inadequate in capacity, expensive in user cost, and inconvenient in location.

One of the principal barriers to betterment of the parking muddle has been the inadequacy of the legal and administrative machinery provided to do the job. The enactment of a comprehensive, modernized general enabling statute in many States could be a most important factor in the solution of the parking problem. Accordingly, it is the responsibility of every State legislature to reexamine present State enabling legislation in the light of present needs and to revise its laws in accordance with its findings.

Investigation of State enabling legislation through 1946 reveals that there are 95 different laws in 30 States¹ and the District of Columbia, enacted over a period of almost three decades. Of these, 61 are general enabling statutes, while 34 are special and local in character. The recognition of the parking problem and the desire to cope with parking difficulties thus evidenced is commendable indeed.

This recitation of the availability of a substantial amount of legislation in more than half the States should not be construed, however, as meaning that efficient machinery is already available to deal with the parking problem.

Authority is granted to a variety of administrative agencies under the 95 enabling statutes referred to above. Practically every level of government shares responsibility for the provision of parking facilities under one or another of these laws.

Six States² have some legal provision for the establishment of parking facilities by administrative agencies at the metropolitan level. In only three cases,³ however, is the authority applicable to such urbanized areas generally.

Though the authority varies considerably in magnitude, 25 jurisdictions⁴ permit all cities, designated classes thereof, or specific cities to provide or foster the provision of parking facilities. In seven States,⁵ only single cities are empowered to act.

A review of existing administrative authority concerning the provision of automobile parking facilities in urbanized places reveals that

¹ California, Connecticut, Delaware, District of Columbia, Florida, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, New Hampshire, New Jersey, New York, North Carolina, Oklahoma, Oregon, Pennsylvania, Rhode Island, Texas, Utah, Virginia, West Virginia, Wisconsin.

² California, Maine, Massachusetts, Michigan, New York and Pennsylvania.

³ California, Michigan and Pennsylvania.

⁴ California, Connecticut, Delaware, District of Columbia, Florida, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, New Hampshire, New Jersey, New York, North Carolina, Pennsylvania, Rhode Island, West Virginia, Wisconsin.

⁵ Connecticut, Delaware, Florida, Idaho, Maryland, New York and Rhode Island.

in most States the legislative grant of administrative power is not co-extensive with parking problem areas. In the last two decades, the motor vehicle has altered fundamentally city and rural living, industry, agriculture, recreation, education and countless other activities. So that today, all States, cities, counties and other units, both large and small, have parking problems—the large ones have difficult problems, the small ones have difficulties easier of solution, but everywhere, the parking problem persists.

Accordingly, in light of the present needs of a motorized Nation, there is little justification for restricting the authority to establish or foster the provision of parking facilities. Legislation ought to grant such authority broadly to designated administrative agencies of the State, cities, counties, towns, villages and other local units, in a single enabling act. Desirable sanction would also make provision for the cooperation of any of these units with each other, or with any Federal, state or local agency.

It may be difficult to determine what particular administrative agency at each level of government should be vested with authority to deal effectively with the parking problem. The smaller and medium-sized urban areas will probably find it expedient to create parking facilities divisions in existing street or highway or public works departments. The larger cities will probably seek to establish independent automobile parking agencies.

But this much is now apparent about the administration of parking facilities: The complicated task of establishing and fostering the provision of parking facilities can no longer remain the part-time function of a single public employee, as is the case so often today. It must now become the primary and exclusive concern of either a public agency specially created for the purpose, or of a special division of an existing public department. In either case, a well-organized, expertly-trained staff is indispensable to solution of the vexing parking problem.

At the earliest possible moment, all existing statutes relating to parking facilities ought to be placed under a legislative microscope by all States. Mere tinkering with the legal and administrative machinery will no longer do. Some statutes need to be boldly discarded, and better ones substituted.

As an aid to the States in the achievement of this objective, model State general enabling legislation has been formulated by the joint endeavor of two committees of the Highway Research Board, after review by organizations and individuals interested in the parking problem.¹

I am happy to report that there has been unprecedented activity with respect to parking in the 1947 State legislatures now in session.

¹See AN ANALYSIS OF GENERAL STATE ENABLING LEGISLATION DEALING WITH AUTOMOBILE PARKING FACILITIES, Revised 1947, Bulletin No. 2, Highway Research Board.

At least half of the States¹ are considering general or special proposals concerning the establishment or regulation of off-street parking facilities. Some are broadly conceived, while others are very circumscribed in character. Iowa, Maryland, New York, Pennsylvania, and South Dakota have already enacted laws in their 1947 legislative sessions.

Underground parking facilities. Evidence is accumulating that some of the larger cities in the United States will seek to alleviate parking difficulties by the establishment of underground parking facilities, San Francisco, Philadelphia, Detroit, Boston, and other metropolitan areas have already obtained the necessary legislative sanction and are now perfecting financial and administrative detail. Additionally, New York, Los Angeles, Pittsburgh, Milwaukee, Portland, Memphis, St. Louis, Kansas City, San Antonio, Washington, D. C., Harrisburg, and other cities are considering proposals for underground parking facilities.

That some important legal questions will need to be answered in connection with such underground facilities is evident from investigation of the experience of the San Francisco Union Square Garage, the prototype of such parking structures. I invite your attention to several of these legal problems.

The Park Commission of the City and County of San Francisco is authorized to lease subsurface rights under public parks to the highest bidder for a term not to exceed 50 years, for the purpose of constructing and operating a parking garage. San Francisco first acquired Union Square as a public reserve in 1850, to be held by the city and county subject to the right of the public to the perpetual use of the land for park purposes. In connection with the proposed Union Square Garage, litigation was initiated in order to determine whether the leasing of subsurface rights and the construction of a parking facility were consistent with the use of Union Square for park purposes. In 1940, the California Supreme Court declared that establishment of the proposed improvement was not detrimental to the original purposes for which the park was originally dedicated.² It was held that the temporary deprivation of a park use for approximately ten months during construction was inconsequential. The construction plan contemplated the restoration of the surface to its previous condition as a public park, with attractive landscaping and the usual public park facilities. The only deviation from a complete restoration of the surface to use as a public park are the permanent entrances and exits to adjacent streets.

The pre-existing park surface constituted 113,437 square feet and the surface use for ingress and egress reduced that area by approximately six and one-half percent. The court declared that such diminution in effective park surface was unavoidable and of little consequence.

¹ Arizona, California, Connecticut, Illinois, Indiana, Iowa, Kansas, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Montana, New Jersey, New York, Ohio, Oregon, Pennsylvania, Rhode Island, South Dakota, Texas, Virginia, Washington, and Wisconsin.

² See *City and County of San Francisco et al vs. Linares*, 100 Calif. 430, 106 Pac. (2d) 369 (1940).

Another legal question raised in connection with the San Francisco Union Square Garage was whether the facility was a public utility within the meaning of the California Public Utilities Act, and accordingly subject to the jurisdiction of the Railroad Commission. If so, it would have been necessary to obtain a certificate of public convenience and necessity, permission would have been necessary to encumber its property and issue securities, and other regulatory measures applicable to a public utility would be operative.

Though lacking judicial finality, it has been indicated that public utility regulatory authority in California does not extend to such enterprises as the ordinary parking of privately owned motor vehicles. Not every type of business which involves property bailment for compensation is a public utility. Motor vehicles are apparently not deemed to be "merchandise" and the parking of automobiles does not constitute "storage" within the meaning of the California Public Utility Act.

STATE AND LOCAL LAND ACQUISITION AGENCIES

Perhaps the greatest single impediment to the timely improvement of public roads and off-street parking facilities has been the costliness and difficulty of acquiring the necessary lands and property. Too often in the past the character of road improvements undertaken has been governed by the limitations of short-sighted land acquisition measures.

Brief reconnaissance of the field of land acquisition discloses that many of the obstacles which block the efficient acquisition of lands for streets and highways likewise serve as impediments to the ready assembly of lands for other public purposes. Revision of some present laws and practices, if broadly conceived, can serve to remove the out-moded features of land acquisition for all purposes by a single effort.

Wherever possible, lands needed for the development of the interstate system, State highways, city expressways, and off-street parking facilities should be acquired in conjunction with the acquisition of lands for adjacent housing, airport, park or other public developments which the highways and parking facilities will be designed to serve in part. The mutual benefits of such a simultaneous and cooperative program of land assembly will be reflected in lower land costs, in a more rational land-use pattern, and in the elimination of all possible focal points of conflict between the various improvement programs concerned.

To deal completely with the legal, financial, and administrative problems of such an interrelated and mutually beneficial acquirement of land, there is need for the creation of special land agencies, adequately empowered and financed, to acquire all lands needed for public purposes of any sort.

The Public Roads Administration and the National Interregional Highway Committee recommend the creation of such land agencies by the States and by cities and legally constituted metropolitan areas.

Provision should be made for the cooperation of the State, city and metropolitan land authorities, and possibly the Federal Government, under a well-conceived plan which will facilitate the financing and acquisition of needed lands for streets and highways, parking facilities and other public improvements, and permit amortization of the costs over a long period of time.

These special organizations would serve as instrumentalities to assure the avoidance of conflict between the land acquisition purposes of public agencies devoted to various developmental objectives, and to recover the total cost of all acquisitions by joint and complementary measures of amortization.

LONG-RANGE HIGHWAY PLANNING LEGISLATION

The need for express highway facilities of modern design and for a balanced program of road improvements has given impetus to long-range highway planning in a number of States. Recent efforts of this character were highlighted by creation of an interim Joint Fact-Finding Committee on Highways, Streets and Bridges by the 1945 California legislature. The bold legislative program which has been proposed as a result is no less than remarkable.

Necessary legislative authorization for long-range highway planning has already been approved in 1947 in five States. The California enactment continues the 1945 Joint Fact-Finding Committee on Highways, Streets and Bridges.¹ The Kansas law creates a 22-member fact-finding committee to study highway conditions and make recommendations for future legislation.² Oregon legislation establishes a body to study transportation facilities and determine needs of highway construction and maintenance.³ An interim committee is created in South Dakota to conduct an investigation and recommend an improved State highway system to the next legislature.⁴ Finally, a joint fact-finding committee on highways, streets, and bridges was authorized in Washington, patterned after the California group.⁵

Similar proposals are now being considered in ten other States⁶ Perhaps the most significant is a bill found in Ohio, creating a nine-member commission to survey highway laws and to recommend to the next legislature necessary changes to facilitate more orderly, economic and efficient administration of State, local and municipal highways, roads and streets.

These efforts to improve the highway plant through a planned long-

¹ SCR 6. Chapter number SR 28.

² SJR 3.

³ SJR 9

⁴ H. 126.

⁵ S. 284..

⁶ Alabama, Colorado, Connecticut, Maine, Massachusetts, Minnesota, Ohio, Pennsylvania, Utah, and Wisconsin.

range program are commendable indeed. If broadly conceived to include the highway improvement needs of an entire State and its cities and counties, properly reconciled with the financial means for their realization, such planning will invite sympathetic consideration by the legislature and the people of the State.

CONCLUSION

An efficient transportation system is still one of the great public needs of today. The task which confronts us, of building and improving urban expressway and terminal facilities, involves a long-term investment in mobility, safety and better living for all Americans. These improvements must be related to a coordinated transportation system and to the larger scheme of planned land use for the entire urbanized community—certainly a task of sobering magnitude.

Discussion

CARL BERG, Louisville Area, Development Assn., Louisville, Ky., *Reporter.*

Mr. Martin Bruening, Milwaukee, Wisconsin, Leader: It was generally agreed that the prime objective of urban transportation is to move the greatest volume of persons and goods safely, expeditiously and economically. Good public transit facilities can do much to relieve congestion on streets and highways.

Mr. Graham: It is possible to handle mass transportation without tracks by the use of motor coaches and trackless trolleys but the passenger capacity of the street car is greater than other types of vehicles.

Mr. Levin: The Public Roads Administration advocated the use of highway funds for off-street parking on the strategic system of highways as a war emergency. It is now considered to be primarily a state or local matter. Off-street parking should be considered as an integral part of any transportation system.

Mr. Anderson: Subsidized parking has been tried in Milwaukee. Some stores provide free parking to customers.

Mr. Emery: Decentralization is here. Improved transportation and off-street parking and the reduction of traffic congestion will help to conserve values in central business districts.

Mr. Graham: Traffic congestion is also found in outlying areas.

Mr. Williams: There are three kinds of parking: (1) short time for quick business errands, (2) long time, and (3) all day or night storage.

Mr. Bruening: The justification of an expressway or by-pass highway depends upon the volume of traffic which would use it. 30,000 vehicles per day would justify an expressway. Only $3\frac{1}{2}$ percent of the total traffic entering Milwaukee passed through the city.

PUTTING THE PLAN INTO EFFECT

What We Need in Planning Law

PAUL OPPERMANN, Planning Consultant, Bureau of Community Facilities,
Federal Works Agency, Washington, D. C.

WE NEED laws if we are to do planning. We also need finance—what we often speak of as “money to do the job!” We need planning machinery and procedures; in other words—administration. We need to manage our planning offices, the programs operating in them, and to do a good job in that sphere. As two of your speakers this afternoon are taking up the finance and administrative sides of the question I will mention these only when necessary to my argument.

I am to discuss what we need in planning law. Note that this could very well be understood to refer, not only to what laws we need but also to what *else* we need, in addition to the laws. I am going to talk about that “what else” even more than about the laws themselves. This is a citizens’ conference on planning. Laws per se are much less important to citizens than what is needed to make the laws work better; also important is securing changes and additions in the laws, to satisfy new needs arising all the time.

Our present planning laws have been in existence for not much longer than two decades. We have planning and zoning laws, passed by our State legislatures for the use of cities, counties, towns and villages.

About forty States have city planning enabling acts, as they are called. The District of Columbia has a special law but the powers are exercised by a Federal agency at present, a fact which causes some difficulties.

All 48 of the States, I believe, have zoning powers applying to their urban communities. County zoning is permitted in perhaps one-third of the States. Ten or 12 States give their cities and counties the power to combine their planning activities under a regional planning commission. This permits planning across local political boundaries, on a joint basis.

A half dozen years ago nearly all, perhaps all, States had state planning boards. Seven or eight of these boards have dropped by the wayside, while some of those that continued changed their emphasis here and there.

Since 1937 about 40 States have passed housing laws. Under these laws cities and counties have established local housing authorities and county housing authorities to engage in low-cost, low-rent subsidized housing programs for families whose income is insufficient to permit them to pay full “economic” rents.

Since 1941 about 20 States have passed urban redevelopment laws, by means of which a local government is permitted to set up a new

agency, to assemble and acquire slum and blighted land areas, among other purposes. These areas are to be cleared, or in some cases partially cleared, and redeveloped by private enterprise. The majority of these laws permit development also by local housing authorities. The areas which are taken over in this manner usually are expected to conform to over-all city plans, to guide the new developments and to obtain balance and conformity with other planned areas in the local political jurisdiction responsible for the program.

Full and detailed information, in organized and tabulated form, has been prepared by public and private agencies on the subject of planning laws. Any one wishing to study in detail the characteristics of the legislation I have mentioned will find his work has been made much easier as a result. I do not propose to go further into this now because, rightly or wrongly, I believe this audience is more interested in other angles of the general subject.

However before we leave planning law two additional types deserve at least passing reference. One is the TVA law. TVA is the first of what will very probably become in time a series of new type regional planning organizations. TVA enjoys the distinction of being the first. Established by Congress in 1933, on a decentralized basis, it is a new and original type of Federal corporation. It is an agency that works closely with officials and citizens of States and local communities. It uses a "grass roots" approach in undertaking its very important job. Seven States and a very large number of urban and rural communities cooperate in the TVA program.

From 1933 to 1943 we had a national planning agency. This organization existed over the ten year period under various names. It was perhaps best known as the National Resources Planning Board.

In order to do the sound kind of an over-all planning job the country requires and the times demand we need every one of these laws. We need changes in many of them but we need also to bring back into existence a national planning board and state planning boards.

We need more TVA laws. Some time, and it may not be very far ahead, the whole country will be included in a program of decentralized planning, a group-of-States by groups-of-States regional program. These regions will be related to the major river systems and drainage basins of the continental United States. Probably we will have to have agreements covering portions of United States regions which extend over into other countries—into Mexico and Canada. Rivers are no respecters of National boundaries.

All these planning laws should remain democratic, and in the course of time, should steadily become more so. They should be laws of the people, by the people and for the people. So long as the citizens of our communities participate in the process of planning and development—and all these problems exist and may be dealt with best at the com-

munity level—we need have no fear of totalitarian planning, either of the communist or the fascist type. Planning, as we have learned to our cost, can be put to a destructive purpose. Our people however have learned to understand that often it is the purpose and not the planning that is wrong. It is the wrong purpose that is to be avoided at all costs: A democratic purpose coupled with planning need not be feared, but welcomed.

We need to study our municipal planning laws with a view to improving them. Sufficient time has now elapsed for us to know what many of their weaknesses are.

We need to study laws for planning of Sweden and the Scandinavian democracies. Also the planning and housing laws of Great Britain, to see what we can learn from British laws and British experience.

But most of all we need to think a bit more seriously of what planning laws are for.

They are to help the people do the things they want to do in building and rebuilding their urban and rural communities for a better life. Alfred Bettman, one of the true pioneering spirits of the city planning movement of this country, used to say: "Find out what you want to do. Don't ask us lawyers if the law is constitutional; it is not an unconstitutional law until the Supreme Court of the United States says it is. If the people and their planners know what is needed then it is up to the planning lawyers, working with the planners, to help find a way to carry out the people's wishes."

One thing we very much need in planning law in addition to good laws and more of them is a new spirit in the communities, a new vigor and determination to improve the conditions under which our people live in the cities of the land. We need more of the spirit expressed by Mr. Bettman in his comment on planning law.

It is sometimes said that laws are only negative instruments. This is not necessarily true. Laws permit people to do necessary and constructive things and help to point the way ahead; they do not only restrain and prohibit. That is a mistaken notion of law. Laws for health and education for example, laws for planning and redevelopment too—it is the spirit in them and underlying them that makes these laws very good and useful devices serving constructive human purposes.

The founding fathers of our Republic gave us many good laws; our pioneering forebears likewise. Your grandfather and mine assisted in the job of law making; they drafted and passed laws in the town halls and council chambers, in the state and Federal legislatures of yesteryear. When the laws had been prepared however, the men who prepared and passed them departed then from the equivalent of the "smoke-filled hotel room" of those days and returned to their factories, farms and homes. They went to work to build a new country and they built one!

We won't discuss your home town or mine, but let us take Chicago. The "pioneers" I am talking about built the city of Chicago in two or three generations. That boundless plain by the shores of Lake Michigan, today crammed full of stores, factories and houses (structures of brick and frame, concrete and steel, plaster and sawdust too) is a young city by any standards. It took only a hundred years to extend its 200 square miles of development over the flat fertile terrain of Illinois. The effort of building American cities like Chicago took our grandfathers' breath away too, and literally! It was an immense physical undertaking.

The builders of Chicago had a spirit in them—a spirit that produced something spectacular in a relatively short time. A city of four million persons, starting from scratch, built in one century, is worth notice.

But take a look at the present. Are the citizens of Chicago, or of any other community we might mention, able to claim that they are doing a job comparable in scope and importance, for themselves and their own times. Isn't it true, to a considerable extent, that we are living in the towns and cities our pioneering ancestors built? We are using the houses, stores and factories Grandfathers Smith, Jones, Miller and McTavish built. They built sometimes with their own hands. Coming from countries all over the world they were pretty good at practical internationalism too; we tend to forget that.

It took not a great deal longer than 100 years, not only to build present-day Chicago, but for that matter most of the cities of the United States. The exceptions are a handful of communities in the Atlantic coastal States, from New England on down, and the Spanish colonial cities of Florida and California.

How long will it take to rebuild the Chicago's and the countless other American communities, already old before their time; to eliminate the dilapidation and rottenness of huge slums and blighted areas? Another 100 years? Or can we build at a better and faster clip in this day of advanced construction technique—in this country whose proud boast is that it is the greatest builder in the world today. We are proud of our bulldozers, erecting cranes, mass production of structural parts, building materials and equipment. We know how well they work and how well we are able to work them. We are very sure of ourselves, proud that our engineering and organizing skills are inferior to none. We have displayed these skills all over the world, with the Seabees and the Army Construction Corps putting on quite a show during the recent war.

We have, we say, the modern methods and the up-to-date factories that can produce quickly and cheaply nearly everything needed by all or any citizens of the Twentieth Century living in a world-wide economy.

We take some pride in the past, with good reason. But the cities of the United States are old and worn out in large degree. We have slums and blight and also long unsolved problems of finance—both public and private finance. Social problems, too, plague the cities.

But a new spirit is beginning to appear; we see it in many places. We see it in this vigorous city of Milwaukee. We have heard at this conference also the story of "greater" Dayton, its recent experience and its future plans. We know that Cincinnati, Philadelphia, Los Angeles, San Francisco and many other cities are taking thought to increase their civic stature, their social health and morale, their industrial and commercial productivity.

This new spirit is bound to be a democratic spirit and, once it has taken hold, we know that it will provide a local climate and favorable setting in which the ordinary citizen will feel encouraged to take part, to lend a hand in community affairs.

The people of this country, if we know our communities, are getting ready for great things. While the present is a period of war weariness that will pass. This is a good time to take stock; a good time to study the city's past, to look in to its origins, its failures and its successes, the special assets it can point to and which lend support to a developing future.

Let us look closely at these Milwaukee's, Chicago's, St. Louis's and Cincinnati's of ours. They were not built in a day and we of this generation did not build them. For the most part we inherited them. What are we going to contribute to the cities of our day and of the period just ahead? What will the next generation inherit from us? Only what we have inherited from our grandfathers? Will we build as well, with all our up-to-date mechanized equipment and modern processes, as the 19th century? We have not yet even replaced that period's quick, cheap, jerry-built stores, shops and houses and its obsolete gridiron street plans.

In this city and in other cities of many States there exist the old slums and the new; slums that became slums as buildings, and neighborhoods too, became old, worn out and useless. Smoke and congestion, noise and disorder, too much traffic, too little attention to maintenance and repair, gradually have given us the slums and blighted areas, with their miserable old houses, stores, factories; all declining and all decaying.

Not only are there the old slums, the new slums which we ourselves have created are staring us in the face. The old traffic and transportation problems that seem steadily to grow worse instead of better, have been compounded with the new, and a fresh crop is added daily.

The people of this country left us a splendid heritage. In this Midwest, in the East up New England way, there are some fine old houses and churches, village greens of an earlier day. We value these old things and preserve them with care; they are passed on from generation to generation. But we have to live our own lives too, and the towns of the American centuries preceding the 20th are a living environment for a time that was long ago. Living today is different.

How many of our houses and stores are for this day of ours as satisfactory and practical as the New Englander's town and its buildings were for his day? Some of today's buildings to be sure are first-rate; but we know that we can do ever so much better than we have done so far.

There are buildings seven or eight hundred years old still standing in good condition in the cities of the Old World. The recent war destroyed thousands of these old places and the next war perhaps will destroy the rest; but we must admit they were wonderful builders in the old countries across the pond. We are in the United States to a considerable extent, by comparison, still living and working in temporary structures. The enduring standards of earlier days, compared with our present standards of building, suggest we take thought.

In the early colonial and pioneering days of the United States there existed in the community a unity, almost a family kind of unity, just as there was unity too in the days that produced those beautiful and lasting towns and buildings that have been handed down to us in Europe to the present day. That unity produced some mighty good buildings and for their day some very well planned towns.

We can make plans and prepare planning laws today but I wonder if we can put them into effect without some of that unity of the people which our forefathers seem to have had more of than we. They produced enough for themselves, and something to spare in buildings and such, which they have passed along to us and which we use to this day.

I wonder if we will do as well as they. Somehow our people will have to be stirred to action, to take part in the rebuilding of their communities. Our communities are not yet awake and their condition is deplorable.

We must ask ourselves, we citizens: Will we plan and build for ourselves cities worthy of these times or will we be satisfied to inherit the "old homestead," also the old home town as a whole, much as the 19th century turned it over to us.

Do we disagree so much on what is necessary in our towns and cities? I think our Irish friend, Mayor Murphy of Newark, and our Irish friend, Ed Connor of Detroit, were not so far apart last night at the citizen's planning dinner as they may have seemed to be.

Murphy was right in saying that it is not practical to have every person take an actual specific part in preparing the city plan. His example or analogy of the factory—that every worker cannot make policy—was a good one.

On the other hand Connor, too, was right in urging that the people be in on the planning to a much greater extent than they are now. Some of the spirit that is so important to community planning and building depends upon greater citizen participation. Perhaps Connor meant our citizens should *be so well acquainted with what is going on that they will*

feel free at all times to speak up, will discuss the plan with all and sundry. It will surely become every citizen's plan that way.

Good morale in the community like good morale in the factory is productive. When the people feel free and are content they work, they produce. City plans will show the influence of this spirit as well as anything else that people turn their hands and minds to; their spirit will show in the plans that are made.

Murphy is right: You must have a planning law, a planning board, a citizens' committee. But you must have a new spirit in the rank and file as well as among your community leaders, if the plan is to be carried out.

Connor is right, too: Every last citizen has a part in the plan. We should all have our say in making the plan. Mr. Citizen does not have to pluck every minute at the elbow of the city planner however in order to get his ideas across, any more than a worker has to intercept his boss on his way to the office to be sure the plant management has the benefit of his suggestions!

The new spirit in city planning, as in the factory, and as in the home, will be sensed when it appears, and any one can sense it. This new spirit—I think it can be sensed to some extent already—is going forward in many cities of the country today in varying degree. It promises a better time for everyone. This new spirit, once it is really here, will give us the planning laws we need and the improvements in the old ones. I have no doubt it will put plans into effect.

If the people are united and have had their say, not only at a few public hearings but on a thousand and one other occasions, the quality of the plans being made, and the speed at which plans are carried forward, I will hazard a guess, will surprise and amaze all of us, not least the city planners!

Putting the plan into effect requires citizen support; a team job is necessary. Officials and citizens must work together. They must use the most modern means and measures in communicating the objectives and the practical uses of city plans. In gaining understanding of what is to be done and how to do it the press, the radio, scale models, exhibitions, illustrated reports, tables, the discussion group, the movie and much besides, must be used to win the public and influence the authorities!

Dayton has provided us with an example we heard described yesterday. The communities must get their business leaders to help them, the men of energy and capacity who run the big plants, the big stores and the many, many small and medium-size local enterprises. There are talents and skills galore in this group. In Dayton the initiative appears to have come from their ranks.

Then, too, we have the example of Newark, whose mayor is the city's chief official where a type of local government is still used that is said

to be obsolete—out of date—the Commission form of government. Yet Mayor Murphy appears to know how to get things done. In his city planning he is working with all types of citizens, highly placed and humble alike, in his community. He is sincere in wanting their help and he is trying to make it easy for them to participate in the city planning process.

Cities are planning. The country knows that it must plan. City planning is moving ahead and much good work is being done. We know that it has taken many a hard struggle to get planning powers written into Federal, state and local statutes and charters. We have learned too that unless our people take a hand in the planning and the building of their communities, better to fit them to serve human needs now so familiar, all this business of legislation will be a dead letter. It is people who make laws and it is people who make laws work for them.

What Can Cities Afford?

C. M. DWIGHT WOOD, City Planning Engineer, Lansing, Mich.

THIS, of course, is an economic question vital to all municipalities, but I believe of more concern to us as planners than to any other group.

Our program of planning for cities which has been progressing nicely for years, continually gaining volume and speed as it has progressed, must give serious consideration to the question: "What Can Cities Afford?"

As applied to planning this subject breaks down into two separate divisions.

1. The original investment.
2. Returns on investment.

The original investment in planning is made in the preparation of the City Plan, The Master Plan, and is an investment that must be made. Can the city afford it?

It must be remembered that municipalities are businesses which today are in difficult financial straits. Billions of dollars worth of real values have been destroyed by decay. Cities have tried to derive greater returns from this dwindling stock pile, but have been restrained, perhaps wisely, by tax limitations at the same time they were facing ever increasing operating costs. Helplessly comes the cry, from the unirrigated municipal desert, "What can we do?" "What can we afford?" and the only answer is to plan. Every city can afford to plan.

What is the cost? The cost of preparing a City Plan varies from 25 cents to \$1.00 per capita dependent upon the size and condition of the city and may be appropriated at one time or spread over two or three

more years as the plan progresses. Thus, the original investment may be made by any community.

The meaning of planning is to figure out the best way to get the best results with the smallest expenditure of effort and money.

Piece meal, catch as catch can efforts which ignore the need of planning have far too often proven inefficient and the cause of additional decay.

One of the first and most important steps in the preparation of a City Plan is a thorough and critical survey of the current assets of the City. An accurate economic base on which we may build or rebuild. A land-use map and a tax survey which will clearly reveal the unproductive parts of the structure. Such an analysis is often surprising both in the assets and liabilities brought to light.

The study of such an economic base will show many ways to plan the improvement of our economic structure. Possibly by opening new areas to industry and encouraging new industries to locate in the community, possibly through better land use and rehabilitation to the most desirable use in a particular area. Slums or blighted areas are one of the greatest liabilities of any city. Not only do they not pay their way, but they are on the welfare, subsidized by the balance of the community. Volumes could be written about this leech on the body politic. The results of studies made in 12 different cities and in different years shows the ratio of municipal expenditures in slum areas to the revenues received from such areas to average 5.8 to 1. In round figures slum areas are costing the city six times as much as the revenue received from them. In the City of Lansing we have planned and are about to start on a rehabilitation project which will, when completed, increase the assessed valuation and hence the tax return ten to twelve fold. We have planned to turn a liability into an asset.

Perhaps the improvement in the economic base in many cities should be planned by a change in the tax structure through reassessment.

The next cost to the municipality is operating cost or the cost of effectuating the plan by the appropriation for a Planning Department and staff. The staff may vary from the part time services of a circuit riding consultant for smaller cities to the full time employment of several people in the larger cities. The cost however, does not vary so much. It runs from 10 cents to 15 cents per capita per annum in most cities.

The success of City Planning depends on our ability as planners to take full advantage of the opportunities now offered us.

Planners are full time public servants in one community or in several as the case may be and as such we must produce on a full time, three shift, endless conveyor basis. We must produce plans which will give ample evidence of improving the financial condition of the city. Any city can afford what local municipal revenues will permit. We must plan

to increase that revenue by placing all possible public services on utility basis and increasing our real values through rehabilitation.

It is through sound economic planning that the municipality will receive ample revenues to make possible the realization of our social and physical plans.

Social plans are not expensive. Most plans for social betterment are activated with a very nominal expenditure and often are facilitated by gifts from citizens or civic organizations.

The carrying out of physical plans are not chargeable to the cost of planning. Public improvements will be made whether there is a plan or not. However, planning can be given credit for seeing that such improvements are developed efficiently where and when needed and that they are properly financed.

There are six ways of financing public improvements with which I am sure you are all acquainted.

1. Municipal Bonds of Indebtedness.
2. Revenue Bonds.
3. Special Assessments.
4. Pay-as-you-go.
5. Legalized Reserves.
6. New sources of Revenue.

Revenue Bonds can, of course, be used only in instances where the bonds can be retired from earnings of the project and special assessments where a certain area will receive the major benefits from the improvement and a special assessment district may be established.

In Lansing we operate on the pay-as-you-go and Public Improvement Reserve Systems. We are one of the few debt free cities. We have no indebtedness. Be it good or not, our citizens have been so thoroughly sold on this method of operation that it would be next to impossible to get them to vote an issue of Bonds of Indebtedness.

For several years a substantial amount has been placed in our annual budget for this reserve. Public Improvements have been financed from it and the balance in this account is now slightly over \$3,100,000.00.

In addition to this a portion of the receipts from curb parking meters has been placed in a separate reserve to be used for Off Street Parking. We now have \$180,000.00 in this fund which will provide the initial financing on a \$5,000,000.00 Off Street Parking Plan which we have just adopted. The balance of the project will be financed from parking revenues.

There are three powers that control community action—public officials, businessmen, and private citizens.

Business has accepted planning because they recognize it is good business.

Citizens are learning planning and as they learn they recognize its importance to better community living.

Good economic planning is steadily convincing public officials of the need for planning.

These three powers in a community united in purpose will stir cities to realize that cities can afford what they will to do. For Good Planning pays substantial returns on the investment made.

Discussion

ELLA PARR JAMES, *Reporter*

Question:

Bossart: Do you think the Planning Board should be compensated same as any other Board? The Planning Board resents any thought that "what you get nothing for you give nothing." They spend lots of time in the work and I think it is asking a lot of business men to act as a member of the Planning Board, free-gratis. Board of Appeals in Philadelphia can be compensated \$25.00 for each hearing; if Board of Appeals compensated why not members of the Planning Board?

Answer:

Opperman: I think your point is well taken; however, I think the Planning work will continue. My opinion is that Park, Recreation, Health and Welfare Boards should be compensated. Of course the technical staff would be compensated.

Question:

David R. Levin: Could you tell us more about the Philadelphia Exhibit on the Process of Planning you mentioned?

Answer:

Mitchell: (See me after the meeting and I'll explain to you.) "The Exhibit will be held on September 8 to October 15, 1947. It is more than the presentation of models, plans and projects; is to cost \$300,000.00 and held at Gimbels in Philadelphia. Plastics are to be used liberally, etc."

Question:

Eileen Gronik, Stoiben School, Milwaukee: If a public school is studying about city planning will it have a chance to contribute to the Master Plan, and will their findings be accepted?

Answer:

Mitchell: City Planning Commission receives, and appreciates, suggestions from those interested, but we can not accept and use them all. It is from you and the schools in your neighborhood we get information; it gives you an opportunity to work and gather valuable information. In Philadelphia 15 schools will do research in their respective neighborhoods; 3 of the schools report to the Commission each week on their findings, and what their schools think of the planning program, and submit their recommendations. One of the schools is a vocational training; the pupils are making a model, but we do not know what it is.

SMALL TOWNS

Round Table Planning Small Towns

PANEL: RUSSEL V. BLACK, New Hope, Pennsylvania, *Chairman*; JOSHUA H. VOGEL, Seattle, Washington; CHARLES W. ELIOT, 2D, Pasadena, California; CYRIL McC. HENDERSON, Nashville, Tennessee. ARTHUR STELLHORN, Manitowoc, Wis., *Reporter*.

THE discussion was opened by Chairman Black with a general statement as to the problem of planning for small towns. He emphasized the importance of PLANNING FOR SMALL TOWNS simply because of the unalterable fact that most people *do live* in small towns.

The Village President and three other officials of the village of Pewaukee, Wisconsin (population 1800) were present and indicated that they felt the need of doing some planning for their community and requested advice as to how to go about it. They revealed that theirs was chiefly a "dormitory town" for Milwaukee, with no local industry, but with an unusually large school population, and constantly in need of expanded school facilities. Their problem was made more difficult by the fact that there was almost no other source of municipal revenue than real estate tax.

Mr. Vogel advised the group that a high tax rate was the price they would have to pay for an exclusively residential town, but that it was probably worth it. He advised them to organize a citizen advisory board of about 20 persons who would first act as a fact finding board, to collect and to assemble data and to formulate in general the aims and scope of their desires. He indicated that this board was to be the fore-runner, and not a substitute for the legally constituted Planning Commission; that it might be most effective if it was subdivided into 3 to 5 sub-committees each devoted to a special phase of the program as: schools, utilities, streets, finance, etc. He warned against adopting a zoning ordinance until a sufficient study had been made to fully determine what the plan was to be. The technical help should follow the preliminary activity, not precede it.

Mr. Black emphasized this, and remarked that the citizen group should not be expected to solve technical problems, and that in his experience this has seldom if ever been successfully done by citizen groups alone.

Mr. Henderson offered the suggestion that even at the expense of not using all the *best* local talent, at least two members should be selected on the special consideration of their personal inclination and that their station in life permits them to devote a rather considerable amount of time to the work.

Mr. Eliot remarked that it is surprising the talent and service that

may be uncovered in even a small town, and from quite unexpected sources—such as clerical and drawing work by part-time students, etc. He further offered that the local authorities would do well to capitalize on making the village an attractive residential neighborhood rather than attempting to gain industry and business in competition with nearby communities.

Mr. Vogel supported the above, remarking that the establishment of an industry in a village isn't always beneficial. He also suggested that the survey of the community be extended to other nearby villages to the end that the new businesses most desirable, and most likely to succeed, would be those which complement other nearby businesses rather than those which would be a mere duplication. For example he stated that while a small community might easily support a food store such businesses as a hardware or a movie must draw from a larger population, so that one village might contain the movie, another the hardware, another a seed store, if each drew on the entire population when no one village could support such a business alone.

Mr. Torkelson, Director of Regional Planning, State of Wisconsin, outlined the legal machinery for putting the plan into force for this community, and recommended working in conjunction with other towns and the county at large. He warned that the mere enactment of an ordinance would not do the whole job, that the citizens themselves must always be a self-appointed enforcement agency.

Mr. Eliot cited several examples in California where new highways, particularly superhighways were built without regard to the local effect these would have on the villages they traversed or by-passed. He indicated that near disastrous results have resulted from this lack of co-operation between governmental units, and offered that the best defense a small village might have against the possibility of this difficulty was to have a well thought out plan for local development to offer the Highway Department when they were making their location and design.

Mr. Vogel and *Mr. Torkelson* (Washington and Wisconsin) compared the operation of their respective State Planning assistance to local communities and smaller political units. It became apparent that the policy in Washington was to place first emphasis on the preparation of the actual physical plan for development with the statutory type of regulation coming later in the procedure. He cited particular cities, counties, and villages where a plan has been in operation over several years and is producing results, where zoning regulations have not yet been legally adopted. The Wisconsin statutes relative to City Planning, Zoning, and Platting have been developed in much detail, and in themselves furnish the authority and framework upon which the detailed plans for a particular community are based. With regard to platting in Wisconsin it was shown that the legal procedure often involves the approval of a half dozen or more political bodies. Though this is open

to the criticism of being cumbersome, it actually serves, because of this very feature, to discourage the platting of land by any except those who were prepared to go through with the subdivision on a long-term basis. Mr. Torkelson cited an example whereby a "Fly-by-night" real estate development was actually deterred from engaging in a rather questionable enterprise simply because of the burden of preparing the necessary plats in full compliance with all legal requirements. It was apparent that in Wisconsin the making of a plat is something not to be lightly undertaken.

The question was asked if such things as a coordination of shopping hours for the mutual advantage of local merchants was properly a function of the Planning Commission.

Mr. Vogel said that in the State of Washington, and particularly within the smaller rural communities, this sort of coordination was often, and successfully, done by the local Planning Commission.

Mr. Black was of the opinion that while these things were of considerable importance to the local community, they were more properly the function of the Chamber of Commerce or other similar body; that the planning commission should be meticulous in not usurping the duties of other agencies. He felt that the official planning body should primarily concern itself with physical planning, but that in the absence of any other agency it might do such things; but that it should be quick to divest itself of this activity whenever the other group should become organized.

Mr. Eliot emphasized that planning, even physical planning actually carried out is not the end in itself—that the end was making the local community a better place in which to live. He also emphasized that we must more and more take into our considerations sociological problems such as mixing of different income groups, race groups, etc.

It would seem to this reporter, that regardless of the machinery used to further planning (it was apparent that States varied widely in practice) the panel was in agreement that planning, whether it emphasizes the physical, sociological, financial, or any other phase of planning, is of value only when it does provide better living and working conditions for our present or future citizenry.

PLANNING EDUCATION

Enlisting Citizen Interest in Planning

W. M. COTTON, Dir., Community Relations,
National Cash Register Co., Dayton, Ohio

AS a beginning point for discussing the problem of enlisting citizen interest and action for planning, it might be well to point out that planning is not, in itself, the objective of governmental activity in this field. The real problem of enlisting support, therefore, is in informing the citizenship so the proposals are understood and their objectives are accepted as necessary or desirable, whether these objectives are physical improvements or certain regulatory controls, as in zoning.

Government today, particularly in our large business centers—where we are naturally apprehensive about the difficulties inherent in trying to make our centuries-old system of agricultural society function in an industrial economy—such a city government is so complicated and the intricate relationships between many activities are so indefinite that very few, if any (including the experts), can comprehend the play of the forces involved. Experience shows that under these conditions, it is a tremendous task to develop any widespread citizen interest in long-range planning or in a comprehensive plan. My own experience in government leads me to the firm conviction that it is impossible to maintain such interest over any considerable period of time. I believe, also, that it is unnecessary.

Yet we will all agree that a certain amount of interest is essential at some time or times. How much interest must be developed will depend on the circumstances in any particular situation. A relatively small demonstration of popular interest may suffice to persuade an economy-minded city council not to slice the appropriation for planning. On the other hand, more than nominal interest will be required to secure a favorable popular vote to approve the issuance of bonds to effectuate the plans for even part of a major-thorofare system—particularly if it is in Ohio, where it requires the affirmative vote of 65 percent of those voting on the question.

Any attempt to create citizen interest should therefore be directed to specific proposals which have a general public appeal or for which community need can be readily demonstrated. I refer to this popular demand or demonstrable need because at this point the planner is in exactly the same position as an industry attempting to market its product. The successful manufacturer must have an article for which there exists a demand or for which a demand can be created. No matter how well designed, how honestly manufactured, it must be saleable in the marketplace. To develop that market he must inform prospective customers in such a way and with such timing that he creates a popular

demand. The question is, therefore, "How can this popular demand, for specific objectives, be created at the time it is needed?"

A great deal of needless effort has been spent in trying to secure widespread participation by the public before the plans require formal approval by that public. There must, of course, be some knowledge during the formative stages, of what is being proposed. Secretiveness is much more objectionable than over-frankness. A small committee of civic leaders can supply the necessary citizen observation. The planning should be left to those trained and experienced in that work. If their time can be devoted to their studies, time and energy will be conserved. If they want information and advice on specific matters, concerning which certain persons in the community are informed, they will ask for it. The soundness of this principle of working through a small committee has been convincingly demonstrated in our citizen participation in Dayton. The founder of The National Cash Register Company, John H. Patterson, was for many years the leader who initiated and carried through to fulfilment most of the community improvements, governmental or social as well as physical. Our company had a long heritage of service in community affairs. It was not unusual, therefore, that Mr. Patterson's successors, several of whom were his associates in earlier days, should again supply the civic leadership essential to community progress. As a means of centralizing in one office in the corporation the responsibility for seeing that the company meets its obligation to the community as a citizen of that community, a Department of Community Relations was established.

In 1943, after examining some of the postwar problems that were then becoming evident, we took the initiative in creating a citizen's committee, which styled itself The Dayton District Development Committee. Its 175 members were carefully selected, representative of every important group and interest in the Dayton area. This general committee meets only once or twice a year, when called together for formal action. The continuing activity is decided upon and supervised by the Executive Committee. These 25 men include the top executives of the larger manufacturing and commercial establishments and the ablest leaders of labor. What I am emphasizing is an example of my belief that without top leadership such community undertakings are doomed to failure or to mediocrity of accomplishment. We thus brought to our community problems the same breadth of understanding, ability to analyze, skill in planning and know-how of accomplishment that have made a success of and continue to guide the activities of 17 companies which vary in size from 1,200 to 20,000 employees.

I would not have you gain the impression that this committee decided what was good for the community and so informed the public. On the other hand, it did help the constituted public agencies develop an integrated program of improvements and it developed a fiscal program

which made possible the necessary financing without burdensome taxes.

At this point in our program our concept of citizen interest for action went to work. We told the people about the program and why we believed it should be approved. We had the support of newspapers and radio. We used all media of advertising which could help. We trained speakers and arranged for them to attend meetings, and so on, and so on. We had a commercial motion picture producer make a sound film. It was shown to over 100 organized groups, nearly always with a speaker. For about a week before election day it was shown in the principal downtown theatres and in many of the neighborhood theatres.

What happened? The voters approved a twenty-million-dollar program by from 65 percent to 80 percent of the votes cast on the various classes of improvements.

Why should industry undertake such activities? Well, in our city the four largest taxpayers—out of a total of more than 100,000—pay over 16 percent of the local taxes; 20 industries pay 26 percent. As one industrialist put it, "We pay the bill anyway. If we don't have these needed improvements our economic and social losses are greater than their cost. We had better spend our money constructively and have the benefits."

And the workman benefits. I know our more than 13,000 employees realize that our interest in highways and schools does much more for them and their families than for the few trucks our company operates. And they realize, too, that a company's products are no better than the men who make them. They believe in our community relations work because, "If it's good for the company, it's good for the city."

Planning Accomplishments Through Official Cooperation

ROBERT KINGERY, General Manager,
Chicago Regional Planning Association, Chicago, Ill.

PUBLIC officials are not different from citizens! In fact they are citizens! Elected public officials are citizens who have successfully passed the test of special approval by their co-citizens for certain public offices. To do that they had to have certain qualifications to obtain that majority approval! In our forms of government they are the choice of the people, and are empowered by that choice to perform the particular governmental duties set forth in the laws under which they serve.

Appointed public officials selected by the appointing authority to carry out specific and legally prescribed duties, also are citizens!

Once elected or appointed, all public officials are "fair game" for all other citizens. They are not protected by a "closed session." Right or wrong in what they do—and our experience is that they are generally

conscientious and right—they are the objects of the pointed finger, the recipients of myriad complaints, the focus of demands and pressure for special favors which they should not grant.

Do you remember the daily newspaper item some years ago, headed "Will Roger Says?" One, especially to the point, read this way:

"Will Rogers Says:

I have often said that with all our kidding or cussing, our public elected officials are as good or better than we who elect 'em. Well, we got a fine example of it in the papers recently.

John Stevens McGroarty, who wrote California's famous mission play, a great writer, a real humanitarian and fine and beloved type of real gentleman (I expect Los Angeles' most universally popular citizen), is my congressman. One of his voters wrote him an insulting letter wanting to know why he hadn't put trees on the Sierra Madre mountains. McGroarty's reply: 'One of the drawbacks of being a congressman is that I have to receive impertinent letters from a jackass like you. Will you please take two running jumps and go to hell.'"

Now, let's dismember this subject of planning. Are there any especially anointed few who are better than all others at making plans for communities and at carrying them out? Is there a corner on ability to devise objectives for the immediate and distant future?

We, who work in the suburban Region of Chicago, think there is no such corner.

Our experience is that the many talents of the elected and appointed officials, and of the private citizen in every walk of life may be, and have been brought into harmonious teamwork in town and country planning.

Look first at the civilian membership of a Plan Commission!

Appointees are selected with care, to give well rounded representation to the several interests in the community—a merchant, a banker, a real estate man, an architect, an engineer, a lawyer, one or more women, the clergy—for example. With them may be one public official, or several, representing the Council, the Park Board, the Zoning Board of Appeals, the School Board. Several of the members have not known each other. Some are old residents, some new in the community.

At the first meeting of the Commission the suggestions may include a Civic Center, widening of certain streets, additional parks and playgrounds, larger sewers, filtered water, a union railroad station, more downtown parking space—the list is long!

One member suggests the appointment of a Committee on Publicity and a Committee on each of the subjects mentioned.

If one of the staff of the Chicago Regional Planning Association is present, as is frequently the case, he suggests the appointment of committees. He even suggests that Publicity be the last, not the first undertaking.

He suggests the careful compilation of a statement of objectives, a

Declaration of Ideals and Policy to obtain first of all agreement on:

“What kind of a community do we have?”

What kind of a community are we to plan?

Are we largely industrial and shall we plan for more industry, light or heavy?

Are we almost wholly a residential suburb and should we retain a single family residential character or should we plan for a substantial row house or apartment development?”

Here is the “Master Plan” if there be such!

He suggests that after adoption of such a “Charter” the most urgent items, probably not more than half-a-dozen, be selected as those on which to start work; and he suggests retaining a specialist to advise on one, or several, or all of the subjects, within the corridor of the “Charter.”

Without such a “Charter” the consultant is handicapped at the start. He can only guess or assume the quality, the character or even the size of the community for which he recommends specific plans.

Here too is the very major job of obtaining the plans, usually pretty well thought out, of the Park Board, those of the School Board, the Library Board, the Street, Sewer and Water Departments, the State and County Highway Departments and those of private groups including Church congregations. It may be disclosed that plans of one public body are not known by another, that they are in conflict or at least they might be harmonized with economies to each.

And right here comes the test of the Plan Commission! It has no power to compel, and should have no such power. It does have the far greater power of persuasion! It has the task of putting all the pieces of the picture puzzle on the table with those responsible for each piece on hand to study and to adjust and to cooperate in fitting it into the composite picture which was first defined as the Community Objective.

Now the Plan Commission has its preliminary plan. Official concurrence is desired of the several public and private groups. Because they have all had a part in making it, it belongs to them, and concurrence is more readily obtained. Each has helped to write such text as is developed to describe its own units of the Plan. Each has given some consideration to the schedule of improvements and their financing. Together they have adjusted the schedule so as to make the financing possible over a reasonable period of years.

From time to time, the plans must be readjusted, must be re-examined in the light of new things which could not be forecast. Traffic on main state or county highways may develop beyond all expectation and require drastic re-design of the highway and street pattern, after conferences and joint studies with the highway officials. The Commission with occasional change in membership should even review and improve, if possible, the original “Charter.”

Now, assume this community to be close to a great city like Chicago.

It is bounded by three other municipalities and has a substantial area of unincorporated territory adjacent in another direction. The highways which traverse it also run through the other municipalities; sewers, water mains, surface water drainage are a common problem; one school district serves two of the communities, and there are many other items of a set of plans which must be solved jointly or not adequately for any one. Is one community to go ahead with its own schemes without regard for the plans of the surrounding public officials? Is it to promote consolidation?

Or is it to join with the officials and plan commissions of the adjacent municipalities and work together on the plans which are common to all, for the purpose of harmonizing each town plan with each of the others? We recommend and encourage this latter procedure. Then if consolidation or annexation takes place no harm has been done, rather much good.

We like to remember, in our planning work in parts of three different States, fifteen counties and more than 250 municipalities which we serve in the suburban Region of Chicago, that there are smart men and women in every community and in every walk of life. That they may not all be in public office or on plan commissions.

Especially do we remember, in all humility, that the elected and appointed public official is chosen to perform his governmental function, and that we are to advise him, not tell him. If we gain his confidence by studying the plans with him, and by the soundness of our advice, our recommendations will be followed. If we fail to do that, it is the "Planner" who has failed, not the public official.

A Mayor's Committee

VINCENT J. MURPHY, Mayor of the City of Newark, N. J.

THROUGHOUT America it has become apparent that our urban communities are suffering from a decentralization movement created by the inability of the physical form-order of the community to meet the requirements of the present day. In general, the municipal street pattern is incapable of handling modern traffic. City streets, designed for the horse and buggy era, are being overwhelmed by the automobile and truck. Our central business districts are unable to meet the parking demands of the shopper. Improper zoning has created blighted areas that result in lower property values. Slum areas, with their tremendous cost in crime, disease, and wasted lives, are killing the civic pride that is all-important to a progressive municipality. All of these things create a vicious whirlpool of increasing tax rates and decreasing municipal revenues.

Besides these physical ills, our cities are suffering from an obsolete system of Government. With 58 percent of our people living in urban

communities, we are still subject to the colonial system of county government. Our State Legislatures are dominated by rural representation. My own City of Newark, for instance, contains more than 10 percent of the population of the State of New Jersey, and yet, we do not have one single direct representative in our State Legislature—the body which makes the laws by which we are governed. By far the greater majority of United States Government aid and assistance is also channelled through state and county agencies—to the serious disadvantage of the larger municipalities. Our entire tax structure depends upon legislative action and, here again, we find our urban municipalities the unwilling, but helpless, victims of the present system. Realizing all of these things, it is no wonder that the cities of this country find themselves in such a serious, and even desperate condition.

I have been aware of this for many years and personally believe that the only salvation for the American Municipality is careful and comprehensive city planning.

I prepared the ordinance to create a Planning Board in my City in 1943, and I have spent countless hours in working with that Planning Board to develop a Master Plan for Newark. Just three weeks ago we completed our Plan and now know what we need in the line of physical and technical improvements to modernize the City.

With Newark being one of the oldest cities in this Country, the need for re-building is obvious. The cost will be tremendous.

When starting upon the construction of a Master Plan, I realized that technical experts alone could not do the job. We are a democracy and in a democracy the flesh and blood element is more important than the technical element.

Fortunately, the New Jersey Municipal Planning Act permits the appointment of a Citizens' Committee. The language used in the act is as follows. I quote:—

“After the organization of the planning board, the mayor may appoint a citizens' advisory committee to represent the civic and other organizations of the community and to collaborate with the planning board in its studies. The committee shall elect its own officers and determine its procedure.”

Under this provision, I appointed my Citizens' Advisory, or Mayor's Committee, of approximately 250 public-spirited men and women, to work with, and act as, counsellors to our Planning Board and its staff of experts.

We divided this Citizens' Advisory Committee into thirteen sub-committees and assigned to each sub-committee, the study of some particular phase of city planning—such as Housing, Zoning, Industry, Municipal Finance, Streets and Highways, Transportation, Central Business District, Education and Recreation, Health and Social Welfare, Legislative, Port Newark, Public Buildings, and Public Relations.

We carefully formed these sub-committees so that there would be some members of each committee with a technical and expert knowledge of the special field upon which they were to advise.

The Planning Board, when it received a preliminary report on any of these subjects, from our technical experts, Harland Bartholomew and Associates, immediately referred the report, for consideration, to the Citizens' Advisory Sub-committee assigned to study that particular portion of the City Plan. The Sub-committee would then arrange a series of meetings with our Resident Planner and would finally work out a report that they considered correct and proper.

After this, the report would be referred back to the Planning Board where it would be considered in full and referred to the City Commission for action.

As you can readily see, this method brought citizen cooperation into the picture as a part of the actual preparation of the Master Plan.

Working together—all of us—for the past three years, we have finally completed the Master Plan. We think it is a very good plan. As a matter of fact, we are proud of it and sincerely believe that, if it is followed, it will prove to be the blueprint for a new and greater City; one that will provide satisfactory living and better working conditions for our citizens; attract suburban shoppers to our stores; and make the City of Newark more desirable to industry. But—and it is a large “BUT”—there are only the 250 members of the Citizens' Advisory Committee, the members of the Central Planning Board, and certain members of our Municipal Government, who have worked upon this Plan and who know of the effect the Plan will have on the City at Large.

Our population numbers about 450,000 people. The total cost of the Plan is a little more than \$244,000,000, which makes a per capita expenditure of approximately \$530. It would be impossible for the Governing Body of any municipality to undertake such an expenditure without the expressed backing of the majority of the citizens in the community. Therefore, our Citizens' Advisory Committee has decided to take this Plan, by means of speakers and exhibits, into every section of our City. The Committee itself will arrange neighborhood meetings and the effect of the Master Plan upon that particular neighborhood will be discussed. They will arrange larger meetings among business groups, civic clubs, fraternal organizations, labor unions, employee groups, and Parent-Teacher associations, and discuss with them the over-all effect the Master Plan will have upon the City. Their aim, and they admit it is an ambitious one, is to explain the Master Plan to each citizen, worker, and taxpayer of Newark.

It has been said that “what a man wills—so can he do,” and it is the will of this Committee to create a civic pride in every Newarker which will infuse life into our Master Plan and make of it a diagram of the future for our City.

If the Citizens' Advisory Committee succeeds in its announced objective, we can overcome the physical and technical ills from which we now suffer, and, with a united citizenry, correct the legislative evils that are slowly, but surely, stifling our City.

Of one thing we are absolutely certain; this Master Plan has been devised and developed as a plan of the *future* City, by the citizens of the *present* City, and for the over-all benefit of the *entire* City of Newark, New Jersey.

The Omaha Improvement and Development Program¹

RUSSELL J. HOPLEY, President, Northwestern Bell Telephone Company and General Chairman, Mayor's City-Wide Planning Committee

AT THE request of the American Planning and Civic Association, the writer has been asked to detail the significant developments in the formulation of the Omaha Improvement and Development Plan, or, as it is now popularly referred to, "The Omaha Program."

In order to portray the development of this program it is desirable to outline in brief form some of the more important historical events leading up to it.

For the past fifteen years, the City of Omaha, like most other mid-western cities, suffered adversely from the devastating effects of economic depression, drought and war. As a result, it was impossible for the City to do much in the way of civic expansion and improvement during that period of time.

As a consequence of these developments, the plant and facilities of the City, such as its streets and boulevards, parks, sanitation, street lighting, police and fire stations and equipment, municipal buildings, and the like, became generally run down and obsolete in some instances since few capital improvements and expansions had been undertaken during that period.

Throughout this period, little additional bonded indebtedness was incurred and the various City officials exercised great wisdom in the administration of the finances of the City. These developments, coupled with the fact that the statutory debt retirement levy was at work all during that time, resulted in the retirement of outstanding bonded indebtedness of the City to a gross balance outstanding of about five million dollars. This placed the City in a preferred and enviable position and to a point where a civic expansion and development program involving capital expenditures could and should be undertaken.

In recognition of the general situation and problem, Mr. Henry Doorly, Publisher of the Omaha World-Herald, called together in June

¹Philip Elwood attributes the preparation of this plan to the educational influence of The Citizens Conference on Planning, held in Omaha in 1943 by the APCA.

of 1945 a group of about sixty prominent business leaders for the purpose of considering the steps that needed to be taken in launching a civic improvement and development program. In addition, there was a general urge on the part of the public at large to place the City plant, facilities and equipment in good shape and to carry on a sound program of expansion and improvement.

Immediately following these developments, Mayor Charles W. Leeman called upon the writer to head up a citizens planning committee to review the various projects that had been tentatively planned by the permanent City Planning Commission, to study the requirements of the City, to review the existing City plant and property and to recommend an improvement and development program which could be undertaken over approximately a 10-year period.

Before any commitments could properly be made, the writer developed a memorandum containing a list of basic considerations and understandings which needed to be considered by the Mayor and City Council. The memorandum included such items as assurances on the part of the City administration that the activity would be free from controversial and political involvements, that full cooperation of all the City departments would be given, that there would be a free hand in the selection of the Committee personnel and other fundamental features. It was desirable to establish these basic understandings so that the entire undertaking could go forward successfully and with dispatch.

The Mayor and City Commissioners not only gave, but also demonstrated throughout the entire period that the Committee functioned, their wholehearted assurances of full cooperation in all of these matters and the Committee organization was immediately undertaken. It is a great tribute to the civic spirit of those approached to serve on the Committee that not a single "turn down" was received.

The Committee organization was established on the same basis as any large and sound business organization. It was designated as the "Mayor's City-Wide Planning Committee." A group of 168 outstanding civic leaders was recruited from all walks of life and from all geographical sections of the City—business, professional, labor, clergy, educators, and the like.

Fifteen Project Committees, composed of varying numbers, were assigned to cover all phases of the City plant, such as parks, playgrounds and recreational facilities; housing and slum area elimination; airport and air transportation; river rail terminal and river transportation; parking facilities; streets, boulevards and traffic control signals; sanitation; street lighting; grade crossing elimination and viaduct; public market facilities; library; civic center; city hall; municipal garage; police and fire stations, equipment and facilities; auditoriums; armory; and other similar phases of the City plant. There was also a Labor advisory Committee and, in addition, a Correlating and Finance Com-

mittee who checked all the Committee recommendations and submitted their views and ideas for an appropriate program of financing. Each Project Committee was given a specific and detailed list of instructions as to their part of the job.

The tentative recommendations of the Project Committees were then to be divided into three categories embracing:

1. *Urgent Category.* Those projects which were determined to be of high importance and most essential and would need to be undertaken immediately;

2. *Necessary Category.* Those projects which were important but which could be undertaken sometime in the future and at a time later than those classified as "urgent"; and

3. *Desirable Category.* Those projects which were considered as being reasonable of undertaking but which could follow along in a well-defined program and at a time later than the "urgent" or "necessary" projects.

The 168 Committee members carried on their work with great zeal, interest and enthusiasm and performed most meritoriously in carrying out their assignments.

The Committees analyzed, reviewed and studied all of the existing projects as proposed by the City Planning Commission and the various City departmental organizations. These tentatively planned projects totaled something in the neighborhood of 77 million dollars. In addition, they made many field inspection trips, conducted surveys, received suggestions from the public, consulted expert advisers and technicians, met with many organization groups, advised with representatives of the various units of the City, County, State and Federal Government, secured information from all available sources and devoted many long hours to the active and serious consideration of the large volume of matters coming to their attention in Committee meetings.

In this connection, and as a general measure of all that was involved, it was not only of interest but also it was quite significant that about 200 Committee meetings were held by the various groups. Approximately 100 field inspection trips were made and a total of about 16,500 man hours were devoted to the undertaking.

Following completion of the tentative recommendations of the Project Committees, the reports as developed by them were submitted to the Correlating and Finance Committee for study and review and for consideration of methods of financing.

The Correlating and Finance Committee in the meantime had studied the financial structure of the City, particularly as it related to its bonded indebtedness and program for the retirement thereof, and the development of information as to the additional debt that could be legally incurred for desirable capital expenditures over a 10-year period. Fortified with this information, the Correlating and Finance Committee were then in a position to size up the recommendations of the Project Committees and properly earmark them for financing purposes. This Com-

mittee, incidentally, performed a most complete job in their study of the financial structure of the City.

Following the review and approval of the tentative program by the Correlating and Finance Committee, the final program was then put together and resulted in the following recommended capital expenditures:

SUMMARY OF RECOMMENDED PROJECTS AND EXPENDITURES

<i>Project</i>	<i>"Urgent"</i>	<i>"Necessary"</i>	<i>"Desirable"</i>	<i>Total</i>
Airports and Air Transportation . . .	\$ 615,000	\$ 300,000	\$ 300,000	\$ 1,215,000
Auditorium	3,000,000			3,000,000
Bus Transportation Facilities & Armory	None	None	None	None
Civic Center and City Hall	1,500,000	1,500,000		3,000,000
Fire Stations	360,000	175,000	15,000	550,000
Grade Crossing Elimination and Viaduct	1,180,000	488,000	916,000	2,584,000
Housing and Slum Area Elimination	No estimates available at this time.			
Library		1,000,000		1,000,000
Municipal Garage	154,050	85,000	4,500	243,550
Parking	1,301,973	161,380	861,980	2,325,333
Parks, Playgrounds and Recreation	1,918,500	961,000	1,741,000	4,620,500
Police Stations	120,000			120,000
Public Market Facilities	81,500		35,000	116,500
River-Rail Terminal and River Transportation	250,000			250,000
Sanitation	3,053,600	2,147,500	9,582,300	14,783,400
Streets, Boulevards, and Traffic Control Signals	3,132,700	4,846,000	2,061,000	10,039,700
Street Lighting	No capital expenditure but an increase of \$61,050 in current expense is recommended.			
Total recommended by project committees	\$16,667,323	\$11,663,880	\$15,516,780	\$43,847,983

In addition to the foregoing, many general recommendations were submitted for the improvement of the City, most of which did not require the outlay of any money.

The Correlating and Finance Committee recommended the establishment of a Parks and Recreation Commission, an Auditorium Commission, a Civic Center Advisory Commission, a Housing and Slum Area Elimination Advisory Commission, a Sanitation Commission and an Airport Commission, together with several other administrative commissions and advisory boards. It was recommended that these groups shoulder the responsibility for seeing to it that the program as recommended is carried out over the 10-year period ahead. This process would then result in the program being carried out as recommended since the elected administrative personnel of the City might change during that period.

After nine months of intense study, the program was completed and was submitted to the Mayor and the City Council in final form on March 25, 1946.

Immediately upon receipt of the recommended program, the Mayor and City Commissioners appointed another citizens committee to promote and sell the plan to the citizens of the community. The entire project, including the recommended administrative commissions, was

submitted to the voters at the general election on November 5, 1946. Having been sold on the reasonableness and soundness of the program, the voters recorded their approval which resulted in 85 percent of the program being approved by them. In this connection, it was of interest that the number of ballots voted upon when placed end to end measured about 14 feet in length and contained about 28,000 words—about half the length of an ordinary novel.

Since that time the administrative commissions have been appointed and immediately started to function, with the result that the program is now being carried forward.

The program as developed has been referred to as one of the soundest fundamental city plans that has ever been developed for an American City and has received the endorsement and support of literally hundreds of different organizations. It has received favorable nationwide publicity and copies of the program have been sought by all of the principal cities of the country, as well as many foreign countries. In addition, it has been adopted by 14 colleges and universities as a part of their courses on City Government and at least one college professor is incorporating parts of it in a university textbook.

In the opinion of the writer, this whole civic undertaking was one of the most interesting and one of the most successful that he has ever seen in operation. Never in all of the writer's experience has he seen a group of community leaders work so hard and so enthusiastically and devote so much time and energy to an undertaking as was the case in this activity.

Round Table University Courses for Planning

PANEL: PHILIP H. ELWOOD, Iowa State College, *Chairman*; H. O. WHITTE-MORE, University of Michigan; KARL B. LOHMANN, University of Illinois.
HAROLD W. LAUTNER, Michigan State College, *Reporter*.

MR. ELWOOD, Chairman of the panel, opened discussion by reading excerpts from a recently prepared paper of his entitled, "Trends in Planning Education." This carefully prepared paper was the result of a survey of some two dozen institutions offering curricula in planning techniques and a survey made by Mr. Cutter of N.R.P.B. and published in 1942. *Mr. Elwood* gathered from the majority of his correspondents that they felt that the "successful planner should be first a trained technician *with the planning point of view* or attitude of mind. . . ." He noted the outstanding exceptions to this approach; Harvard and M.I.T., both of which have offered complete curricula in city or regional planning since the early thirties and Michigan State College which proposes an undergraduate urban planning curricula starting in the fall of 1947.

Mr. Elwood's paper contained thought-provoking discussion ma-

terial. However, it appeared to the Chairman that, because of the attending group and their interests, the problem of citizen and pre-college training in planning was perhaps the foremost question in mind. At any rate, the discussion turned at this point largely to experiences in teaching planning,—or rather an awareness for planning, at grade school level.

Mr. Bick (Milwaukee) felt that more grade school work should be given students in the “aspect” and the “pattern” of the communities in which they live. *Mr. Bick* showed pictures of models and plans of suburban areas executed by 7th and 8th grade students which were no less than “astounding” in their excellence to most of the group present.

The question of where textbooks, manuals and simple primers on city planning could be obtained for grade and high school levels was asked by several of the group.

Mr. Allen (Chicago) pointed out what a great force the “Wacker Manual” had been in citizen education in Chicago. He described the assistance and activities of the Chicago City Plan Commission in fostering meetings of citizens and school students.

In response to the question on where popular courses could be taken in planning *Mr. Lohmann* pointed out that Illinois and numerous other colleges had given such general courses in planning for a number of years. He noted however that these courses would not produce *planners*. He felt that young students should be taught objectives in better living and better environment. With these objectives the citizen would get better planned communities.

A delegate from Sheboygan described the effort of the Sheboygan Park Department, in cooperation with the schools, of teaching a course to 8th graders covering parks, parkway and related city planning problems.

Mr. Elwood had earlier made the point that out of this meeting there should come statements of resolutions on the importance of teaching in the lower grades an appreciation of city planning.

These resolutions were evolved as a result of the roundtable discussions:

1. That the American Planning and Civic Association urge that planning instruction be integrated into the grade schools through research and reoriented textbooks and simple laboratory exercises on local problems and needs.
2. That all universities be urged to provide general, inspirational and popular courses on planning.
3. That the Roundtable requests the APCA to write or cause to be written a planning primer and/or illustrated leaflets to be used in grade and high schools for instruction of both teachers and pupils.
4. That the Roundtable suggests that a complete prospectus be prepared on the great need for the education of future citizens and presented to the Ford or other Foundation for financing.

A Program of Community Development Through University Extension Services

R. J. COLBERT, Director, Bureau of Community Development,
The University of Wisconsin Extension Division, Madison, Wisc.

PROMOTING and servicing programs of community development is not a new activity for the University of Wisconsin. Both the College of Agriculture and the University Extension Division have considered this a major function for almost a half century. As a matter of fact, it was mainly for this purpose that the University Extension Division was created. In the words of the late Charles R. Van Hise, former president of the University of Wisconsin, "The specific idea of service (of the University Extension Division) is, then, that the University shall carry to the people the knowledge which they can assimilate for their betterment along all lines." It was President Van Hise who established the operating policy of "the State is the campus."

This policy has brought about two important developments. On the one hand, the University has come to recognize that its responsibilities are not limited to the education of youth and to academic research at the University, but that one of its major jobs is that of *Adult education*, carrying knowledge out to the communities of the State "for their betterment along all lines." The other important development is that the people of the State have come to look to the University for both information and adult education leadership.

In the University's outreach to the communities of the State the problems of community development have furnished the basis for a large part of the programs of adult education. It is in this particular field that the services of the University make a broad and significant contribution to the economic, social, political, as well as to the cultural life of the State.

WAR-TIME PLANNING HELPED

During the War the University of Wisconsin joined with the Committee for Economic Development in its program for stimulating and guiding effective postwar planning. The central purpose of this program was to minimize and shorten the period of change-over from war-time to peace-time economy, when the war finally ended. The Director of the Bureau of Community Development of the University Extension Division was assigned full-time to this program. The service was undertaken and carried out mainly as an adult education project. The success of it was largely due to the cooperation which was obtained through its two-fold organization: (1) The scores of State organizations and agencies, both public and private, were united in an Advisory Committee to prevent any conflict and to provide much of the needed technical assistance and information. (2) Carefully selected local community

committees were organized throughout the State. It was this grass-roots organization that really did the work. While an effort was made to include the major economic, social, and educational interests, it was considered more important that the membership of these local committees be composed of dynamic leaders who would devote time and thought to the work. Committees of this sort were organized in over 70 Wisconsin communities, representing approximately 90 percent of the total population of the State.

It was remembered that postwar planning was not generally thought of during World War I. As a result, much of the industry throughout the country was idle for months while retooling and changing over to peace-time operations. Thus millions of men were thrown out of jobs. The hasty return and demobilization of the armed forces further swelled the ranks of the unemployed. With this experience in mind it was the primary purpose of these local C.E.D. committees to see to it that this mistake would not be repeated, and that there would be ample employment opportunities for all who wanted jobs just as soon as the war ended. Postwar planning, therefore, was motivated by the central purpose of having ready a sufficient number of jobs to absorb the returned war workers and discharged servicemen.

COMMUNITY DEVELOPMENT PROGRAMS REVEAL MANY EMPLOYMENT OPPORTUNITIES

With few exceptions, the local committees did not stop at making sure of the prompt reconversion of the local industries; they turned their attention to the development of the employment opportunities which would be found in carefully considered programs of community development.

It became apparent that communities of Wisconsin, like those throughout the rest of the country, had followed one of three general methods in their growth: (1) Most of them were like Topsy "they just grew." (2) Some had developed certain parts of the community with considerable forethought and planning while other parts were neglected. For example, some had well-developed industrial districts, good schools, beautiful parks, attractive residential districts, but over-ripe and shabby business districts. (3) Others had paid considerable attention to over-all community planning and were well on their way with scheduled programs of action—ready to go to work just as soon as materials and labor were available.

The interesting result of this attention to postwar planning was that it made all communities planning conscious. The University's Bureau of Community Development turned its major attention to supplying the information and the helps for the guidance of these local committees in the development of their programs. Through the Bureau the services of the several colleges and departments of the University were effectively

used, and a close working relation was established with the State Planning Board and numerous professional and business groups.

Many of the local committees, with guidance from the Bureau, made extensive surveys of the back-log of postwar needs of their communities. Many of these survey reports were published and effectively used to educate the whole community. They were most convincing arguments for well-considered and sound community planning, not only for the larger cities, but for the small villages, as well. In the first place, practically every community showed a lag of twenty years or more in home building and modernization; public improvements—streets, sewers, water—were either obsolete or inadequate; many of the pre-war industries had extensive plans for expansion and many new industries gave promise of expanding the community's pay rolls; most communities were faced with transportation difficulties and plagued with the parking problem; many needed modernization and expansion of educational facilities; shorter working day and work week has given rise to the need for more adequate recreation facilities; many lack adequate medical facilities and hospital services; in most communities stores and business establishments need improvements and modernization, not only of their physical plant but of their outreach to trade area; some 80 Wisconsin communities were interested in the development of landing fields and airports. These are some of the major reflections from the local C.E.D. committee surveys.

With the coming of peace these community needs loomed large. Obviously they could not be satisfactorily met without planning and without the support of both public and private interests.

HOW SHOULD THE NECESSARY PLANNING BE DONE?

Effective planning is not done by outsiders. It isn't a *community* plan unless the entire community has had a hand in it, accepts it, has discussed every aspect of it, and a sufficient body of public opinion has been created to do something about it. In other words, effective planning is an educational project. There are two phases to it: (1) The deciding upon a goal or a pattern of community improvement and development—a sort of scheme for the future; (2) a program of action—a schedule for operation—a series of dead lines for delivery—which also has to be accepted and put in motion else the plan is only a dream to be tucked into the files. These two steps can not be achieved by a few public-spirited citizens working by themselves. They can not be accomplished by the city fathers or the county board. *All the people of the community—business men, manufacturers, public officials, newspaper editors, women's clubs, service organizations, labor unions, the schools, the veterans, even the children—all must have a part.*

There are four steps to be followed by either the large or the small communities in the making and executing of a plan. Each of these steps

is a phase in adult education. Each may call for guidance and expert counsel but all of them must have the understanding and the support of a sufficient part of the community to make them real. The University plays an important part in each of these four steps.

1. The collection and organization of the facts about the community—about its population, its economic, social, and educational resources, and problems.

2. Consultation with specialists, such as those of the State Planning Board, planning engineers, and other specialists to get their help in clarifying the meaning of the facts collected and to get an understanding of the various alternatives which the community may follow in the drafting of their plans. Every alternative must be carefully examined and appraised from the standpoint of its feasibility, practicality, and the possible contribution it might make to a more abundant living, the safeguarding of the community values, and the enhancing of opportunity.

3. Then comes the drafting of the community plan. Here the planning engineer and specialist may play an important role, but it must be remembered that he can do very little more than put the plan on paper and on maps. In a very real sense this is not community planning. Each step of the plan must be the subject for public discussion and education. Otherwise it becomes only a theoretical document.

4. The real test of the civic vitality of the community comes in the layout of the program for action—a program which coins the plan into community reality. This means that the community's committee must be in fact a persistent and resourceful adult education agency.

This procedure has been followed, and is being followed, in scores of Wisconsin communities. The start made during the war in postwar planning has continued.

To facilitate the community planning in its various aspects the Bureau of Community Development published a bulletin on "A Guide to Community Action—A Community Program for Building and Construction." But perhaps of even more importance has been the constant flow of information, counsel, and questions from the Bureau to the many communities. Also of importance, especially to the industrial and commercial phases of community development have been the numerous seminars, institutes, and research programs arranged both in the communities and on the campus for consideration of the various problems, resources, policies, and methods which must be understood if progress is to be made in community development. In this way the University of Wisconsin is taking an active part promoting and servicing programs for community development in the communities throughout the State.

MILWAUKEE CITY AND COUNTY

A Proclamation

WHEREAS, the City of Milwaukee will be host during the period from April 28th through the 30th, 1947, to the Citizens Conference on Planning, sponsored by the American Planning and Civic Association; and

WHEREAS, Milwaukee will be honored with the presence of many outstanding city planners, officials and executives who will attend the conference in a spirit of cooperation to plan and discuss the destinies of American cities; and

WHEREAS, the presence of so many planning experts from many American cities in the wake of the completion of our own Master Plan points to a revival of interest in planning the future of Milwaukee and other American cities:

NOW, THEREFORE, I, JOHN L. BOHN, Mayor of the City of Milwaukee, do hereby proclaim the week commencing on April 27, 1947, as CITY PLANNING WEEK IN MILWAUKEE, and I do urge our citizens to attend as many of the Conference sessions as will permit.

Planning for the future is an important factor for the survival of our American cities. Planning for the future of Milwaukee means the eventual redevelopment of a city that already has passed its one hundredth milestone—a city that is deep-dyed in its early traditions yet longing for a new lease on life in this post-war era. The Citizens Conference on Planning should awaken all our citizens to the necessity of planning for the future. It is hoped, therefore, that the conferences to be held in our city will produce some revealing results in the planning of our American cities for the next generation.

IN TESTIMONY WHEREOF I have hereunto officially set my hand on this 25th day of April, 1947, at the City Hall in Milwaukee, Wisconsin.

JOHN L. BOHN
Mayor

Welcome Address, Hon. John L. Bohn, Mayor of Milwaukee

YOUR choice of Milwaukee for the national planning conference this year is both a great honor and a wonderful opportunity for the city. It is a wonderful opportunity because Milwaukee has just this year produced a master plan. The presence of so many experts from every corner of the Nation points up the significance of planning for all Milwaukeeans.

Never before have the citizens of Milwaukee been so intensely interested in planning. And here, as if in answer to our wishes, is the national planning conference meeting in Milwaukee and giving all of us a chance to hear and read about the revived interest in the destiny of cities—an interest that is sweeping the entire Nation. This is perhaps a rather selfish view of your tremendously significant gathering, but it helps express the enthusiasm and excitement that Milwaukeeans feel as this conference opens.

On the other side of this same picture is this fact: Milwaukeeans will try to make this the best conference you've had anywhere during the history of your organization. The general atmosphere of friendly interest which you will find in the city should provide an excellent environment in which to conduct this conference. And, believe me, you will find public officials, civic leaders and most citizens with their ears cocked for new and practical ideas on planning which can help Milwaukee become a greater city.

Ten years ago, the general public and many officials were inclined to think of "planners" as rather starry-eyed, impractical fellows who lived in ivory towers and emerged every once in a while with a drawing of a dream city, traversed by triple-deck roadways and built among the clouds. Today that image in the public mind has changed. Today we realize that city planners are and have to be level-headed, practical men who can show us the way out of the confusion in cities that just grew up without reference to a master plan.

You'll find Milwaukeeans have a thorough grasp on that new mental image of the practical city planner. That condition should also add to the significance of your conference, for you'll find your ideas being taken quite seriously by everyone.

If there is anything that I would truly like to have planners take up at this conference, however, it is the problem of *executing* ambitious public programs—a problem which now faces every city and every city official in the Nation. We are confronted with persistent and urgent demands by civic groups and citizens for new and more expensive improvements. New ideas are born almost daily for improving life in cities, and each of these is placed in the lap of municipal government.

But these demands come at a time when we have the highest construction costs in history, scarcity of skilled labor and of materials, and when every public project will compete with housing construction in the face of a National home shortage. At the same time, the revenues of cities are decreasing steadily, while ordinary housekeeping expenses skyrocket.

Here then is a dilemma which must be kept uppermost in mind whenever plans are made: mounting demands on city governments, soaring building costs, rising housekeeping expenses, coupled with shrinking revenue sources.

Just a word about our city to orient you in your surroundings. Milwaukee is situated at a natural gathering place—the confluence of three rivers which empty into Lake Michigan. It was a popular convention city among the Indians who held many tribal conferences here long before white men arrived.

Our city is just beginning its second hundred years of progress. Its downtown area is built largely on what was swamp a century ago when about 10,000 settlers lived here. Today Milwaukee has a population of more than 600,000—and its metropolitan area is the home of well over 800,000 persons.

Although we are quite proud of our fame for beer, we also like to point out that Milwaukee has other reasons for boasting. It is the safest major city in the Nation, for instance. It is also the healthiest. Among public officials all over the United States it is known for its good government and especially for its sound public finance.

Its great diversity of industry gives it economic stability. Milwaukee normally leads the world in the production of Diesel engines, large gas engines, outboard motors, motorcycles, tractors, wheelbarrows, padlocks—and even teen-age dresses. We lead the Nation in the production of work shoes, leather gloves, mittens and silk hose, among other things.

Now, I know that you have many important matters before you, so I will not keep you from them any longer. For your interest and pleasure, may I suggest that you visit some of our fine stores, our museum and library and art gallery—or drive through our park system. By all means drive along the lake shore on beautiful Memorial Drive before leaving us.

In conclusion, as Mayor of Milwaukee, I extend to you the city's heartiest welcome and its invitation to enjoy yourselves. May you stay long and return often.

The Master Plan for the City of Milwaukee

ELMER KRIEGER, Planner V, Board of Public Land Commissioners,
Milwaukee, Wis.

SPEAKING at the 1946 Dallas Convention of the American Planning and Civic Association, Mr. Harland Bartholomew said:

Recent technological improvements in transportation have made it possible for urban populations to spread over very wide areas. Our city dwellers are being lured into suburban areas at a very rapid rate. This is highly profitable to real estate and mortgage interests. The Federal Government, through FHA, is expediting the process of decentralization. It seems to be universally assumed that we are building a new form of city with less congestion and more open areas for improved living. I question this assumption. As a city planner, I foresee greater costs, higher taxes, poor planning and larger mistakes. Isn't it time we face this problem realistically?

Mr. Bartholomew contributes a real service when he questions the nearly universal assumption that decentralization is city planning's cure-all. He is supported in his view by other city planners including Mr. Walter H. Blucher, Executive Director of the American Society of Planning Officials, who also questions the wisdom of assuming that decentralization (which is only running away from the job of rebuilding our central cities) solves our urgent re-planning problems.

Milwaukee's Master Plan, recently adopted by the Milwaukee Board of Public Land Commissioners, is based upon the premise that there will always be a City of Milwaukee; that despite predictions of further and further decentralization, the majority of the people will always live in the central city. People are naturally gregarious; they like to crowd and live together. While some will continue to spread out, it is obvious that the great majority will always need the economic, social, and cultural advantages of the city. This premise is strengthened when it is considered that urban houses are hung on sewer and water pipes. Houses must be built reasonably close to one another to furnish these utilities at a reasonable cost. And when houses are built close to one another it means centralization, and not decentralization.

PREPARATION OF THE MASTER PLAN

The Milwaukee Board of Public Land Commissioners is the City's official planning agency. It has carried out the City's planning function since 1915. Since that time it has prepared countless planning studies and made many recommendations which have helped guide Milwaukee's development. But before this year the Commission had not adopted an over-all master plan.

Since its creation in 1915, the Commission has worked toward the preparation and adoption of a master plan. During the years 1920 through 1925, among many other actions, the Commission recom-

mended the enactment of a comprehensive zoning ordinance, the approval of a civic center plan, the approval of certain street widenings, the preparation and distribution of a platting guide, and the approval of a comprehensive playground program. These actions created a definite momentum toward making and adopting a master plan at that time, but progress was arrested by resignations from both the Commission and the staff due in part to a setback given to the civic center plans at the polls in 1925.

However, the need for a master plan became increasingly apparent as years went on. During 1933 and 1934 the staff prepared a master plan map and mounted it on a wall in the meeting room of the Commission. This map was not accompanied by a program for carrying out the proposals shown on the map. It was not adopted by the Commission. It was given little or no publicity. While it was used in the following years as a sort of unofficial guide by the staff, it did not represent the official policies of the Commission. Time went on. The Commission continued making excellent planning studies but no master plan was made and adopted. On March 6, 1946, however, the Commission reorganized its staff for the express purpose of completing the master plan and set January 1947 as the deadline for its submittal to the Commission. In accord with this action the City Planning staff submitted the four following reports to the Commission:

1. *Preliminary Outline of Staff Procedure.* This outline was submitted to the Commission on April 10, 1946. It called for a Reconnaissance Map of the Milwaukee area and divided the work to be done under two main subjects, "Land Use" and "Transportation System."

2. *Reconnaissance Map of the Milwaukee Area.* The City and County staffs working cooperatively, prepared a Reconnaissance Map showing present and future planning patterns of the Milwaukee area, including the incorporated suburbs and the unincorporated areas of Milwaukee County, and the eastern portion of Waukesha County.

The Reconnaissance Map represents the best opinions of the combined City and County staffs concerning the future development of the Milwaukee area. It was used as an over-all guide by the City in preparing the Master Plan for the area within the City's limits; it was used as a guide by the County's planning staff in preparing the County's Master Plan outside of the City's limits thus insuring coordination of the work of both planning agencies.

The Reconnaissance Map was given tentative approval by both the Board of Public Land Commissioners and the Milwaukee County Park Commission at a joint meeting, June 7, 1946.

3. *Preliminary Report on the Master Plan.* Using the Reconnaissance Map as a base, the City planning staff prepared A Preliminary Report on the Master Plan including the following:

- (a) A Preliminary Land-Use Map.
- (b) A Preliminary Major Street System Map.
- (c) A Preliminary Recreation System Map.
- (d) A Preliminary Plan of Public Buildings and Uses—Kilbourn Avenue Improvement Project.
- (e) A Financial Summary of Projects to be Completed Within 6 Years.

This Preliminary Report on the Master Plan was approved by the Board of Public Land Commissioners at its meeting on October 2, 1946.

4. *Master Plan Map and Report.* The Master Plan Map and Report were submitted to the Commission on January 11, 1947, and after five public hearings were adopted by the Commission on February 13, 1947.

SUMMARY OF MASTER PLAN RECOMMENDATIONS

The Master Plan recommendations are based on a probable population of Milwaukee County of 950,000 in 1980, the present population of the County being estimated at 850,000. The present population of the City proper is estimated at 605,000.

The Master Plan recommendations also take into account the probable expansion of the City's limits. Today, the City's area covers a little more than 44 square miles. This area is inadequate for the future expansion of the City's industrial, business, and residential requirements. While the Common Council has gone on record for City-County consolidation in an effort to reduce the 98 overlapping taxing units in Milwaukee County, it has recognized the immediate need for the orderly annexation of unincorporated areas outside of the City's limits and last year organized an Annexation Department for this purpose. Since this Department was organized, requests for annexation by owners and residents, outside the City's limits, have more than justified the creation of an Annexation Department.

It is said that the Master Plan Map and Report contains some 10,000 recommendations. The most important of these are summarized as follows:

1. *Adopt the Master Plan Map and Approve the Report.* When the staff submitted the Map and Report to the Commission, because of favorable public reaction, it was difficult to convince the Common Council that the Planning Commission and not the Common Council adopt the Master Plan. However, the Report's recommendation was carried out when the Commission adopted the Map and Report on February 13, 1947.

2. *Communication to the Mayor and Common Council.* It was recommended that the Commission send a communication to the Mayor and to the Common Council stating that the Commission has adopted a Master Plan, and recommending the adoption of a resolution by the

Common Council instructing all officials and department heads to refer to the Master Plan in making future plans affecting the Master Plan Map.

The Commission sent these communications and on March 3, 1947, the Common Council adopted a resolution instructing all city officials to be guided by the Commission's Master Plan.

3. *Long Term Improvement Program Technical Committee.* It was recommended that the Commission send a communication to the City's Long Term Improvement Program Technical Committee stating that the Commission has adopted a Master Plan and suggesting that the Plan be considered in all future recommendations and revisions recommended by the Technical Committee.

This communication was sent and the Long Term Improvement Program Technical Committee has begun work on the revision of its program in accord with the Master Plan and in accord with a supporting Common Council resolution.

4. *Metropolitan Master Plan.* The Commission recommended that joint meetings be held by the City and County planning agencies to discuss the preparation of a Metropolitan Master Plan including the co-ordination of the adopted Master Plan of the City of Milwaukee and the adopted Master Plan maps of all of the suburban and unincorporated areas in Milwaukee County.

Since this recommendation was made a step toward a Metropolitan Master Plan has been taken by combining the Master Plan Map of the City and the Master Plan Map of the County.

5. *Areas for Business and Industrial Sites.* The Commission directed the planning staff to continue studies concerning the provision of sufficient and proper areas for business, manufacturing, and industrial expansion by means of platting control, zoning, and annexation.

These studies are under way.

6. *Neighborhood Rehabilitation.* The Commission directed the planning staff to prepare plans for the orderly rehabilitation of residential neighborhoods and to assist both public and private builders in planning housing developments. It was further recommended to consult with representatives of the School Board, the County Park Commission, the Department of Public Works, the City and County Housing authorities, the Public Library, and others for the purpose of programming and co-ordinating all future neighborhood development, stabilization, and re-development projects.

Preparatory work on these actions is in process.

7. *Lake Front and River Banks.* The Commission recommended that the staff consult with representatives of the County Park Commission to program the future development of the Lake Front and the river banks within the City.

Work in this direction is in progress.

8. *New Zoning Ordinance.* The Commission recommended that a resolution be prepared for adoption by the Common Council directing the Commission to prepare a revised zoning ordinance and map in accord with the recommendations in this Report.

Such a resolution has been introduced and adopted by the Common Council.

9. *Major Street System.* The Commission directed the staff to make detailed studies of intersection treatments, street widenings, parking solutions, and mass transportation studies as suggested in the Master Plan. The staff was also directed to make recommendations with regard to the inclusion of expressways as a part of the major street system in the light of the City's Origin-Destination Survey recently completed.

These studies are in progress.

10. *The Railroads.* The Commission directed the staff to continue studies concerning problems presented by the railroads, such as moving the present Milwaukee Road passenger station and the further elimination of railroad grade crossings throughout the City.

These studies are in progress.

11. *Harbor and Airports.* The Commission directed the staff to continue Master Plan coordination with Harbor and Airport plans.

This work is in progress.

12. *Education and Promotion.* The Commission directed the staff to prepare a definite program of citizen education and promotion.

Work on such a program has been started in conjunction with the Milwaukee Public Schools.

CONCLUSION. It is evident that in adopting the Master Plan, the Commission is accepting its role as a coordinating, policy-suggesting agency. Policies and not details should demand the major time and attention of the Commission.

In adopting and carrying out the Master Plan the City departs from the piece-meal planning of the past such as civic center planning without a master plan, zoning without a master plan, street widening without a master plan, long term financial planning without a master plan, and so on.

Finally, it is obvious that the preparation and adoption of the Master Plan is a beginning and not an end. When the Plan is adopted the seeds are planted. The harvest depends upon continuous cultivation, constant effort. The work only starts with the adoption of the Master Plan.

Milwaukee's Long Term Improvement Program

ALVIN C. BROMM, Planning Director, Board of Public Land Commissioners,
Milwaukee, Wis.

IN ORDER to effectuate the orderly development or redevelopment of the community certain legislative measures and financial means are required. To carry out the physical improvements proposed by the Master Plan to best serve the social and economic needs of the community requires careful project analysis and priority programming, and a policy and plan for financing the projects.

I should like to make it clear that the Long Term Improvement Program of which I speak is the City of Milwaukee's capital improvement program. It applies to such projects and improvements for which the State statutes empower the Common Council to levy a tax upon all the taxable property in the city, or for which the issuance of bonds are authorized.

Likewise, for the purpose of clarity, the general city taxpayer of Milwaukee supports five separate legal taxing units: The County, the City, the Sewerage Commission, the Board of School Directors, and the Board of Vocational and Adult Education. The city is empowered to participate in the building programs of the schools and has done so. It can also participate in building various joint city and county buildings, a music center or municipal center. The Long Term Improvement Programs of the five taxing governments have not been coordinated or integrated, and the city program is confined mainly to improvements under the jurisdiction of the Common Council.

The entire program is based upon the "Pay-As-You-Go" policy, or cash basis. Milwaukee has not issued any bonds for public improvements since 1932. This policy, the fact that the city became debt-free, and that the 6-Year Program of Permanent Improvements was put into effect before the adoption of the Master Plan, had a decided effect upon the magnitude and scope of the current improvement program officially adopted as a Six-Year Program of Public Improvements in 1944.

A brief explanation of the historical background of the legality and establishment of the annual permanent improvement fund is in order.

In 1923, at a time when the bonded debt of the city totaled \$29,700,000 the city had accumulated a fund amounting to \$398,000 from interest on deferred street paving. A plan was adopted by the Common Council to use this accumulated interest money as a trust fund for the eventual elimination of the bonded debt, and the state legislation passed an act in 1923 creating the Public Debt Amortization Fund. The law provided that all interest earned on deferred payments of street improvements and a minimum of one-third of all the interest earned from other sources be turned over to the Amortization Fund.

In 1932 the bonded debt reached a peak of \$50,338,000 and the city stopped the issuance of any more general obligation bonds. Instead of issuing bonds for public improvements, the city decided in 1936 to levy a tax equal to the reduction in the amount annually required for sinking fund purposes. Debt retirement in 1936 amounted to \$5,501,000, and since its reduction the following year amounted to \$400,000, this amount was appropriated to start the Permanent Improvement Fund which, by yearly increases, amounted to \$2,310,000 in 1942 to which was added the unexpended balance from 1942, making a total sum available of \$3,540,906.

In the meantime, the original Amortization Fund started in 1923 grew to \$10,725,000 which, with a tax levy of \$300,000 in 1944 for bond principal due in 1944, was sufficient to absorb the remaining outstanding bonded debt of the city.

In 1941 the Common Council appointed a committee consisting of the Deputy Comptroller, Commissioner of Public Works, City Attorney, City Planner, and Municipal Reference Librarian (as secretary) to prepare and submit to the Common Council a Long Term Improvement Program for the City of Milwaukee of six years or more. This committee submitted a program for utilizing the available fund of \$3,540,906 in 1943 and a Six-Year Program of Public Improvements for the years of 1944-1949 inclusive for a total expenditure of \$22,248,093, at an annual expenditure of \$3,800,000 for the last five years. The Long Term Improvement Program Technical Committee realized that this was a modest program, but that a beginning had to be made. It was anticipated that Federal aid for post-war public works to stabilize employment during the reconversion period would augment and enlarge the improvement program. Also, since Milwaukee taxpayers met the tax levies required for debt service all during the depression, public policy adhered to public expression that they were entitled to a breathing spell during the war years when little or no public works construction was possible because of labor and material shortages. Some groups even clamored for a tax holiday as far as public works were concerned. However, it was evident to most that many improvements deferred during the depression would some day have to be made, and that it would be well to start a program and to build up reserves for post-war construction. Consequently, it was decided to levy a tax on an amount considered reasonable under the circumstances. Thus, a program estimated to cost \$3,800,000 annually was determined. We now realize this amount was far too low for several reasons. First, earning during the war produced spending that could very well have been collected for needed community development; second, construction costs have now materially reduced the actual amount of improvements that can be obtained from the reserves on hand and allocated for the various projects; and, third, the unemployment expected during conversion from

war to peace-time production has not materialized, or produced large scale Federal aid construction programs for general public works.

Although our program was acknowledged at the time to be reasonably conservative, and many desirable improvements and facilities recommended by various administrative departments and civic organizations could not be had from the limited funds, and, furthermore, that the forthcoming Master Plan would propose many other important physical improvements necessary to progressive growth and development of the community, the Permanent Improvement Fund has now accumulated \$16,006,000 which, added to other reserves available for public works, totals about \$23,700,000, most of which is earmarked for specific projects. The fact that such an unexpended fund exists has produced confusion, and to some of our citizens who do not realize the condition and extent of many of our outmoded and worn-out facilities that require replacement, this fund looms rather large and is looked upon as a grab bag for their pet projects or a reason for tax reduction until the moneys have been used for the improvements anticipated. However, in the light of the amount of improvements deferred during the depression and war years, the many facilities and services requested and the desirable projects that have been patiently awaited, this reserve fund will do little more than take care of belated housekeeping needs and some highway and neighborhood improvements.

The appropriations to the Permanent Improvement Fund for the years 1943, 1944, 1945, and 1946 totaled over \$17,000,000. The major division of appropriations are summarized and grouped as follows: Department of Public Works for sewers, bridges, buildings, traffic and street lights, \$7,000,000; Lake Front Development, Playgrounds, and Land Purchase \$4,700,000; Veterans' Emergency Housing \$1,500,000; School Board and Auditorium \$1,700,000; and other miscellaneous smaller projects for police, fire, library, museum, and harbor, approximately \$2,000,000. The largest single item is for sewers.

I do not have to inform you of the impetus to planning and community betterment that has crystallized during the war years. Now civic leaders and organizations realize what is happening to American cities in the way of blight, loss of tax value, traffic congestion, etc. Civic pride is again aroused and planning and bringing into being better living and working conditions to our communities is receiving new support.

In Milwaukee, these organizations and persons realize that the modest annual appropriations in our improvement program are not sufficient to restore and maintain Milwaukee on a healthy and economically sound and satisfactory basis. Nor are they now willing to wait until sufficient funds are accumulated before improvements are made. They want to enjoy and be benefited during their lifetime by some of the things they have talked about and dreamed of for years. This restlessness

for action may also be attributed to the efforts and potentialities that were demonstrated in the war years which showed that by united action a goal can be attained if carefully planned and programmed within the ability to produce and to pay.

On April 1, 1947, the citizens of Milwaukee voted affirmatively on the question:—"Shall the city issue bonds for a program of public improvements?" At present the Common Council has not acted officially on changing its policy of "Pay-As-You-Go" to one of issuing bonds. It is conceivable that a policy of financing certain improvements may remain on a cash basis for such necessary items as sewers, building and bridge replacements, and that other items not necessarily housekeeping projects might be financed from bonds. But it does appear that public expression indicates approval to the expansion of the public works program for stepping up the construction of deferred projects and to attain such other desirable improvements for the social and economic betterment of the city.

The Master Plan as adopted by the Board of Public Land Commissioners in February of this year recommends improvements for the next six years totaling \$72,000,000, at the rate of \$5,500,000 a year for the city's share of costs in addition to the normal housekeeping projects which now compose over two-thirds of our present improvement program. Naturally, this will cost money, but if the people want the improvements as they have indicated, they should be willing to pay.

When Milwaukee was a little less than half its size in area in 1923 (27 square miles) and had a population of 480,000 people, it spent \$7.25 per person for improvements. In 1929 when it reached a size of 41 square miles and 578,000 population, it spent about \$19.00 per person for such construction, but during the depression years less than \$4.00 per person. In 1943, when we reached a population of over 600,000 within 44 square miles, we spent only about \$4.50 per person for public works.

During the depression years the city tax rate varied from roughly \$23.00 to \$25.00 per \$1000 assessable real estate. Today this rate is but \$27.00 per \$1000, with general taxpayer earnings up 50 to 75 percent and material and construction costs up 100 percent over 1932 costs. If the improvements we need are to be attained it appears that the tax rate will have to be raised considerably unless other sources of revenue are discovered or outside aid is attainable.

Because of many considerations, the Common Council has directed the Long Term Improvement Program Committee to make and submit to the Common Council its recommendations for revision of the city's six-year improvement program based upon total community needs.

And that, in substance, is the history and general outline of our Permanent Improvement Program in its present state.

Twenty-three Years of Planning for Milwaukee County

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THE Milwaukee County Regional Planning Department started to function on March 15, 1924, pursuant to a request made by the Milwaukee County Park Commission and Rural Planning Board to the County Board of Supervisors in 1923, that such a department be set up to carry out planning work in Milwaukee County. Under Wisconsin laws, where a county park commission exists it shall also constitute the county or rural planning board.

In the early 20s, following World War I, and also coincident with better roads and with improvements in automotive transportation, a movement of people to the outlying districts of the county began. Recognizing that a form of decentralization was taking place, the County Park Commission, largely at the urging of one of its members, Mr. C. B. Whitnall, determined to undertake the task of planning and controlling development in the unincorporated areas of the county. At the Park Commission's suggestion, the Planning Department was set up as a separate staff or division of the Highway Department, in order that all of the technical branches of county government might be consolidated in one office, rather than to have separate engineering, landscape, and architectural divisions serving the various divisions of government.

At the outset, four major divisions of planning were undertaken:

- (1) Land-Use Control through Zoning.
- (2) Establishment of a system of major highways.
- (3) Development of a park and recreational system, which would provide large and small parks, and a parkway system following the natural water courses of the county.
- (4) Subdivision Control.

Many other functions and ramifications have since been undertaken, but these were the four fundamental original objectives. The County Park Commission had up to that time devoted its efforts primarily to the acquisition of land for park purposes, and had begun development of the lands so acquired.

In order to carry out the County's program of planning, it was found necessary at the outset to obtain a considerable amount of new state legislation. An enabling act for county zoning was obtained; the park law was enlarged and strengthened so as to permit development of parkways and wider use and improvement of park and parkway lands; a law was passed permitting the establishment of a major system of highways, and from time to time legislation relating to subdivision control was strengthened.

LAND USE—ZONING

Following studies made in 1925 and 1926, the original county zoning ordinance, covering the unincorporated areas of Milwaukee County, was passed in October, 1927, probably the first official county zoning ordinance in the United States. The original laws permitted use zoning only. Zoning at that time was so new, as applied to undeveloped areas, that the other features of the zoning ordinance, as it exists today, were added only in later years, at a time when the public began to appreciate in a larger measure the value of zoning.

The County Zoning Ordinance was in effect only a short time before it was realized that it could not be effective without some form of enforcement, and, at the next session of the Legislature, authority was obtained to establish a Building or Zoning Inspection Department, with permits required for the erection of structures. This provided machinery for enforcement of the ordinance. In large measure, the success or failure of a zoning ordinance may be gauged by the manner in which the building inspector functions. Poor enforcement will ruin any ordinance. Considerable patience was required in order to develop a consciousness among the public that building permits were necessary in the unincorporated areas, but by careful administration property owners, builders, and interested parties soon came to the conclusion that it was not wasted effort, but rather good judgment to find out something about the use of their land and the setback requirements before proceeding with building. The time and expense involved in ascertaining the information pertaining to a site is small compared with the time and money consumed in building, even the ordinary residence. There were kicks, of course, but the average man does not build more than once or twice in a lifetime.

In 1943, following certain statutory amendments, the County Zoning Ordinance was rather drastically amended to include provisions for setbacks, area, height, trailer, and tourist camp regulations, off-street parking requirements, billboard control, and the like, so that presently zoning permits issued are subject to these various regulations. The Milwaukee County Zoning Ordinance requires industry and those business places, such as theaters, super markets, bowling alleys, or other establishments and the like, causing concentration of automobiles, to provide off-street parking. This provision of the ordinance is rigidly enforced and scores of business places in the outlying districts have provided off-street parking space. Since 1943 the County Zoning Ordinance has also restricted outdoor advertising to business districts and stringent setback provisions are required for both buildings and advertising signs in these areas. There are many signs and billboards in the county which are still non-conforming in use, but gradually, as these signs are eliminated, the advertising media will be concentrated within the business districts.

The ordinance contains provisions relating to trailer and tourist camps. Promiscuous parking of trailers throughout the county is not permitted and permanent occupancy is discouraged by the ordinance on the ground that trailers are not desirable permanent dwellings, or places in which to raise a family. Fate has a perverse way of acting on occasion and, because of the housing shortage, the county now finds itself operating trailer camps on a large scale. Four hundred have been acquired and five hundred more are being purchased. These purchases are designed to relieve an acute emergency, and are considered as a temporary measure only, with no thought of modifying the ordinance. How long the emergency will last, no one presently knows.

The average zoning ordinance is not only dull reading, but often is even difficult to understand or interpret. As an aid to better understanding, there has been compiled a pamphlet of typical plot plans and tables, illustrating requirements of the ordinance. This graphic explanation of the ordinance has been found very useful at the permit desk during the past four years in explaining features of the ordinance.

It should be stated that the County Zoning Ordinance applies only within the rural or unincorporated areas of the County, and by statute can apply only in those towns which have by resolution given town board consent to the County Zoning Ordinance. Each city or village has its own ordinance.

In general, the County Zoning Ordinance has met with popular approval. In some instances it has been necessary to resort to legal action, but these have been relatively few.

MAJOR HIGHWAYS

Very early in the experience of the department there came a realization that a wider width of highway would be needed to carry the potential increase in auto traffic that appeared to be coming. Shortly after the Planning Department started to function, in 1924, subdividers were asked to dedicate lands along major highways to a width greater than 60 feet, which had previously been accepted as a more or less standard width of street in municipalities throughout the county. Considerable reluctance upon the part of subdividers to make such dedication was encountered, but after numerous discussions and consultations it was found that the objection was not so much to the giving of the land, but to the uncertainty as to whether the plans for highway widening as proposed would be carried out. One subdivider put the question, "If I dedicate my land, what assurance have I that my neighbor on either side will do likewise, or what will happen across the street?" This seemed a very pertinent question and at the 1925 session of the State Legislature a law was passed giving the County Board the right to establish highway widths in excess of those then in existence upon certain main highways of the County. An ordinance was drafted and

passed in 1926, establishing these widths. This ordinance was filed in the office of the Register of Deeds so that as an abstract was brought up-to-date notice of such newly established width was automatically called to the attention of land owners at time of transfer of title. Signs were placed along the highways advertising the new widths, and also advertising the County Zoning Ordinance, thus advising prospective builders to obtain permits and seek information at the office of the County Planning Department before building. Through issuance of building permits, setback provisions of the Highway Widening Act have also been enforced.

When the County Zoning Ordinance was amended, in 1943, and following passage of laws which permitted establishment of setbacks through zoning, the previously established highway widths were incorporated in the County Zoning Ordinance. Through dedication by platting over 120 miles of highway frontage has been obtained by the public to widths established under the ordinances. Where it has been necessary to obtain wider widths of highway for construction, and where no such dedication had been previously secured, it has been found by experience in Milwaukee County that the cost of obtaining such right-of-way will vary from \$10,000 to \$15,000 per mile of frontage. Using these experience figures as a basis, the value of the highway right-of-way obtained through the ordinances relating to major highways and zoning amounts to at least \$1,500,000 of taxpayers' money. Here is one measure of the practical value of planning. It is not always possible to obtain an efficient yard stick to determine the actual value of planning to a community, but where land has been obtained through two methods—one by outright purchase, involving the payment of cash, and the other through dedication, it is possible to measure the value of one against the other.

Establishment of highway widths, as herein described, does not constitute actual taking of land, but is rather a notice of a plan. The owner dedicates if he plats. Otherwise, the County deals with the owner at the time the additional land is needed for widening or paving. Generally, the cost of acquiring land which has been left unoccupied for highway purposes is only nominal compared with what such cost would be if buildings had to be moved or razed. Hundreds of buildings have been set back along the major highways of the County. One or two such setbacks are not readily noticed, but the pattern has now so far developed in scores of places as to become readily recognized throughout the community. The full width of highway may not be utilized immediately, maybe never. However, it is felt that the maintenance of homes well back from the traffic of main travelways, as far as possible from the noise and fumes of passing motor vehicles, is a worthwhile accomplishment in itself.

But, important as the saving to the municipal government may be,

there is another factor of economy of even greater importance that pertains to the individual citizen who builds and develops a home or business site in the knowledge that his investment is so placed that it will not have to be disturbed or moved back at a later date. It has been the experience of the department, in over 20 years of administration, that knowledge of such plans in advance meets with popular approval. True, there are individual objections at times, but the rank and file of the people seem very well satisfied and are often complimentary in their remarks to the effect that they are able to build and develop according to a plan, and with a very fair degree of assurance that they will not in the future be molested.

PARKS AND PARKWAYS

Under the direction of the Milwaukee County Park Commission and the Milwaukee County Board of Supervisors the Milwaukee County Park and Parkway System has grown in over 20 years from a few hundred acres to nearly 6000 acres. The Regional Planning Department, as the technical staff of the Park Commission, has had the pleasant task of preparing the plans and carrying out the actual field construction for the system. During this period more than \$25,000,000 has been spent in the development and extension of the County Park System.

In its original role the Milwaukee County Park System extended principally through the outlying sections of the County and included the development of parks and parkways along the natural water courses of the County, so as to preserve these streams and the lowlands adjacent thereto as channels to carry away the stormwater. So often streams, channels, and lowlands are encroached upon by dumping and become a menace or an eyesore, whereas by creating parks and parkways on such lands, otherwise considered as waste, the lands adjacent to the streams become of practical value, and often develop as the best part of the community.

As the county park system grew, the smaller communities within the county began turning their parks over to the county for administration, and in 1936 the voters of the City of Milwaukee, by referendum, carried approximately 4 to 1, authorized the City to turn its parks over to the County so that now there is one park system extending throughout the county, operated and managed by the Milwaukee County Park Commission, and financed by the County Board of Supervisors on an equal tax base throughout.

In order to carry on the work of the Park Commission, it is necessary that the Planning Department be staffed with technical help, including engineers, architects, and landscape architects. It has been necessary to build roads, bridges, golf courses, buildings, swimming pools, playgrounds, etc., and arrange the landscaping appropriate thereto.

SUBDIVISION CONTROL

Of all the tasks of planning, subdivision control is often one of the most difficult of application by reason of the extensive division of land into small privately-owned parcels. Where subdivisions are being considered for large tracts of land, say 40 acres and upwards, little difficulty is ordinarily encountered in providing a suitable layout, that will fit the contours of the land. It is with the small subdivision of 2, 5, or 10 acres that the real problems are encountered.

Under Wisconsin Laws, subdivisions in Milwaukee County must be approved by the Town Board, the County Board, the State Planning Board, where adjacent to lakes or streams by the State Board of Health, and within 3 miles of the city limits by the City of Milwaukee. It can readily be seen that this procedure could become cumbersome. Therefore, a simpler method has been devised and constitutes part of the State law. Subdivisions are approved by the town board, which is responsible for the maintenance of the streets and roads within the subdivision, and are then submitted to the County Board of Supervisors. The county, in turn, sends a copy of the plat to the State Board of Health, the State Planning Board, and the City of Milwaukee. A certain time is given in which any objections to the plat as proposed may be filed. If there are no objections, the plat is passed and recorded. Plats in cities and villages need have only common council or village board approval.

It has been the experience of the department that subdivision changes required after a final plat has been submitted constitute poor business. After the subdivider has spent money on the preparation of a plat, he is then very loath to make changes. As a result the Planning Department has made preliminary platting layout studies over great portions of the county. These do not constitute final plats, and are very preliminary, but they are based upon topography, zoning, highway requirements, and the like, and when the subdivider comes in to discuss a proposed plat it is possible for the Planning Department to consider the prospective subdivision on an intelligent basis, not only from the standpoint of the subdivider, but from the standpoint of the community. This procedure saves time for the department and the subdivider and leads to better results than would be the case if no advance studies were made.

The original government land surveys in Milwaukee County, as throughout the Middle West, established a gridiron or checkerboard system of main highways through application of the township, section, and quarter section system. During the past century most of the section and quarter section lines have been developed as highways in a district as populous as Milwaukee County. Therefore, very little can be done to change these highways, which have been paved, and along which de-

velopment has taken place. Within the areas bounded by these highways, however, sections or quarter sections of land may be considered as individual units and in subdivision layouts it is the endeavor of the County to allow the subdivider to exercise as much originality and ingenuity in layout as possible; in fact, to encourage development by the subdivider of the highest type of subdivision.

In the early 20s, so-called 40-foot lots were accepted; in the 30s, 50-foot lots were considered a minimum standard; today no plats will be approved that contain lots of less than 7200 square feet. It is felt that crowding of buildings in the older sections of our American communities is one of the greatest causes of blight, and that there is little excuse for duplication of such crowding in the rural areas. It has been our general observation that when buildings are constructed with a fairly generous space of land around them, they are more likely to remain in private ownership, that there is a greater interest in the upkeep and maintenance of the property, and that the tendency to future blight is greatly reduced.

So-called metes and bounds platting was at one time one of the bugaboos of subdivision control. At the 1935 session of the Wisconsin Legislature a law was enacted which was quite effective in controlling metes and bounds subdividing. However the law it was possible to obtain at that date covered lots of $1\frac{1}{2}$ acres or less in size. Within the last year or two considerable difficulty has been encountered with subdivision of land by metes and bounds into lots larger than $1\frac{1}{2}$ acres, and some drastic steps to curb this practice, objectionable from the standpoint of community growth, are being considered.

While the above recites the experience of the County Planning Department with respect to the four main subdivisions that were undertaken at the inception of the department, many other tasks have from time to time been added. At the present time the department has prepared plans for and is in charge of about a million dollars worth of construction in connection with housing. The department does much work for other county departments, including the County Institutions. It has from time to time made studies relating to stream pollution, shore erosion, building codes, water supply, and the like. Plans have also been prepared and carried out by other county agencies, as for instance the Metropolitan sewerage system, and the airport planning.

When the department started, in 1924, I remember distinctly asking Mr. C. B. Whitnall, who was then Secretary of the Park Commission, "Just what are the things that should be undertaken, and what specific jobs are there to be done?" He told me there was so much to be done in the planning of Milwaukee County that it would be impossible to ever accomplish all that was necessary. Mr. Whitnall's words have been found very true, as, during nearly a quarter of a century of planning work, not only planning, but actually carrying out the plans that have

been prepared, the department has never been in a position where it could consider itself caught up with the work at hand.

What might be considered the motivating spirit or the philosophy of county planning as applied to Milwaukee County? I do not know that this has ever been defined, but my personal interpretation would be something like this:

Milwaukee is not blessed with great natural resources, such as coal and oil. The great forests of Wisconsin are practically gone. Milwaukee has a fine harbor on Lake Michigan, but as a port for the West it has competition from Chicago, Green Bay, Escanaba, and Duluth. The position of Milwaukee as a railroad center or a commercial center is not as strategic as that of Chicago, St. Louis, or Kansas City. Milwaukee is dependent upon its industries and, therefore, people who reside within the community are mainly those engaged in manufacturing and allied commerce. Since Milwaukee does lack natural resources and a strategic location in competition with other municipalities of the country, it is necessary to have some other asset to offset the lack of these natural advantages. One thing Milwaukee does provide is a good place in which to live and work. I believe that this is actually her greatest heritage. The best investment Milwaukee can make is to take advantage of this factor and continue to improve with parks, parkways, playgrounds, to keep the community clean and a place in which people will want to live, want to stay, want to work. If this is done, Milwaukee will not have to worry about competition in a competitive world. I feel that this has really been the motivating purpose back of the County Park Commission and the County Board in their efforts to plan and develop a better County of Milwaukee.

Just one observation by way of closing—the success of planning or its accomplishments is in large part dependent upon the continuity of such planning. It is not the occasional spurt that counts. Little is gained by the enthusiasm that causes the preparation of plans that only gather dust. It is the patient day-by-day consistent effort, providing for a continuity of planning and execution that really produces results.

Milwaukee County's Master Plan

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QUITE unlike the preparation of a master plan for a single municipality which has been granted very well-defined authority, jurisdiction, and operating procedures by state enabling legislation, was the assignment given the Milwaukee County Regional Planning Department, when in June, 1946, the department was instructed by the Milwaukee County Park Commission, acting as the Rural Planning Board, to prepare a master plan for the areas of Milwaukee County

beyond the limits of the City of Milwaukee. As you have been informed in the paper presented earlier by Mr. Elmer Krieger, Planner of the Board of Public Land Commissioners of the City of Milwaukee, a master plan for the corporate area of that municipality was submitted to the Board by the planning staff in January, 1946. The Regional Planning Department's specific task was to prepare a plan supplementing that of the City of Milwaukee for the remainder of the County's area.

In explanation, it may be stated here that the Regional Planning Department is the planning staff (and the technical staff) of the Milwaukee County Park Commission. The word "Regional" as used in the name of the department is, in a sense, a misnomer unless it be understood to designate Milwaukee County as a region in and by itself.

Legally, there was and is no overall planning agency with full jurisdiction to act within the area for which this plan was to be made. Four cities, six villages, and seven townships comprise the governmental units functioning in this area. In only one major activity did the county have complete legislative authority to prepare and adopt a plan embracing in the scope of its extent the two hundred and forty square miles of land area, which comprise the entire county. Parks, parkways, and playfields may be acquired, maintained, operated, and staffed by the County Park Commission. Sewage collection and disposal is, likewise, handled on a metropolitan basis by a Metropolitan Sewerage Commission. With these two exceptions, then, the various component elements normally studied and analyzed by any community in its preparation of a master plan were not within the jurisdictional authority granted to the planning agency of Milwaukee County for all of the areas beyond the City of Milwaukee. Contacts were made, however, with all of the municipalities and the map of the plan is a composite of the plans of these separate units, all having legal planning agencies, not all of which are, however, fully active, plus the map of the plan for the unincorporated areas or towns. In the unincorporated areas the County Park Commission and the staff of the Planning Department have always worked closely with the respective governing bodies, and it is in these areas that rather marked planning progress has been possible, because here there is joint jurisdiction with the guidance and direction originating in the technical staff of the department.

Included within the confines of the seven unincorporated towns live 59,492 persons, or 7.8 percent of the county's total population. In area, however, the cities and villages occupy but 72.4 square miles or approximately 30.9 percent of the gross area of Milwaukee County, with the balance or 69.1 percent lying in the unincorporated towns. Of the county's total area 43.4 square miles or 18.2 percent is occupied by the City of Milwaukee, which has a population of 587,472 (1940 census), or approximately 75.5 percent of the total population of the county. Consequently, a master plan for the areas beyond the confines of the largest

city was to be prepared for 81.8 percent of the gross area of the county and for 26.6 percent of its population.

Whether or not any similar attempt has been made in any metropolitan area of the United States by a planning agency with limited authority as to area and types of jurisdiction, to prepare a master plan embracing not only unincorporated but incorporated areas as well has not been determined. That the assignment was rather unique is evident. The efforts made to comply with the instructions given the department are an attempt at cooperation and coordination, with results yet to be observed. In their book *New City Patterns* the authors, Sanders & Rabuck, state, "If metropolitan planning is to wait until counties within metropolitan areas can be consolidated, or even until major structural alterations can be made in county governments to fit them to cope more satisfactorily with urban problems, there is scant hope for early accomplishments of planning objectives." In spite of the obvious accuracy of this statement Milwaukee County is endeavoring to proceed in its planning activities and to attain at least certain objectives without waiting for consolidation or changes in county government, or without waiting for the culmination of the lengthy legislative struggle which will result if and when request is made for a truly regional planning authority. Should the consolidation be effected or alterations be made in the form of government at some future date, the planning objectives which shall have been attained in the interim will have been worthwhile. Necessity demands working with the tools at hand until such time as new machinery and methods are made available.

Naturally, to cover all of the report on the master plan in a short time is impossible, as well as inadvisable. A few excerpts taken from the report will convey information as to the scope of the report, the present status of some of the basic elements covered by the report, and recommendations with respect thereto.

From Part I—Nature and Scope of the Problem:

What is a Master Plan?

A Master Plan is simply a coordinated comprehensive plan to guide the development of the community for the next several decades. It is different from an ordinary plan in that it brings together in one comprehensive plan individual project plans. It may be a broad statement of the community's needs for development, with the details left for enlargement by means of the preparation of plans for the individual component elements comprising the whole. It should not be inflexible, but rather subject to additions and corrections. Or, the master plan may be complete in all details with respect to its various component parts, comprising several volumes of printed matter.

How broad in scope is a Master Plan?

As broad as the community desires it to be. It may express the physical, the economic, the social, and the cultural aspects of the com-

munity life, or it may be limited to those aspects considered practical for the immediate purpose of the plan.

What aspects are being considered in this report on the Master Plan?

Principally the physical, but with some interweaving of the economic, social, or cultural aspects.

What are the individual elements of the plan to be considered?

(1) *Land Use*. Implemented by zoning, building inspection, subdivision control.

(2) *Transportation*. Major streets, secondary streets, mass transportation, rail, water, air transportation, automobile parking.

(3) *Public Services*. Water, sanitary sewers, sewage disposal, storm sewers, garbage, rubbish, and ash disposal.

(4) *Recreation*. Playgrounds, neighborhood parks, parkways, large parks or reservations.

(5) *Public Buildings*. The location of public buildings and grounds—stadiums, libraries, museums, memorials.

(6) *Appearance of Community*. Cleanliness, smoke control, billboards, street trees, roadsides.

(7) *Economics*. Capital expenditure, financing.

Why a Master Plan?

Politically viewed, the county area consists of a multiplicity of individual political entities, subdivisions, and taxing authorities, ranging from the largest city to the smallest rural school district; yet, economically considered, the county area and an area beyond the county limits embracing the metropolitan district function as a unit. Artificial boundaries marking municipal limits interfere not at all with the functioning of trade or industry. Traffic moves freely from one unit to another, crossing any political divisions in personal vehicles or in public conveyances. Freight is hauled by truck or rail without regard to whether or not the carrier is in this municipality or that. Utilities and communications recognize no lines of political separation. With similar disregard of boundaries must the major planning problems of the area be viewed and solved on a county-wide basis.

Recommendations as they apply to the component elements of the plan, particularly to that portion of the county lying beyond the corporate limits of the City of Milwaukee:

LAND USE

Residential Districts. Perhaps no one contributing factor in the composition of a metropolitan area has a greater influence in determining the character of the community than the nature of the residential neighborhoods which provide homes for inhabitants of the area. "Environment" is a word frequently used by sociologists and planners alike. Planners are particularly interested in providing good residential environment, for without it residents of a community are apt to be lacking

in civic pride, are apt to take a half-hearted interest in municipal affairs, and assume a helpless, hopeless, "Oh, what's the use?" attitude, and the neighborhood deteriorates, whether large or small. Homes must be protected, and they cannot be maintained as isolated units amidst confusion, traffic, business, or industrial encroachment. Life savings invested in residential structures should be stabilized. Only too recently has it been recognized and emphasized that a very valuable binding tie in residential areas is the neighborhood unit or cell, which re-awakens the friendly, neighborly spirit characteristic of Americans, which arouses groups to an awakened civic interest in local political affairs and problems. While not appearing on the map of the master plan, the formation of neighborhood units and communities above briefly described is now being studied for the residential areas presented on the map.

Local Business Districts. In this category have been placed such uses as local or retail businesses, personal service shops, recreational buildings, theaters, markets, bakeries, gasoline filling stations, mechanical garages, and numerous similar types of business carrying out a retail service to the customer, and not operating on a wholesale basis.

Recognizing the now well-known fact that the assigning of much of the frontage on major and secondary thoroughfares, often done because of insistent pressure by property owners and real estate speculators, was poor planning, recent reallocations throughout the country have tended to remove this property from its designation as local business to one of the various residential classifications. Sufficient studies have been made to furnish a guide as to the proper amount of frontage to be reasonably allocated for this use. This was recognized when the existing County Zoning Ordinance was prepared. However, the map of the master plan for the areas beyond the incorporated boundaries, presented herewith, shows a further reduction in several places in the amount of land proposed to be set aside for possible local business uses.

Industrial, Commercial and Light Manufacturing Districts. Metropolitan Milwaukee is essentially sustained by a large number of diversified industries. It is rather trite to state that without these industries and the sale of their manufactured products there would be no Milwaukee as we know it today. Milwaukee's favorable position on Lake Michigan, its present inner harbor, and its outer harbor possibilities render it an important center of commerce. Providing adequate areas for the physical expansion of industrial sites and its commercial institutions has been one of the concerns of county planning in allocating land uses. A study in 1926 of industrial sites occupied by established plants in Milwaukee County revealed that one square mile of land used for industrial or light manufacturing purposes supported a population of approximately 100,000 persons. In the draft of the original County Zoning Ordinance (1926) cognizance was given to the results of this survey and in the allocation of areas for industrial, light manufacturing,

and commercial usage areas were provided of sufficient magnitude to allow for estimated population growth. The extent of the areas zoned and used for these purposes in the City of Milwaukee and its suburbs was given full consideration at that time.

There has evolved over the last twenty years a change in the type of structure utilized by industry. The two-storied or multi-storied structures are being replaced by one-story buildings, because of economies in production line methods of operation. Large numbers of industrial employees now ride to work in private automobiles instead of public transit vehicles, thus requiring huge areas for automobile parking. It can be conservatively stated that industry today requires twice the ground area for a given number of employees that that same industry would have required for the same employment twenty years ago. Residential encroachment in several of the towns and the establishment of General Mitchell Field (airport) have removed from potential industrial use approximately ten quarter sections ($2\frac{1}{2}$ square miles) of land originally allocated to industrial use. This depletion of potential industrial acreage, plus the fact that industry now requires twice the area allotted at the time the county's land-use maps were first prepared, emphasizes the urgent necessity of providing additional acreage for this basic use.

Taking cognizance also of the fact that vacant industrial and light manufacturing property is now almost unattainable in the City of Milwaukee and its suburbs, the staff has recommended that greatly augmented lands be allocated to this use.

TRANSPORTATION

Major and Secondary Streets. In general, the provision of major thoroughfares in an east-and-west direction throughout Milwaukee County is relatively good, when it is considered that many such thoroughfares extend across the county practically from the lake to the west limits of the county.

Milwaukee County is also fortunate in having a very good system of radial highways extending outward from the City of Milwaukee, as is indicated on the map.

However, the county is sadly deficient in through north-and-south roads, and, except for Highway 100 near the west limits of the county, there is practically no continuous north-and-south road, similar to the east-and-west routes, or to the diagonals that radiate out from the center of the city. Milwaukee County is also deficient in what might be called cross-diagonals, or circumferentials, which in the north portion of the county would extend in a northeast-southwest direction, and in the south portion would extend in a northwest-southeast direction.

In 1926 the County Board of Supervisors, in cooperation with the town boards, adopted a system of major highways, establishing widths

of right-of-way varying from 90 feet to 160 feet within which buildings cannot be located. During the 21 years in which this ordinance has been in operation a pattern of wide highways has come into existence which will provide a good flexible highway system for the outlying districts. Some of the municipalities, as they have annexed territory, have continued to adhere to the widths so established.

Recommendation. Major thoroughfares vitally affect all municipalities of the county. To be really effective and render maximum service, such thoroughfares must have a continuity of conception and of execution that cannot be limited to plan or development within the boundaries of any one municipality.

The City of Milwaukee recently adopted a master plan, and shown on the map of the plan is a system of major highways. It is not the purpose of this report to discuss these major highways, except to recommend that they continue and extend throughout the remainder of the county. It is felt that the matter of thoroughfare connections will not present a very difficult problem, as the highways on the city's master plan, for the most part, already connect with the major highways in adjoining municipalities, and with the county system of major highways as laid out in 1926.

Recently the "Origin-Destination Traffic Survey of the Milwaukee Metropolitan Area" was submitted to the Common Council of the City of Milwaukee, and, in turn, has been referred to the various city departments, amongst others, the City Land Commission. This report recommends that the planning and development of express highways for the Milwaukee Metropolitan Area be approved and carried out. It is felt that express highways, with limited access, designed to divert through traffic from local streets, are logically the next step in the development of vehicular thoroughfares, just as highway development has followed the transition from the trail to the graded road, to the single-lane paved roadway, to the widened highway, to the highway with separated traffic lanes, and to the highway with parallel service roads.

The only comment presently offered with respect to the expressway plan is that there should be at least two expressways provided in a north-south direction, in addition to one running east-and-west, and that the westerly expressway should be located along 44th Street or Arnauld Avenue, where it is possible at the present time to obtain, for a portion of the route, right-of-way having expressway characteristics without a great expenditure of public funds. A bridge across the Menomonee River Valley, connecting Arnauld Avenue with Highland Avenue south of Washington Park, would serve both north-south and east-west expressway traffic. The construction of the westerly of the two north-south routes would not be an immediate necessity throughout its entire length, but right-of-way for such a route should be acquired to prevent en-

croachment by development. Of immediate importance is agreement on a route.

Expressways are of such significance to the metropolitan area that they should be considered from the broad viewpoint of service to the entire community.

Air Transportation. Present Status—Milwaukee County owns and operates General Mitchell Field, which is being expanded and developed. The County has also indicated its intention to acquire Curtiss Wright Field. Other flying fields, privately owned, within the county are the Brown Deer Field, and the Anderson Field south of Hales Corners.

Recommendations. It is recommended that the commercial ports be maintained in the south and southwest portions of the county to eliminate, insofar as possible, flying over the residential portions of the county inasmuch as most of the commercial flights will undoubtedly be south, east, and west, rather than north, because of the connections made in these directions with the more populated parts of the country.

This report recognizes the rapid development of aviation and its great potentialities. It is also, however, the opinion of the staff that the most important consideration for any community is the obligation of providing good living quarters for its inhabitants. Therefore, residential sections should be held, insofar as possible, entirely free from any disturbing influence, no matter what their nature. The most desirable aim of any community should be to maintain spacious, comfortable, wholesome residential neighborhoods of good substantial character, because, after all, the principal business of a community is the business of living. There are those who claim that the airplane will become as essential to public life as the automobile, and with such claim this report has no quarrel. It is felt, however, that with the development of airports in the outlying regions those who feel that they must live near an airport will find plenty of room to build homes in the vicinity of such ports, but that for any future for which plans can be made at this time the great majority of people will not own or operate airplanes, and that, therefore, those portions of the community in which a great majority of the people live and will continue to live should not be subject to disturbance by airplanes using ports too close to such communities.

It is the further recommendation of this report that in the acquisition of land for airports sufficient land or air rights be purchased or acquired in the approach zones around the airport to protect such zones from encroachment by adjoining uses, particularly structures whose heights are above those prescribed by the Airport Approach Standards established by the Civil Aeronautics Authority and shown in Drawing #672, published by that body under date of September 1, 1946. Too much reliance for protection to flying should not be placed upon zoning height restrictions in the neighborhood of the airport. It is very probable that during the course of years such restrictions will be declared invalid, in

part at least. Zoning has a specific purpose, but it should not be used indiscriminately. Zoning for height of areas surrounding airports, to a degree, constitutes zoning in reverse, as zoning has been known and established since its inception. To restrict the neighborhood by zoning for the benefit of airport use, rather than to follow the usual procedure of zoning for the protection of the neighborhood is questionable zoning practice. To a degree it may be said that zoning in the neighborhood of airports is for the promotion of the safety of the public using the airport, but the tendency of a recent court decision that has been rendered, namely, *U.S. v. Causby, et ux*, Supreme Court of the United States (May 27, 1946) 328 U.S. 256, Supreme Court Reporter 1062, indicates that too much faith should not be placed in this type of protection, but that limitations on the district around the airport for the benefit of the port should be maintained either by outright purchase of the adjoining lands or by purchase of air rights over these lands, at least to such a distance from the airport as may give reasonable safety against encroachment within the flying or approach zones.

Here is an opportunity to provide perpetual green belts or agricultural areas so often sought but not frequently attained because of acquisition difficulties.

PARKS AND RECREATION FACILITIES

Present Status. Each municipality provides its own playground program, functioning either on the playgrounds owned by the municipality or located within the parks comprising part of the County Park System. The Milwaukee County Park Commission has jurisdiction of the development of neighborhood parks, parkways, and the larger parks or reservations.

The map of the plan proposes many additional park acquisitions in the form of smaller parks, neighborhood parks, and areas for playfields. The expressed thought of the Park Commission is to favor the continued acquisition, development, construction, and operation of playgrounds and playlots by the boards of education in the respective municipal subdivisions of the county. Where acquisitions are proposed immediately adjacent to schools for playground and playlot purposes, such acquisition is not to be made by the County Park Commission. There is, however, an urgent need for the acquisition of additional small or neighborhood parks approximately similar in size and in facilities provided to Sherman Park.

An intensive study has been made by the department, in close cooperation with the planning staff of the Land Commission of the City of Milwaukee and the park and recreation boards of the several municipalities to determine locations and sizes of these neighborhood parks and larger playfields, as well as school playgrounds. This study has been made in compliance with a resolution dated February 16, 1946

(file 8889) and referred to the Park Commission by the Highway Committee. In this study the utilization of delinquent tax lands as possible sites was given full consideration, although other determining and influencing factors, such as population densities, present ratio of park land to population in the areas under study, distances to present parks and playfields, frequency of juvenile delinquency cases, assessed valuation, radii of influence of present and proposed park areas, were all carefully balanced and analyzed.

The total area of parks and parkways under jurisdiction of the County Park Commission is at present 5450 acres of land. Using the population estimate of November 1, 1946 (*Milwaukee Journal*) of 849,343 for Milwaukee County, a ratio of 6.42 acres of park land for each 1000 persons obtains at this time. An accepted national standard of 10 acres per 1000 persons indicates that additional progress must be made in park acquisition to approach this desirable goal.

Recommendation. It is recommended that the park and parkway system of the county be extended, as shown on the map, with acquisition of land along the lake shore and along the streams of the county to complete the gaps in the parkway system, and particularly with respect to the acquisition of neighborhood parks, as indicated on the map.

Recommendations with respect to action on the Master Plan.

(1) Inasmuch as under the statutes of the State of Wisconsin no provision is made for the preparation and adoption of a master plan embodying the major features shown on the map and discussed in this report, it is not recommended that the plan be adopted as a whole for the unincorporated areas by the Park Commission.

(2) It is recommended that the Commission, after study, adopt the park and parkway portion of the map as a master plan to serve as a guide for future acquisition.

(3) The major and secondary highways indicated on the map for the unincorporated areas of the county, with but few exceptions, have been adopted by official ordinance. No further action is deemed necessary.

(4) Land-use proposals for the unincorporated are as recommended for adoption by the County Board and respective towns, following proper action and hearings thereon.

(5) Recommendation is made that the planning commissions of the suburbs, after study and consideration, adopt those portions of the master plan pertaining to their respective communities, thus joining in the movement to effect an overall comprehensive plan for Milwaukee County.

(6) A reproduction in color of the map of the master plan for the county area covered by this report should be made and lithographed in sufficient quantities for widespread distribution for educational and publicity purposes.

(7) In addition to reproducing the map of the plan, by means of pamphlets and illustrated reports, familiarize the children in the schools with the details of the plan, and provide for a widespread distribution of the information to the citizens of the county.

(8) This master plan is in itself of little value if the powers possessed by the county and the respective municipalities are not utilized to effect a physical consummation of the several features shown on the plan. These powers include, among others:

- (a) Zoning.
- (b) Eminent Domain.
- (c) Adoption of a long-term improvement program recommending budgetary provisions of capital expenditures for master plan projects.
- (d) Subdivision control.

Acknowledgments

The American Planning and Civic Association acknowledges with appreciation the services of the presiding officers at the general sessions of the Citizens Conference on Planning. From our own Board, Major General U. S. Grant 3rd, *President*, and Harland Bartholomew, *Vice-President*, presided at the appropriate meetings. At other sessions, John C. Picton, City Plan Commission, Kansas City; Leslie Williams of American Transit Association, New York; Mayor Vincent J. Murphy of Newark, N. J.; Mayor C. J. Schloemer of West Bend, Wisconsin; Elmer Grootemaat, President of the Milwaukee Rotary Club; Harry G. Hoffman of Milwaukee; Stanley Jarz, Chairman, Milwaukee Board of Public Land Commissioners; Charles W. Eliot of Pasadena, California; and T. Ledyard Blakeman, Chief of the Bureau of Planning, New Jersey Department of Economic Development, Trenton, ably conducted the meetings.

The Association also extends thanks to the session speakers and members of round table panels who contributed the excellent articles and discussions contained in this ANNUAL.

The delegates who attended the conference will long have reason to remember the interesting arrangements made by the Milwaukee Sponsoring Committee and the Editor is glad to record their names here: Hon. John L. Bohn, Mayor of Milwaukee and Lawrence J. Timmerman, Chairman of the Milwaukee County Board, *Honorary Co-Chairmen*; Stanley E. Jarz, Chairman of the Board of Public Land Commissioners and C. R. Dineen, President of the Milwaukee County Board, *Honorary Co-Vice-Chairmen*; Clifford A. Randall of the 1948 Corporation, *General Chairman*; Lawrence E. Peterson and Alexander Eschweiler, *Vice-Chairmen*; Maynard W. Meyer, *Secretary*; and Marjorie

H. Laehr, *Publicity Secretary*. Committee Chairmen were as follows: *Finance*, Richard Herzfeld; *Reception and Registration* Donald Abert; *Attendance*, Harry G. Hoffman; *Exhibits*, Fitzhugh Scott, Jr.; *Publicity*, Howard L. Peck; *Tour of Milwaukee*, Eugene Howard; *General Arrangements*, Richard Herzfeld; *Membership*, Maynard W. Meyer; and without portfolio, Frank Casey of the 1948 Centennial Club, who, with Maynard Meyer, Secretary of the Sponsoring Committee, saw that everything moved in its appointed way.

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