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CITY PLANNING

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THE NATIONAL CONFERENCE ON CITY PLANNING



QUARTERLY
JANUARY 1930

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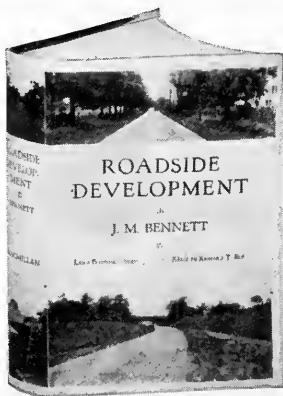
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AMERICAN CITY PLANNING INSTITUTE
NATIONAL CONFERENCE ON CITY PLANNING

QUARTERLY

Vol. VI

JANUARY, 1930

No. 1

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Courtesy of Fairchild Aerial Surveys, Inc.

DOWN-TOWN BOSTON — 1930

For explanation of key numbers, see end of article

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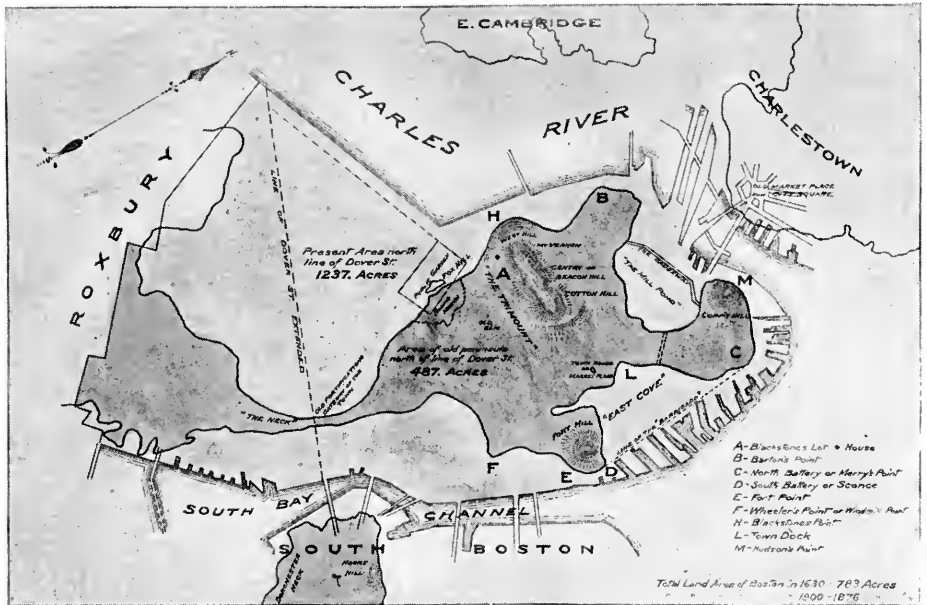
PLANNING FOR BOSTON—1630-1930

By ELISABETH M. HERLIHY
Secretary, Boston City Planning Board

A BIRTHDAY is always an event, be it in the lives of men or of municipalities, a sort of stopping place where one naturally halts to look back over the days preceding, sometimes with satisfaction, sometimes with regret, but invariably to the days ahead with hope eternal. Thirty years in the life of a human being is supposed to accomplish full maturity. Three hundred years in the life of a municipality should witness a fairly complete development of its potential resources, efficiency in public and private operations, and a safeguarded and contented citizenry.

Three hundred years ago Boston was unknown. To-day she stands ready to give an account of her stewardship as the Capital City of the Commonwealth. To her own children, the 800,000 men and women within the limits of her physical boundaries, Boston has been a devoted, indulgent parent. To her foster children, the million of men and women who live outside of the physical limits of the City of Boston, in the approximately forty surrounding cities and towns making up the Metropolitan District, very many of whom are dependent upon Boston for their commercial, industrial, educational, and social opportunities, Boston has been the essence of hospitality. This could not be otherwise. The very foundation stone of the City itself was laid in hospitality. It appears from history that the original settlement of Boston was accomplished in 1625 or 1626 by William Blackstone, a solitary,

bookish recluse who took up his residence somewhere on the west slope of Beacon Hill where he devoted his time to trading with the Indians, cultivating his garden, and watching the growth of some apple trees. In the course of a few years there came to him from a little colony located on the other side of the River, in Charlestown, rumors of sickness, grief, hunger, and particularly a lack of fresh water, which prompted Mr. Blackstone out of his greater



BOSTON IN 1630

Showing the frail hold of the peninsula upon the mainland

abundance to extend to them an invitation to abandon their original holdings and to share with him his acres and his excellent spring. Thus the birthright of the City of Boston was achieved, not as the result of war or power or might, but of hospitality generously extended and graciously accepted.

Starting with an approximate area of 750 acres, the first ten years showed the original sites of Chelsea, Winthrop, Revere, Braintree, Quincy, Randolph, Holbrook, Brookline, and East Boston granted to the smaller, yet already recognized, metropolis

The TOWN of BOSTON IN New England

Cap. John Somers

1722

Printed June 20,

Exported from a Copy of the original Survey
of the City of Boston, made by
WILLIAM BLISS, Surveyor of the City,
in the Year 1722.

Printed and Sold by J. Green, at the Sign of the
Anchor, in the City of Boston.

I have examined the above Plan and find it to be a
true Copy of the original Survey of the City of
Boston, made by WILLIAM BLISS, Surveyor of the
City, in the Year 1722.



Scale of 1/2 Mile.

BOSTON: NE. EXPLANATION.

- 1. *Parish Church* 1630
- 2. *St. James Church* 1630
- 3. *St. Andrew Church* 1630
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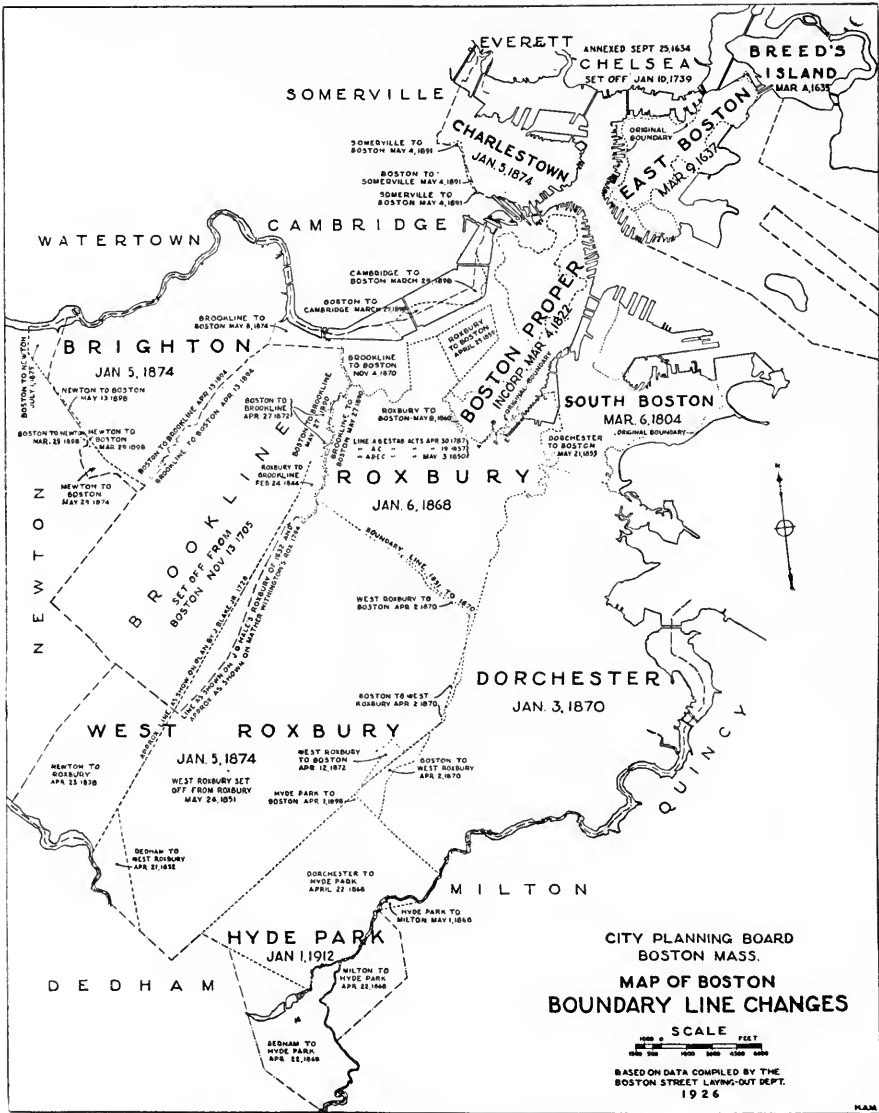
THE STREET PLAN OF 1722

of Boston, until the Boston Town Meeting in 1639 exercised jurisdiction over fully 43,000 acres of land or considerably more than it is even at the present day. The tide apparently turned soon after, however, East Boston only remaining permanently annexed, the other lands being disposed of by grant or by sale so that Boston on the occasion of its first official survey, ordered by the State in 1794 after a lapse of more than a century and a half, showed an area of 783 acres, or scarcely more than its original holdings.

Again the tide turned and the work of rehabilitation was begun. In fact the nineteenth might be recorded as the greatest of centuries as far as the City of Boston is concerned, for it was during that period that practically all of the great physical changes occurred. The annexation of South Boston took place in 1804; Roxbury in 1868; Dorchester in 1870; Charlestown, Brighton, and West Roxbury in 1874; and Hyde Park in 1912, until Boston is now a city of 30,598 acres, or forty times its original size.

This development has been by no means devoid of interest and at the same time not entirely devoid of design. In fact Boston may be said to have had its inception in City Planning principles, however much these may have been later overturned by the historic cow, for it is also recorded in history that in March, 1628-29, the Massachusetts Company in England engaged Thomas Graves, a skillful engineer of Kent, to go to New England in their interests and "lay out" a town. Arriving first in Salem, Mr. Graves soon moved, in company with about one hundred others, to Charlestown where he proceeded without delay to "model and lay out the form of the town with streets about the hill" providing for each inhabitant a two-acre lot to plant upon.

The South Boston section also developed as the result of deliberate design. Its area at the time of annexation in 1804 comprised approximately 560 acres of land, with a total population of 60 people. The annexation bill as adopted by the Legislature provided that the selectmen of Boston should be authorized to lay out such streets and lanes as in their judgment might be for the common benefit, although the Town was not obliged actually to complete the streets sooner than seemed expedient. A prominent surveyor was engaged to draw a plan, with instructions to have the



THE NINE COMMUNITIES COMPRISED WITHIN THE PHYSICAL LIMITS OF THE CITY OF BOSTON, named on the map are in black type

Neighboring municipalities under separate governmental control are shown above in light type

The dotted lines indicate the changes which have taken place in the boundaries of the different districts

streets run north and south, with cross streets east and west, varying from 50 to 80 feet in width. Thus the framework of the South Boston street plan was evolved requiring comparatively little as time went on beyond acceptance, construction, and maintenance to keep pace with local and general conditions.

During the years 1843-45 Robert Fleming Gourlay, a somewhat erratic but extremely imaginative thinker, submitted to the City authorities what might in effect be considered the first City Plan for Boston in the form of a collection of letters, notes, plans, etc., preceded by a short discussion of conditions in New York, and appearing under the caption "Plans for Beautifying New York and for Enlarging and Improving the City of Boston, being Studies to Illustrate the Science of City Building." Gourlay anticipated with surprising accuracy the growth of the city in population,—500,000 souls within fifty years, at least a million in a century,—and foresaw its expansion into the suburbs. In the isolated sections separated by farm lands and tidal marsh, Gourlay visualized the cities and towns now forming an uninterrupted great metropolis and argued for a Greater Boston with definite plans for the development of the different areas. He pleaded that the "Cradle of Liberty" might become also the Cradle of Arts and Science; that housing conditions might be improved; commercial opportunities developed; and beauty, cleanliness, and health promoted, until Boston should work out its potential destiny "as a city surpassing all others either in ancient or modern times." His request that his plans "be gravely considered and speedily acted upon" apparently fell upon deaf ears, although after a lapse of nearly one hundred years some of his recommendations appear less fanciful and extravagant than they were at the time proclaimed to be.

Still another project involving the application of City Planning principles is found in the development of the Back Bay. Prior to 1850 the population of the City of Boston and of the adjoining Town of Roxbury had grown to such an extent that the drainage from these communities into the tidal flat basin created by the building of a tide-mill dam on what is now the line of Beacon Street, had created a nuisance. Shortly after 1850 the Commonwealth undertook the reclamation of these flats as a measure of



BOSTON IN 1880

Showing how the city, having attained the age of 250 years, has outgrown its first proportions. Successive reclamation projects have been undertaken until not a foot of the original shore line remains.

sanitation. As the simplest method of procedure the State acquired title to the area by the right of eminent domain. The flats were filled and proper drainage provided. Suitable streets and public spaces were laid out. Certain portions of the lands were granted by the Commonwealth to educational institutions and the remaining lots were sold to private parties. The reclamation of this considerable area—in excess of 1000 acres—was of benefit not only to the inhabitants of Boston and the neighboring communities in the abolition of a nuisance, but the net result financially was a substantial profit to the State. Its contribution to the physical plan of the city was a well devised sectional street lay-out with broad thoroughfares running east and west and cross streets north and south, fitting in with and affording a marked contrast to the disordered arrangement of the street system in adjacent sections.

A noteworthy attempt, not only to keep pace with the rapid growth in area and corresponding increase in population and activity in the City of Boston, but also to provide a plan in advance of occupancy as far as possible, is found in the work of the Board of Survey created by Legislative Act in 1891 and continuing until 1895, with authority to devise a scheme of streets for the entire city to be adopted as a basis for all future street improvements. Considerable work of a comprehensive nature was accomplished by this Board, including a topographical survey covering a large part of the suburban districts. With this as a foundation, street lines were laid down, which while having no actual continuing force, have nevertheless had a permanent value in that they have indicated a definite program for the development of the residential sections. Unfortunately the original survey was never extended to cover the business section of the city, nor those outlying portions not included in the original study, with the result that street plans adopted in these sections have not had the benefit of the same scientific basis.

The net result of all these efforts has been that while much work has been done, the benefits derived—in the words of the Boston Transit Commission—“have not seemed upon the whole proportionate to the expense incurred for the reason that the attacks have in great part been isolated both in time and place

instead of combined and continuous and guided by a similar and clearly defined policy." Mr. Harland Bartholomew of St. Louis is authority for the statement that Boston previous to 1900 had spent more than \$40,000,000 in straightening and widening streets in Boston. The Boston Chamber of Commerce in a recent bulletin declared that in the ten-year period from 1920 to 1929 inclusive, a total amount of \$45,283,845 had been authorized by the State or City for expenditure on major highway development in and to be paid for by the City of Boston. Arithmetically this means that since its incorporation as a City in 1822, Boston has spent more than a billion dollars on its street system without any definite program in mind. Much of the work has been admirably done. All of it might have been accomplished to greater purpose if it had been accompanied by a carefully considered comprehensive plan based upon present conditions and future requirements.

Such a plan is in preparation at the present time, being developed by the Boston City Planning Board, under the direction of Mr. Robert Whitten, City Planning Consultant, of New York, with the assistance of Mr. Arthur C. Comey of Cambridge. This study has for its purpose the preparation of a complete plan of main traffic arteries to take care not only of present but of probable future needs, for an approximate period of a quarter century or more. In coöperation with the Mayor's Street Traffic Survey and the Division of Metropolitan Planning, an unusually complete traffic analysis and forecast has been prepared, including the determination of the origin and destination of vehicles, the volume and distribution of traffic, and a forecast of future traffic growth. Every project included in the "Thorofare Plan" has been carefully investigated to determine whether the resulting economic savings are at least equal to the cost. Every project has also been considered with reference to its relative urgency and assigned to its proper place in a construction program extending over a period of years. This report, which is the first attempt that has been made since the Board of Survey recommendations thirty-five years ago to develop a really comprehensive plan for a system of main

thoroughfares, is now nearing completion and will to a certain extent at least stand as the offering of the City Planning Board to the City of Boston on its three-hundredth birthday.

With the principles of zoning, Boston has been familiar from the early days. The first session of the Legislature of Massachusetts under the first Royal Governor passed a Use Zoning measure in Province Laws, 1692, Chapter 32. It is perpetuated on the statute books to-day as Chapter 111, Section 143, of the General Laws, to the effect that:

Boards of health may from time to time assign certain places for the exercise of any trade or employment which is a nuisance or hurtful to the inhabitants, injurious to their estates, dangerous to the public health, or is attended by noisome and injurious odors, and may prohibit the exercise thereof within the limits of the town or in places not so assigned.

An interesting illustration of the application of the set-back principle of zoning is found in connection with a private reclamation project in 1804 by means of which about nine acres of land available for building purposes was added to the area of the town. The agreement of the owners to build no structure less than ten feet from the line of the street is believed to be the first instance of a restriction upon real estate in Boston which had for its object the symmetry and appearance of a street when fully built upon.

The heights of buildings law adopted in 1904 dividing the City into two districts, A and B, with height limitations of 125 feet and 80 feet respectively, was one of the first attempts made in this country to restrict in a comprehensive way the heights of buildings in any municipality. This law with slight amendments continued in effect until 1923, when the maximum height limit in the business section, or District A, was raised to 155 feet.

In the meantime, the preparation of a comprehensive Zoning Plan was undertaken by the City Planning Board and enacted into law as Chapter 488 of the Acts of 1924. This, in the opinion of the Courts, eliminated Districts A and B as territorial divisions regulating heights of buildings and put the entire burden upon the provisions of the Zoning Law, except in those cases where special legislation has been enacted for a specific purpose, such as the areas in the vicinity of the State House and of Copley Square.



Courtesy of Fairchild Aerial Surveys, Inc.

BOSTON'S MUNICIPAL AIRPORT

Jeffries' Point, East Boston, in the foreground; Winthrop in the distance
Administration and Control Building; 5 commercial hangars; 2 Army hangars; 2 Massachusetts National Guard hangars

The next important step in building height regulation was adopted in the year 1928 providing that on a lot on which a building 155 feet in height is permitted, part of a building or structure may exceed such height provided the volume does not exceed the number of square feet of buildable area multiplied by 155 feet, and provided further that every part of such building or structure above a height equal to $2\frac{1}{2}$ times the effective width of the street but not exceeding 125 feet, shall set back from every street and lot line one foot for each $2\frac{1}{2}$ feet of additional height, thus permitting a pyramidal type of building without adding to the street congestion in the vicinity or detracting from the light and air of the adjoining buildings.

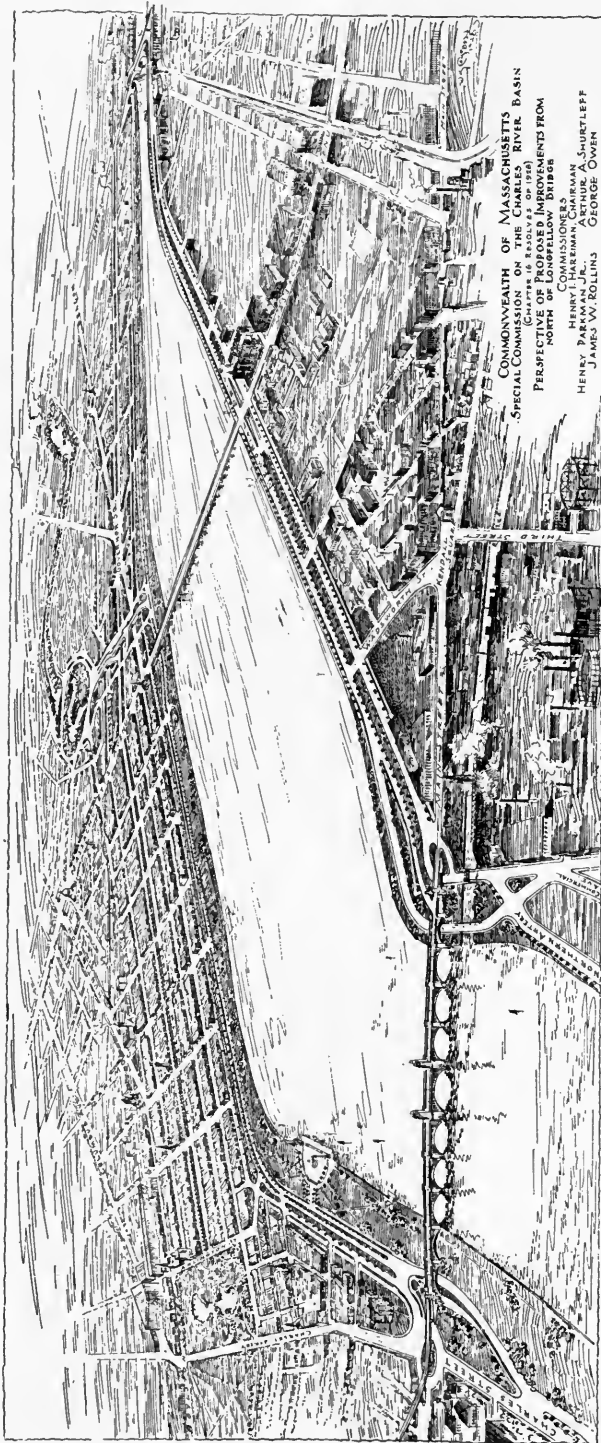
Boston's airport was created by an Act of the Massachusetts Legislature seven years ago. It was originally leased to the Army for operation and control but was transferred to the City of Boston in 1928 for development as a municipal airport. It is located on filled land in the East Boston section of the city, a mile and a half from the center of the downtown business district with which it is connected, in addition to somewhat indirect street approaches, by a rapid transit tunnel under the harbor, by a passenger ferry, and by two ferries for vehicles and pedestrians. To these will be added a vehicular tunnel authorized by the Legislature of 1929.

The development of Boston's park and playground system would be a story in itself. Boston has been fortunate in having had from the beginning the advice and assistance of men of outstanding ability,—Olmsted, Eliot, and Shurtleff, names to conjure with,—in developing a recreational system which is a source of never-ending joy to the community. The same is true of the Health Department which had, in combination with the Building Department, long before the Zoning Law came into being with its direct application to the health, safety, convenience, and welfare of the people, waged a consistent battle against overcrowding in rooms and on the land, and for proper air and light and sunshine throughout the more crowded residential areas. In addition, the munificence of a former citizen, Mr. George Robert White, has made possible the recent development of a series of modern, well equipped, and carefully located Health Units which are carrying on a remarkable campaign in health education in the various districts.

Much remains to be done, of course. Not until the millennium can perfection be hoped for, if ever, but in many ways the future of Boston is secure. It has an official City Planning Board which has commanded the services of the most able men and women in the community, contributing to their native city an unpaid and an unpayable service; it has a Main Thoroughfare Plan in practically completed form, worked out in the most painstaking manner under the direction of able city planning consultants; it has an official Zoning Plan, adopted in 1924 and being efficiently administered through the Building Commissioner, the Board of Appeal, and the Board of Zoning Adjustment; it has a municipal airport well equipped, conveniently located, and under able administration; it has zealous and devoted officials in every phase of municipal activity whose labors are constantly directed toward improving the living and working conditions of the people; it has most of all a grateful and contented citizenry who are anxious to lay at the feet of their municipal Alma Mater on her three-hundredth birthday an expression of their greetings, loyalty, and most devoted homage. In their name,—may she have many happy returns!

EXPLANATION OF KEY NUMBERS APPEARING ON FRONTISPIECE

1. U. S. Custom House. Erected 1910-15. Height 495 ft., 30 stories.
2. Site of Federal Building housing Central Post Office and Federal departments. The old building demolished and a new building about to be constructed.
3. State House and Boston Common. Beacon Street passes directly in front of the State House. On the hill sloping to the left, Boston's first settler, William Blackstone, took up his solitary abode.
4. Bunker Hill Monument, Charlestown District. This is the section originally "laid out" by direction of the Massachusetts Company in England.
5. Charles River Dam and Viaduct Bridge, between Boston and Cambridge.
6. City Hall. Present building dedicated in 1865.
7. Fort Hill Square. Site of Fort Hill, 80 ft. high, leveled in 1866-72. First fort erected in 1632 and fortifications maintained until after the close of the Revolution.
8. Copp's Hill, North End, near the point where the first boat-load of Colonists set foot upon the shores of Boston. In this section, also, is found Christ Church, from the steeple of which the signal lanterns were hung in 1775; also the home of Paul Revere.
9. North Station Development, including 17-story hotel (left), Boston and Maine R. R. Station, Auditorium, and office building (right). The completion of this project will add nearly 40 acres of made land to the district. The City has cooperated by widening and extending Nashua Street along the waterfront to connect with the Viaduct Bridge (Fig. 5).
10. Boston's first pyramidal building, 290 ft. in height, 24 stories.
11. Faneuil Hall, the "Cradle of Liberty."



From Special Report on Charles River Basin, 1929

PLAN FOR IMPROVEMENT OF CHARLES RIVER BASIN

This plan as executed will not include the roadway back of Beacon Street or in the neighborhood of Bay State Road, and other minor details will be omitted. As a whole the plan will (in other respects) be carried out in the future about as shown.

BOSTON METROPOLITAN PLANNING

By ARTHUR A. SHURTLEFF

Adviser to the Metropolitan District Commission
President, American Society of Landscape Architects

THE present activity in the planning of the highways of the six hundred square miles of Metropolitan Boston was preceded by at least a half century of deliberate unwillingness to plan. Doubtless this unwillingness will be understood with difficulty in coming years by the new citizens, but by the men of the past this state of mind was considered reasonable and "practical." These men feared that planning might entangle them in the cost of unnecessarily undertaking the work itself. They had seen the population increase and the industries and the commerce thrive without foresighted planning. They took for granted continued good fortune and they dreaded moreover to interfere with individual freedom to proceed by familiar haphazard methods. They were skeptical of the disinterestedness of planners at home and they suspected outside planners of being visionary. They were unwilling, consequently, to appropriate money for making investigations and for planning upon the basis of known facts and reasonable predictions.

Previous to that time during two hundred years, planning, except for military purposes, did not enter the public consciousness even as a possible need. In this great area of growing villages, towns, and young cities, many hundreds of miles of public highway had been built during those years at the cost of many millions of dollars. This work was carried out to meet the local immediate needs of the twenty-five or more politically separate communities, and with little or no thought of the combined needs of the whole group of communities considered as a sensitive unit.

About seventy-five years ago each of these separate communities arranged for its own water-supply, locally derived, and also arranged for the discharge of its sewage into local brooks, ponds, small rivers, or upon the near seashore. Independently of one another these communities also acquired land for local parks.

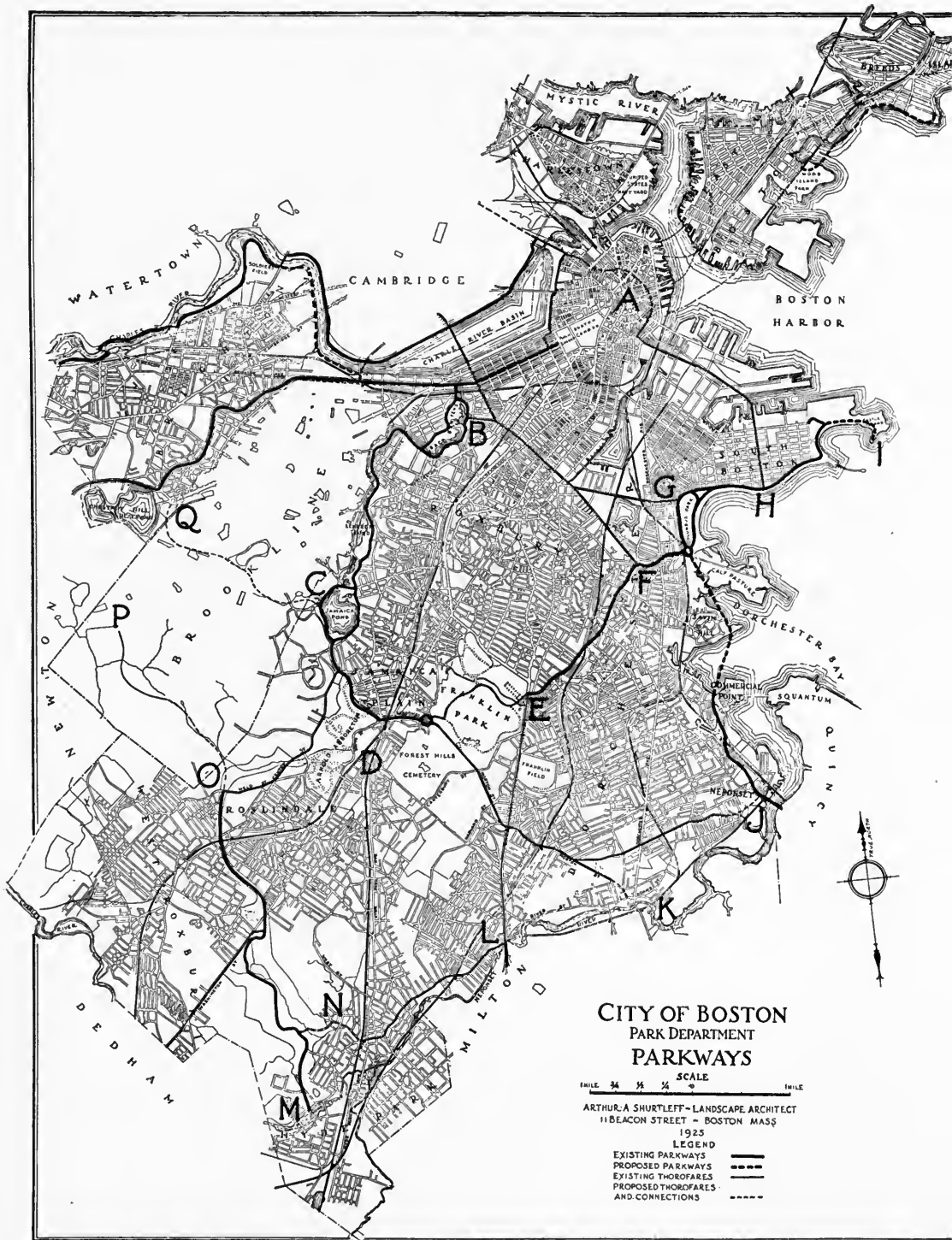
Quite naturally, though almost wholly unexpectedly, the high death rate arising from the uncoördinated water-supplies and sewer systems soon brought a halt to the local hand-to-mouth methods of securing water and disposing of the waste. That halt was followed automatically by the construction of a Metropolitan supply of waterworks, paid for by levies on all the communities (aided by the State) and administered by a commission representing the communities and the State. A system of trunk sewers followed this work, but under a separate Metropolitan Commission. Somewhat less automatically, but nevertheless under the pressure of a compelling necessity, a special Metropolitan Park Commission in 1892 began the creation of the present system of extensive public reservations along the rivers, seashores, marshes, and hills of the District. Though the purpose of these acquisitions was chiefly for recreative use, sanitary needs, especially along streams, forced the community to acquire extensive lowlands. As a result the Metropolitan District Parks, in combination with the local parks of Boston and surrounding towns, formed a group of open spaces noteworthy in beauty.

The interest of the rapidly growing community in pleasure-driving by horse-drawn vehicles brought about the development of a system of winding parkways leading more or less radially along the rivers and along the shore parks to the great outlying hill reservations. Then came the heyday of the electric street railway on public highways and on parkways. The automobile era, which was destined to make a revolution in transportation, followed on the heels of the trolley car period. The new parkways, the few State highways, and the thirty-nine more or less disjointed systems of local streets could not, of course, accommodate the swarms of motor vehicles when they reached a point of traffic domination. Consequently the communities, under State legislation and with State aid, created special commissions to investigate the whole subject of Metropolitan transportation, and finally, through the Metropolitan Planning Division of the Metropolitan District Commission, the communities began the systematic planning and construction of transportation works of evident need, including highways and rapid transit lines, the latter usually built through the



Courtesy of Arthur A. Shurtleff

NEW TYPE OF PARKWAY, BOSTON
Double Roadway, Fens. September, 1928



Courtesy of Boston Park Department

coöperation of special boards and railway companies. The activities of the Planning Division are described fully in the accompanying article by Mr. Henry I. Harriman, Director of the Division.

The traffic relief measures which were carried out by the Boston Park Department, by the City of Boston Highway Department, by the Metropolitan Park Commission, and by the State Highway Commission, cannot be overestimated in importance. These organizations took the motor traffic problem in hand at an early moment within the boundaries of their jurisdiction and showed an understanding grasp of the size and complexity of the whole problem. The works actually carried out by these organizations showed to the public the feasibility of solving the new traffic problems by means of new methods, and indicated also the pressing importance of an extension of such methods upon coördinated lines throughout the whole Metropolitan area.

Although the Boston Metropolitan District was one of the first areas of great size in America to be planned as a region, this planning was undertaken not as an ideal preceding necessity, but as an urgent requirement forced upon the community by necessity of a most compelling kind. Metropolitan Boston is now ready to plan upon a large comprehensive scale, as is shown by legislation requiring extensive research and planning and also shown by the large appropriations for transit and highway improvements authorized by the Commonwealth. The lethargy of a half century ago relating to highways and rapid transit has been replaced by an active interest in planning to accommodate future growth, both with the purpose to secure convenience and to save cost in the long run.

The layout of the plant is the most determinative factor in the efficiency of and the cost of operating the plant. That is equally true of the efficiency and cost of operating a city—and by "cost" I mean not merely the cost in terms of expenditures through the hands of officials, but the costs of living, working and playing in that city, and it is more determined by the layout of the plan of the city than by any other single factor. And in so far as we control and regulate, with some degree of intelligence, the plan of the physical development, so we will contribute that most vital factor in the general economy and efficiency of the community.—ALFRED BETTMAN, from address at Roundtable Conference on Modern Planning and Financing of Cities, Chamber of Commerce of the United States.

THE DIVISION OF METROPOLITAN PLANNING, BOSTON

By HENRY I. HARRIMAN

President, Boston Chamber of Commerce

Formerly Chairman, Division of Metropolitan Planning

THE Metropolitan District of Boston includes forty-three separate cities and towns* with an aggregate population of about 1,800,000 people, of whom less than half actually reside within the corporate limits of the City of Boston.

From time to time proposals have been made for the consolidation of these various cities and towns into one large municipality, but the people of the Metropolitan District have thought it wise to maintain the political entity of their respective cities and towns. By so doing it has been their feeling that the people of the District would come in closer touch with their city and town governments.

While Metropolitan Boston is thus made up of a large number of political units, it is universally recognized that the District constitutes an integral economic and business unit and that there are of necessity many functions of government which can better be performed as a unit than by the individual cities and towns. For this reason we have a Metropolitan water system, a Metropolitan sewer system, a Metropolitan park system, and finally a Metropolitan Planning Board.

It is quite probable that from time to time it will be decided that other functions of government can best be carried out by the cities and towns as a whole rather than individually. Indeed suggestions have been made that the rapid transit system of the District be controlled by a transit district and that the burden of financing rapid transit extensions be not placed entirely on the shoulders of the City of Boston.

It would also be very desirable to have the census recognize the essential unity of the Metropolitan District and thus give the Boston District its true rank of fourth place among the great centers of population in this country.

*This number comprises those in the District over which the Metropolitan Planning Division has jurisdiction and includes municipalities in both Metropolitan Park and Sewer Districts.

The Division itself is made up of seven members, three of whom are appointed by the Governor for a term of five years, and one appointed by the head of each of the following departments, to wit, the Department of Public Works, the Department of Public Utilities, the Metropolitan District Commission, and the Transit Department of the City of Boston.

The Board as thus constituted comprises members who represent the public at large and members who come to the Division with the knowledge and experience of the Departments that are most definitely connected with the work of the Division. It should be noted at the start that the work of the Division is purely a work of planning and of recommendation to the legislature and to the cities and towns of the District. The Division does not execute any of the projects which it recommends.

The work naturally divides itself into three subdivisions: one dealing with rapid transit, one dealing with highways, and one with water routes.

The Division has from time to time made recommendations for rapid transit extensions, and one such extension has been authorized by the legislature, subject to acceptance by the Directors of the Elevated, to wit, an extension under Governor Square. There are other important rapid transit extensions which should be made, and the Division has submitted to the legislature a comprehensive report dealing with that matter and recommending that two new rapid transit routes be established: one running from North Cambridge through Somerville and Lechmere Square to the North Station and thence by Bowdoin Square, Park Square, and Boylston Street out Commonwealth Avenue to the Brighton District. The second suggested route would include the East Boston Tunnel and extend it through the Tremont Street Subway to Broadway and thence out parallel to the New Haven tracks and Huntington Avenue to or near Brookline Village.

The Division regards its highway work as one of its most important functions. Because of the number of political units constituting the District there has not in the past been good coordination in the construction of through highways. The Division as a first step has completed an accurate map showing all of the

streets and highways of the District. This map is invaluable, not only in connection with the work of the Division, but for general use in the District. Arrangements have been made for the publication of the map and its distribution to the general public.

The Division is now working upon a comprehensive highway plan of the District. No endeavor will of course be made to study all of the street requirements of the District but the plan when completed will show the through highways, both radial and circumferential, which it is felt will be required for the next fifteen or twenty years. This plan will be published during the present calendar year.

Much important work has been done since the Division was organized. Among the projects recommended or favored by the Division are such highways as the Northern Artery, the Southern Artery, the Old Colony Boulevard, the Cottage Farm Bridge and its connections, the West Roxbury Parkway, the recently completed highway south of the Blue Hills, the widening of Main Street and Broadway in Cambridge, the extension of the Alewife Brook Parkway, the Charles River Basin improvement, and a host of other projects of great use to the District.

The Division also considers one of its most important functions the coördination of the work of the various towns through conference with city and town officials. Much important repaving and reconstruction of streets has thus been accomplished.

The Metropolitan District of Boston is one of the most attractive city districts in the country. It contains many historic locations. It has many beautiful public and private buildings. It has the finest park system in America and it is making rapid strides in the development of its highway and parkway systems into a coördinated road system of the highest character.

CITY PLANNING IN POLAND

By WACLAW WRZESIEN

Assistant Engineer, The Roland Park Company, Baltimore, Md.

WHEN Poland regained her independence after over a hundred years of subjugation, the question of proper planning of cities and towns had been given attention to a certain degree in the former German provinces (Posnania, Pomerania, and Silesia), where the growth of towns and cities was regulated by law (the Prussian act of July 2, 1875, amended by the Prussian Housing Law in 1918). In the former Austrian province (Galicia) city planning was only at an early stage of development, whereas in the part of Poland under Russian rule most of the cities possessed neither city plans nor topographical surveys.

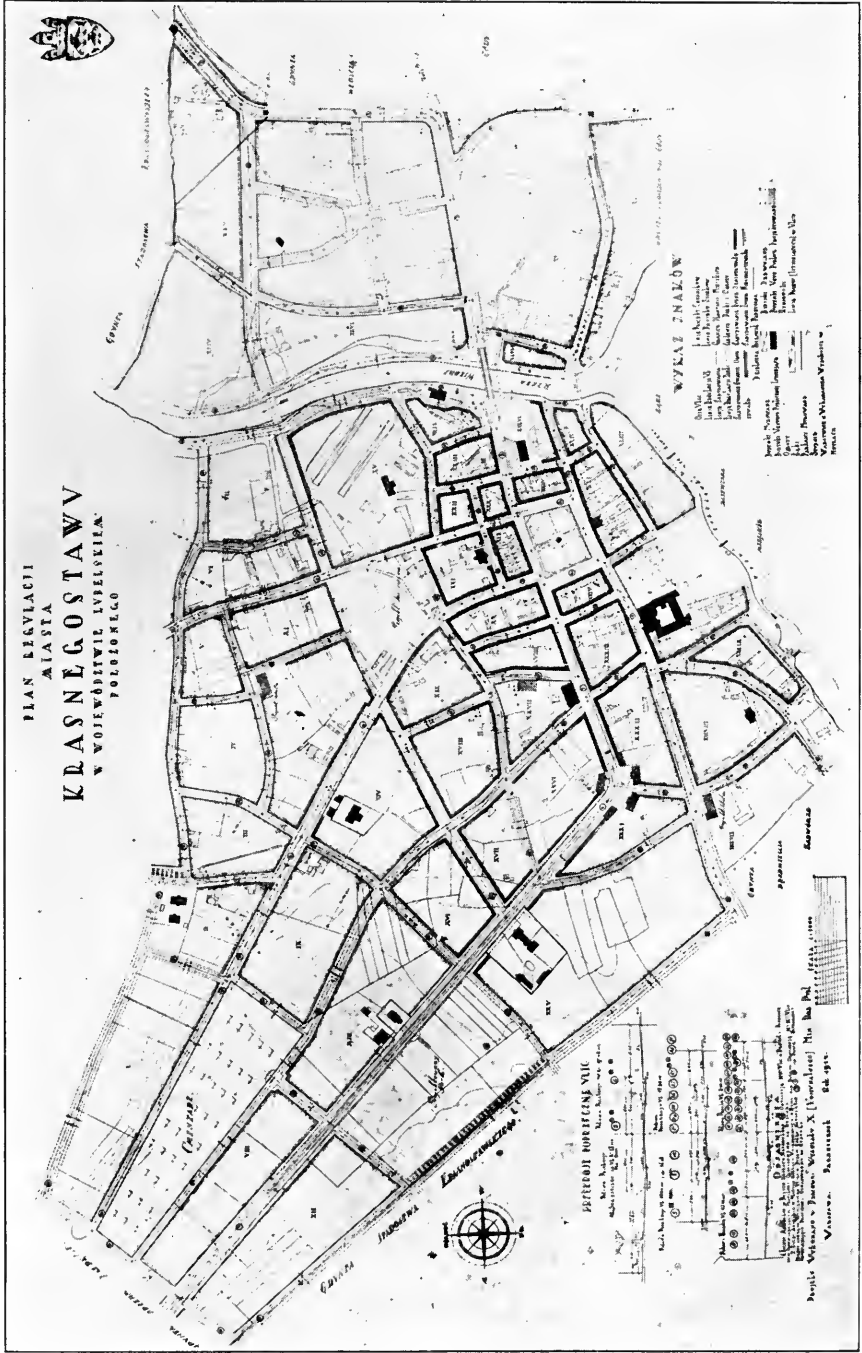
During the period of German occupation regulations were issued in view of bettering conditions of development of cities, but without any concrete results.

When the World War came the Polish territories became a scene of warfare and suffered enormous losses in buildings. Many towns were partially or completely destroyed. After the war one of the principal problems to be considered by the Polish Government was, therefore, that of the reconstruction of ruined towns and, in connection with this, the preparation of city plans for this work.

The activities of the Polish Ministry of Public Works were of particular importance in this respect.* Due to the fact that the local authorities in many of the destroyed towns did not have experience in handling the problems in connection with the planning of their towns, the Ministry of Public Works undertook the preparation of plans for a number of such towns.

In regard to towns which did not suffer from war devastation, the problem of their replanning was given over to the local governments, but even in these instances the initiative came from the Ministry of Public Works, which in some cases made use of its

*Information relating to the work done by the Polish Ministry of Public Works was kindly furnished to the writer by Mr. Joseph Kania, Director of the City Planning Division of the above Ministry.

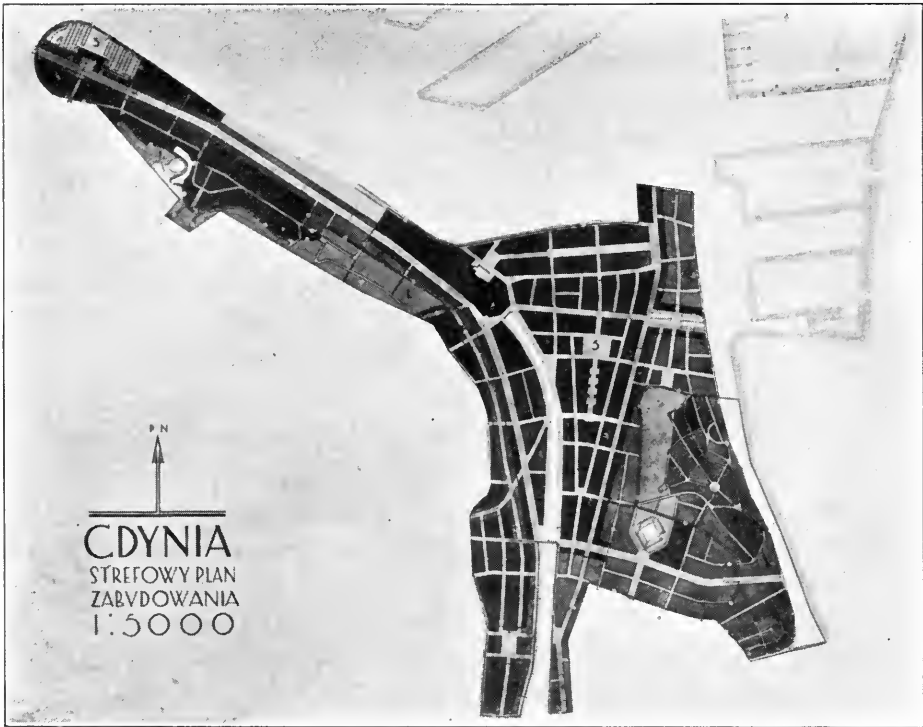


“BUILDING PLAN” FOR THE TOWN OF KRASNYSTAW PREPARED BY THE CITY PLANNING DIVISION OF THE POLISH MINISTRY OF PUBLIC WORKS

Krasnystaw is a town located in the county of Lublin. Population about 6,000. Note the typical cross-sections of all main thoroughfares and residential streets.

rights to compel the local authorities to prepare plans, giving them at the same time technical advice and financial help in the form of loans and subsidies.

For the districts where separate towns are closely interrelated and have common interests, like the coal district of Zaglebie, or the manufacturing district of Lodz, steps were taken toward the preparation of regional plans.



ZONING PLAN FOR PART OF THE TOWN OF GDYNIA

This entirely new town was planned by the Polish Ministry of Public Works and is being built under its strict supervision.

Working out plans for the Government health resorts is one of the many problems that are given considerable attention by the Ministry of Public Works.

The Polish Government stresses particularly the proper development of the seashore. Since 1920 several commissions have studied the existing conditions and future needs in order to gather data for a comprehensive plan. Of special interest in this respect

is the port of Gdynia, which from a small fishing village grew in a comparatively short time to a modern seaport and town with a population of over 20,000 inhabitants. The plans for this entirely new town were prepared by the Ministry of Public Works and are executed under its strict supervision.

The legal basis for all the above work is the City Planning and Housing Law of February 16, 1928, a decree issued by the President of the Republic. Under this law the following communities are required to prepare "building" plans: (a) Cities and towns, (b) Health resorts, and (c) Farming and industrial settlements consisting of at least 10 houses.

The need of scientific planning is being realized by town authorities which invite city planners to take part in competitions on town plans. Prizes are given for the best plans which serve as a basis for the preparation of comprehensive town planning schemes.

The master plan for the City of Warsaw, the capital of Poland, has been recently completed by the Bureau of Plans and Surveys of that city after several years of studies. A number of prominent Polish city planners were consulted on various phases of the plan and a report was published, containing the results of investigations and recommendations relating to the traffic, transportation, parks and recreation areas, housing and zoning regulations, etc. A regional plan for the Warsaw Metropolitan District is contemplated in the near future.

There is in Poland a "Society of Polish Urbanists" (City Planners), a technical organization corresponding to the American City Planning Institute, with its headquarters at Koszykowa Street No. 55, Warsaw. This association has been actively interested in the promotion of town planning and its members are often called by town authorities to give their advice on town planning schemes.

The Departments of City Planning at two Politechnics, in Warsaw and Lwow, are training students in problems of urbanism.

In the past few years a number of books and pamphlets were published in Poland dealing with town planning problems. A series of articles in the newspapers on this subject, which appear at frequent intervals, seems to indicate that the Polish people realize the importance of scientific planning.

BIBLIOGRAPHY ON CITY PLANNING IN POLISH

The following short list of books and periodicals on the subject of city planning contains only the more important works which will be of interest to the student of city planning.

A. Books:

1. Ignacy Drexler. "Odbudowanie wsi i miast na ziemi naszej", Zakład Nar. Im. Ossolińskich, Lwów, Warszawa, Kraków, 1921.
2. Artur Kuhnel. "Zasady budowy miast małych i miasteczek", Księgarnia Polska Bernarda Polonieckiego, Lwów, 1918.
3. Roman Feliński. "Budowa, miast", Księgarnia Gubrynowicza, i Syna Lwów, 1916.
4. Dr. Józef Polak. "Wykład higieny miast", Warszawa, 1908:
5. Ignacy Drexler. "Miasta Ogrodowe", Lwów, 1920.

B. Periodicals:

1. "Architektura i Budownictwo", Warszawa. A monthly published in Warsaw, partly devoted to the discussion of various phases of city planning problems.
2. "Osiedle", Warszawa. The first number of this quarterly which is entirely devoted to the planning of residential developments, appeared in April, 1929.

We have entered a period of planning; the increasing scale on which human activities are being organised, and new methods of communication and locomotion, tend to make city boundaries seem less important, and to stimulate planning over wider regions. So much are men's lives becoming conditioned by influences and organisations beyond the power of individual control, that wise planning, far from being left as a restriction on the liberty and opportunities of the individual, is becoming recognised as his only protection. For through planning alone can there be allotted a sphere within which the individual can move, and his enterprises can be exercised for the general benefit, with a reasonable degree of liberty.—RAYMOND UNWIN *in paper before The Royal Sanitary Institute.*

EDITORIAL

PUBLIC WORKS ACCORDING TO PLAN

President Hoover's message to the governors of the forty-eight states, urging the promotion of public works to relieve the economic situation, calls vividly to our attention the need for all public officials and officers of public service corporations to cooperate in constructing improvements as far as possible *according to comprehensive plans*. The President has repeatedly urged the making of far-sighted plans by public bodies. Now is the time for the Federal Government, and for state, municipal, and county authorities to avoid future waste by pursuing sound plans already adopted or formulated, or to proceed to plan so that any improvement will inevitably be considered in relation to other factors vital in the whole development of state, region, county, or town.

AIRPORTS

We are very glad to publish in this number a paper given by Colonel Grant before the Municipal Airport Conference of The American Road Builders Association in Washington last October. The subject is an exceedingly important and immediate one. We do not find ourselves in accord with Colonel Grant's conclusions, but we do not believe that our own wisdom covers everything that is to be known, and we hope that this paper will stir up a general discussion which will make us all wiser than we now are.

In order to initiate such a discussion, we will here state briefly what we now believe:

(1) Aviation is primarily a form of transportation and not a form of recreation.

(2) The responsible management of an enterprise should be in the hands of those having experience and knowledge of its primary aims and broad relations, rather than in the hands of those who are familiar with certain of the materials used or methods of upkeep employed, particularly if this knowledge of material has been acquired from another and inevitably conflicting point of view. (For instance, no one expects the park commissioner to take the place of the highway engineer because many highways have grass strips on them planted with trees.)

(3) It is no new thing that the open spaces in parks should be looked upon as a fair field for utilization by anything which needs an open space,—be it an armory, a school, a fairground or any of the thousand things, good in themselves but not good for parks, which might be so placed.

(4) If the final result should be that airports, run by men trained primarily to understand airports, should be located near parks as additional open areas not detracting or subtracting from the parks, there would seem to be no reason why such treatment of turf and trees and road surfaces as are needed for airport purposes in the airport could not be carried out by the park board, thus relieving the airport management of keeping up a special force for this purpose.

(5) Without doubt, park superintendents can be found with the broad view and executive ability necessary to carry on an airport in addition to their park responsibilities, but we believe that such men are few, and that just as many and presumably more could be found among the highway engineers, and probably still more if they could be chosen from an unlimited field.

(6) Finally, we believe that the time is upon us when air transportation will be fully big enough to stand on its own feet.

SYMPOSIUM ON AIRPORTS

I. MUNICIPAL AIRPORT CONFERENCE

The outstanding impression gained at the Municipal Airport Conference held at Washington, D. C., on October 24-25 under the auspices of the City Officials' Division of the American Road Builders Association was that every one is seeking authoritative information on the many problems of municipal airports. Should the municipality operate as well as own the airport? Should the municipality build hangars or should this be left to private initiative? Should the airport be put under the administration of an existing governmental unit such as the park department or should a new department be created? No one gave convincing answers to these and many other questions, and the conflicting opinions expressed point out the need for research.

Although a consideration of the relation of airports to the other important parts of the city was the missing link in an otherwise well-rounded program, a recognition of the necessity of it was not entirely foreign to the Conference. Mr. E. P. Goodrich spoke of it. Mr. Kenneth Franzheim, architect for the Curtiss Airport Corporation, in his discussion of airport structures declared that the latest trend toward considering airports an integral problem of city planning was in his opinion the most encouraging tendency at present. Mr. Franzheim made the startling statement that out of his past year's research, working in all parts of the country and with 30 or 40 people in his office devoting all their attention exclusively to the problem of airports, he had come to the conclusion that almost no airport building which we have to-day will be standing five years from now. Most of the buildings are not permanent structures but are makeshifts which are unattractive and will deteriorate rapidly. Mr. B. Russell Shaw, discussing airport layout and planning, pointed out the need of studying an airport's surroundings and the probable future development of this area to prevent injurious conditions.

The other side of the problem of the administration of airports raised by Colonel Grant's paper, Airports and Public Parks (following), was presented by Mr. N. E. Duffy, manager of the Buffalo Airport, which is under the jurisdiction of the Commissioner of Parks. Mr. Duffy discussing airport progress said in part:

"Air transportation, of course, is an essential part to-day of the entire transportation problem. I believe that we must, in order to insure the future progress of our airports and of the care for all aerial transportation, realize that the transportation problem is one which cannot be solved as a part of any other activity.

"I make this statement not as a reflection at all upon the progress thus far made by any city including the one in which I have the honor and pleasure of operating. It seems to me that it is not only unwise but unfair to ask men

who have been previously expected to devote a whole part or a major part of their time toward the other very large problems of city management and control to then take additional time or take time away from what they believe is their primary job to consider hastily the problems of an airport or the problems of aerial transportation. It seems to me, therefore, that the most important contribution that can be made by any city towards insuring the progress of her aerial transportation is the recognition of aerial transportation as a distinctly separate function of government."

In addition to those technical papers already mentioned, airport drainage was discussed by Mr. C. A. Hogentogler, airport surfaces by Mr. C. N. Conner, airport management by Mr. A. P. Taliaferro, and European practices by Colonel C. M. Young. The last-named paper may be found printed in *American City*, November, 1929, under the title "Three Outstanding European Airports." The many valuable papers that were presented and the discussion that ensued will be analyzed and set forth in a report by Major Donald A. Davison, committee chairman. The report will be incorporated in the proceedings of the convention to be held at Atlantic City. An engineer-investigator has been engaged to collect additional information for the municipal airports committee.

H. K. M.

II. AIRPORTS AND PUBLIC PARKS*

By Lieut.-COLONEL U. S. GRANT 3d

Director, Public Buildings and Public Parks of the National Capital

It seems safe to assume that no argument need be presented to this Conference in order to establish the importance of municipal airports and the necessity therefor. The Federal law setting up the aviation branch of the Department of Commerce and authorizing the lighting and improvement of airways, specifically provides against the acquisition and improvement of airports by the Federal Government. While many privately owned airports have been purchased and developed for the needs of the immediate present, it is generally conceded that the acquisition and development of the larger airports that will be needed in the near future, that are in many cases needed now, is a proper function of the municipalities and one so closely connected with the development and commerce of each municipality that none can afford to postpone any longer this necessary provision for its community life. The matter is tersely summarized by Mr. Francis Keally in *Nation's Business* of April, 1929: "The future of aviation rests on the ground. It is there the planes must take off and land. It is there the passenger's confidence must be inspired. It is there that foresight to-day will mean the saving of millions of dollars to-morrow. And it is there that experience and vision must be

*Address to Municipal Airport Conference of American Road Builders Association, Washington, D. C., October 25, 1929.

merged to put aviation on a solid foundation. Most of our airports give vivid illustrations of the same lack of foresight and forethought that attended our first railway terminals. Foresight in the building of rail terminals would have saved tremendous sums spent in scrapping the old and building new. An even more pertinent example may be found at Croydon Airport, London, where a \$600,000 investment has been scrapped because the terminal proved inadequate. The airport is the gateway to the modern city. Three hundred million dollars have been spent in this country in the past year and a half for airports by more than 1,000 communities. But passengers still are frequently asked to get out of planes in the open and walk across a field,—muddy perhaps. So if aviation is to grow as it has a right to grow, it must enlist the services of the architect, the civil engineer, and the city planner. The community that springs up around to-morrow's airport must be planned."

Not only is the need for a suitable municipal airport evidently something that the city must provide, but the municipal authorities must look forward beyond the needs of the present and provide for such future development of aviation as can be foreseen. The provision of airport facilities—not only the terminals needed for aviation to-day, but also areas for future terminals and for emergency landing places in the vicinity of the city—should, therefore, constitute a part of the city plan, and the land be acquired now before the best-suited open spaces are destroyed. Thus the New York Regional Planning Commission has recommended the provision of some 46 airports in the region. Innumerable smaller cities are similarly providing for this new kind of transportation, realizing that the lack of air terminal facilities may seriously hamper the development of the town, or at least handicap it in competition with other cities. The National Capital Park and Planning Commission has by way of preparedness located 48 areas suitable for such use and some of these should be acquired immediately, if they are to be available when actually needed.

There can be no question as to the advisability of the needed land being acquired and the development of the airports being undertaken by the municipality. In the last century the civilized world has gone through three major and revolutionary changes in transportation: First, the change from animal-drawn transportation over long distances to railroad transportation; second, the change from railroad transportation to automobile transportation over a vast field comprising all but the heaviest kinds of bulky shipments over long distances; third, the change now from automobile transportation on the ground to transportation by air. Each of these modes of transportation has held on to the share of service for which it was the best fitted and there is no reason to suppose that aviation is going to supplant other methods entirely. However, it is evidently going to play a very great part in the near future in the transportation of passengers, mail, and light freight. Naturally, each change raises similar problems, and it seems as though mankind would

be failing to utilize its particular superiority over animals if it neglects to profit by the experience of the past. Is there a municipality which does not wish now that it had developed its own railroad terminals in accordance with the best general needs of the community and retained fee simple title to these valuable properties? The idea of the municipal airport seems to be based on experience with other modes of transportation, and is sound in helping to preserve the principle of "the freedom of the air" which the future will doubtless find as important as the past has found "the freedom of the seas." The justification for municipal ownership is greater than in the case of railroad terminals in that, where an indefinite number of railroad companies could not possibly enter a city because of the limitations and great initial cost of the right-of-way and rail line themselves, such a tying up of the municipal connections by air to one or two companies is not necessary, and the municipal airport makes the city accessible to all who can reach it.

On embarking on an airport program, a municipality has to decide upon the scope of development proposed, the equipment and facilities to be furnished, and the time within which the development is to be made. These are technical and financial considerations about which other speakers will doubtless offer the latest information and the best obtainable advice. The question with which this paper is concerned is "to which municipal agency or department the work of acquisition and development can best and most advantageously be assigned." My suggestion is that, where there is a separate park authority, it will usually be found to be best equipped for the purpose.

The writer shares with many others the inherent objection to the constant multiplication of Government agencies, whether in the Federal Government or a state government or a municipality. In any case in which an existing agency can be found prepared and competent to handle a new job, it would surely be better and more economical to assign it to such agency than to create a new commission or a new office. This is not always a popular view, because new Government agencies mean new supervisory (that is, well paid) offices and have their attraction to those who hope to benefit by them. On the other hand, our community life is becoming so complicated and is already articulated into so many different special administrative functions, that it is very difficult even in a small city to keep the team all going together in the same direction and to prevent clashes of different public interests and the internal friction which arises therefrom.

In most of our cities, it has already been found advisable to separate the park administration from the regular city administration, and so the park supervision is usually in the hands of an executive body largely separated from the political contests and special electioneering interests of the rest of the city government and free from the bias that naturally results therefrom. It would appear that the average park commissioner might be expected to enjoy a more general view of the city's needs and interests, particularly with

relation to a stranger coming to it, than any other existing part of the city government. In fact, the alternative seems to lie between park administration of airports and the setting up of entirely new agency for this purpose alone. Except in the very largest cities the airport activities can hardly be expected to justify such a separate branch of the city government and there is no evident reason why the immediate management of the airport and the technical work connected therewith cannot be administered as well under the park officials as under the general city government as a whole, whether a council or a board of aldermen and mayor.

Outside of the strictly technical handling of the special aviation facilities at a developed airport, most of the work to be done in connection with airport development is of a kind which is already being performed by the park authorities. The acquisition of land, the maintenance of large open spaces, usually developed in grass, the construction and maintenance of runways which are so nearly like park roads, the maintenance and operation of lights, and the handling of large crowds of sightseers and spectators, all of these are matters which are already being handled by the park authorities, presumably efficiently, and cannot be equally well handled by any other existing city agency. The economy of such work usually depends upon the use of efficient and expensive plant, and an airport alone will hardly justify the purchase and operation of such plant, after the work of the airport construction has been completed, whereas the work could very well be done as an incident of the general park maintenance with the plant already available for it. For instance, in Washington the maintenance of unobstructed large lawn areas, such as those of an airport, where power mowing is practicable, costs about \$7 a year per acre, while hand mowing brings this cost up to \$150 a year; but the lowness of the former cost depends upon having enough work to keep machinery, which is expensive to buy and requires constant attention and a skilled operator, going almost continuously.

The following indication of the purpose of parks, taken from the report in 1866 of the late Mr. Frederick Law Olmsted to the Prospect Park Commission, suggests a park value of interest in this connection: "After a time, parks began to be regarded and to be maintained with reference, more than anything else, to the accommodation of numbers of people, desirous of looking for recreation among scenes that should be gratifying to the taste or imagination." The recreational value of an airport is not to be forgotten. If it is so located as to be accessible to the public, great numbers of people, who are denied the privilege of flying themselves, can find there the means of "scenes that should be gratifying to their taste or imagination." A municipality can well afford to consider this special recreational value of an airport and can be sure of gaining the greatest return from this use of it by fitting it into the plan of park development and making it accessible as a part of the general park system. Moreover, existing park systems will frequently

be found to contain open spaces that afford excellent potentialities as emergency landing fields, and if the park authorities are charged with this new element of municipal life, they will be more thoughtful of the needs of aviators in distress and more likely to utilize to the full such possibilities and to make them available without any added cost.

In his report to the National Aeronautic Association, Senator Bingham recently quoted as one feature of the Association's program "to favor urging upon every community in the United States the importance both nationally and locally of the establishment of adequate air navigation facilities, particularly landing fields, and wherever feasible, airports, in their vicinity." After pointing out the question of a need in regard to the latter, he goes on to say: "But, we have only just begun as far as emergency landing fields are concerned. In the present state of our machines, and with a careful study of the accidents that have taken place, and the obstacles which we must overcome, I am inclined to agree with those who believe that the presence all over the country at frequent intervals, not certainly greater than twenty miles apart, of emergency landing fields will do more to promote aviation than any other thing that is not now fully under way."

If the municipality is to do its duty by the aviator in distress, it would appear that such emergency landing fields should be a part of the park system and instead of being reserved solely for aviation use, might very well be included in the program of open spaces to be preserved as parks. Moreover, these open spaces must be maintained in slightly condition, and here again the park authorities should be found ready to undertake the maintenance without having to set up a new organization and overhead personnel for it.

In addition, it is to be hoped that the utilitarian value of airports will not veil the possibility of making them really attractive. In our most recent factory and industrial developments the value of agreeable appearance and surroundings is already generally appreciated.

Hangars, shops, passenger waiting rooms, and other airport utilities can be made attractive by good design and elementary landscape treatment without appreciable increase in cost. It is mainly thought, brain work, and good taste that are needed. Who will be so ready and able to guide the design and later maintain the grounds and buildings in this way as the park authorities?

Airports should be made to pay, just as soon as it is possible to do so. They should not become a burden on the taxpayers of the city after the traffic has become sufficient to pay for their maintenance and operation. They will necessarily include the operation of many facilities, such as terminal waiting rooms and check rooms, restaurants, cafeterias, repair shops, gasoline and oil stations, machine shops for emergency repairs, and, as makes of airships become more standardized, stores where spare parts and equipment can be purchased. Most park authorities are already managing such facilities for

the public, in most cases to the satisfaction of the public and to the benefit of the taxpayers. Swimming pools are already being recognized as one of the features appropriate to airports, also a regular park recreational feature. The success that park authorities have had with the management of golf courses, tennis courts, and other facilities for major sports would indicate that the park organization is usually adapted to a profitable management of the facilities for the use of the public on a sound business basis.

The success of the Westchester County Park Commission in obtaining a real and appreciable revenue from the management of such facilities for the public, an income which amounted to nearly one-half million dollars in 1927, points a way in which the interest of the public in aviation and the needs of the persons actually using aviation as a mode of transportation can be recognized and, if properly served, made to bear a very reasonable part of the cost of the airport maintenance and operation. Of course, an airport which is so situated as to be entirely isolated from the population of the city will lack this advantage, as well as others; but the importance of ready accessibility to the city is being more and more recognized as an essential element of airport location, so that in all well located airports the recreational value and the concurrent possibilities of deriving income from accessory activities can usually be looked for.

It cannot be claimed that the suggestion made by this paper has been tried out through any long period of years. I am aware of only one city in which the municipal airport development has been turned over to the park administration, namely in Minneapolis, Minnesota. There is every reason to believe that there, under the wise management of Mr. Theodore Wirth, Superintendent of Parks, the airport will be developed at a minimum cost and will be made to pay in the least possible length of time. Aviation is so new itself, that we are forced in taking our first hesitant steps to help in its development, to forego the advantage of any considerable amount of actual experience and to reach conclusions on the basis of experience with analagous problems and general good judgment. The purpose of this paper is merely to point out that in most American cities the park administration offers an existing agency with competent personnel and suitable equipment for the greater part of the work connected with the acquisition, development, and operation of airports; that the establishment of a special airport administration will be extravagant in increasing overhead cost and usually unnecessary; and that the placing of the ground acquired for airports and emergency landing fields under the park administration will insure its retention for this purpose, and maintenance in proper condition and the greatest benefit to the public in the incidental use of the land, until actually needed for aviation, for other public recreational purposes.

It is the essential part of every park administration and plan for a park system to retain for the use of the general public a reasonable proportion of

open spaces in our cities. For airports and emergency landing fields open spaces are required and must be maintained. This new use merely seems to point to the need for enlarging the scope and extent of park systems and there is no reason to believe that the park authorities cannot construct and operate under their supervision the hangars and other terminal facilities of a technical nature in a perfectly adequate way with a competent and suitable airport superintendent.

RESEARCH ON AIRPORTS

On page 71 of this issue will be found an announcement of the Harvard researches on airport problems.

NANKING, CHINA

An interesting clipping from the *Shanghai Times* of last June describes the work of Mr. E. P. Goodrich on the city plan for Nanking during his three months' stay in China for that purpose. Among the notable features are his selection of a site for the National Governmental Center, approved by the governmental authorities; location of approximately 350 miles of city streets and 500 miles of rural highways; location of the main railway station and airport; and indication of sites for future industrial development. Mr. Goodrich was also called upon to make a substantial contribution to the framing of the National Land Law which includes an enabling act for planning and zoning, beside special clauses on condemnation and excess condemnation procedure. In Nanking there is an official City Planning Bureau with which the consultant coöperated in producing plans for a thoroughly modern city.

CURRENT PROGRESS

Conducted by GEORGE B. FORD, Chairman
LAWRENCE VEILLER HAROLD S. BUTTENHEIM
ARTHUR A. SHURTLEFF CHARLES W. ELIOT 2nd
GORDON J. CULHAM

“BEFORE AND AFTER” PICTURES FROM CHATTANOOGA

The accompanying pictures show the improvement in appearance effected by widening Cherry Street from forty to sixty feet in 1924.

The pictures do not disclose that, before widening, the street was 50 per cent residences. Real estate values and rentals tripled after the widening. Telephone and telegraph poles disappeared. Store fronts, on the side which was not widened, were renewed.

The widening was financed by the abutting property owners. The engineering work for the further extension of this widening has been completed, which will extend the widening four additional blocks. This will be financed according to a bill recently passed by the Legislature placing the cost principally on the abutting property, also charging an indirect benefit to contiguous cross street owners, the city paying only a small portion. Bonds for the additional widening cost have been sold.

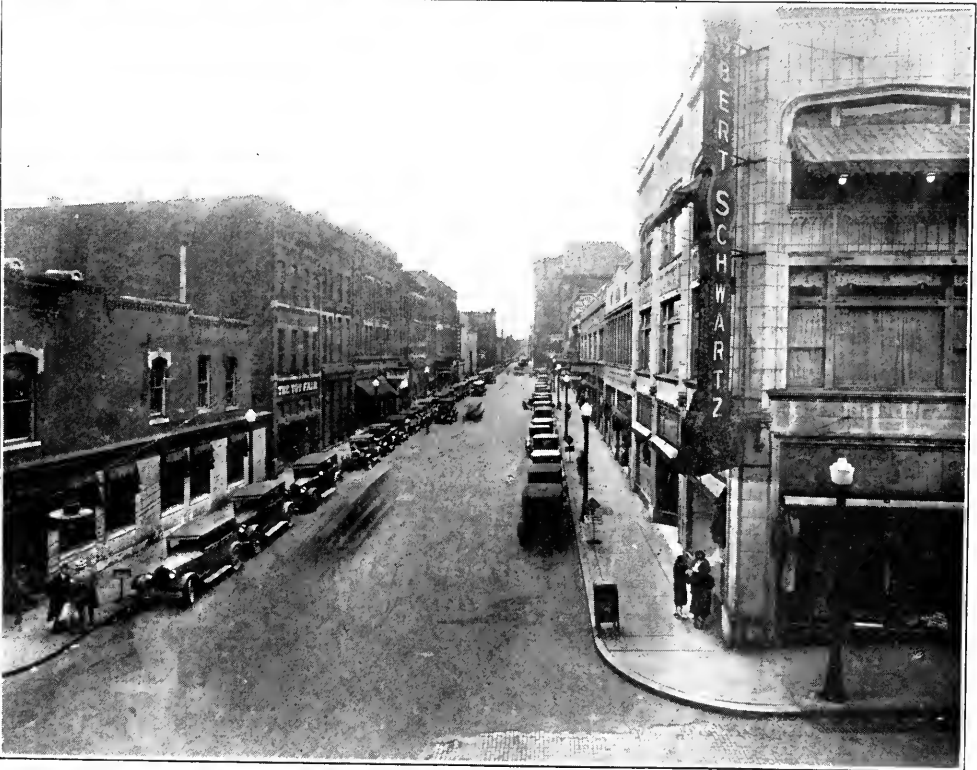
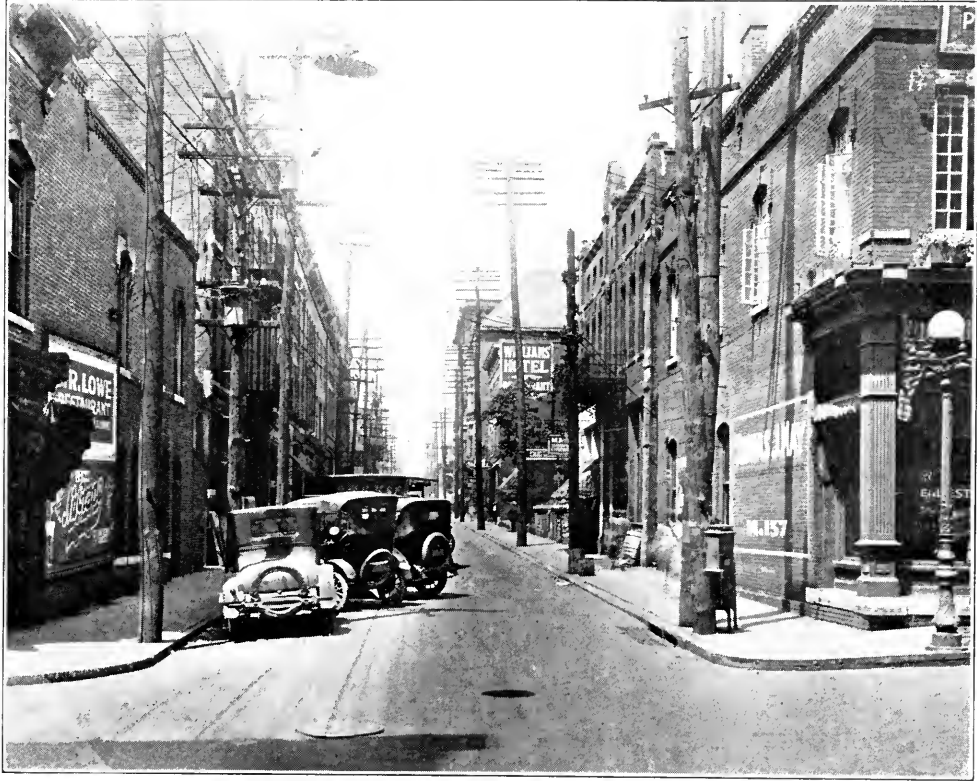
There will be a slight jog at the corner where a six-story building looms in the distance, which will necessitate that this office building project over the sidewalk at the corner. This was deemed advisable as a measure of economy. A half million dollars of improvements followed the widening of this one block.

R. W. OLMSTED,
Member, Chattanooga Planning Board.

AMERICAN CIVIC ASSOCIATION VISITS THE LINCOLN COUNTRY

During the first week in October the American Civic Association traveled with the Art Extension Committee of the University of Illinois through the Lincoln country and on to Chicago, visiting in Springfield the Lincoln home, at New Salem the scene of Lincoln's service in store and log cabin, and at Bement the cottage which was the meeting place of Lincoln and Douglas in 1858 when they agreed to hold the seven debates.

The travelers visited the extensive plant of the University of Illinois, which already shows the results of intelligent planning. At Springfield, New Salem, Decatur, Urbana, Bloomington, Joliet, St. Charles, Chicago, and other way places, meetings were held. All along the way Mr. Lorado Taft delivered



Before and After, Cherry Street Widening, Chattanooga

inspirational talks designed to open the eyes of his hearers to hidden beauties and to arouse them to obliterate unnecessary uglinesses. Dr. R. E. Hieronymus, known throughout Illinois as a pioneer in bringing home to the citizens of Illinois the existing beauties and future possibilities of the State, made the journey significant by timely explanations.

At the opening meeting in Springfield, which was presided over by the Governor of Illinois, Major-General Smedley D. Butler told in his graphic fashion how the Marines had built roads under peculiar difficulties and how the Marine Service was being used to foster peace between the nations.

Speaking for the American Civic Association, Mr. Frederic A. Delano, the President, Mrs. Edward W. Biddle, Dr. John M. Gries, Colonel Samuel P. Wetherill, Jr., Mr. Luther D. Burlingame, Mr. Warren H. Manning, and Mr. Herbert Evison discussed various subjects of civic improvement at the different meetings. The three large meetings along the way were at Springfield, where the principal speaker was General Butler; at Joliet, where the chief speaker was Mr. Henry Chandler, former President of the Chicago City Club, who spoke on the Chicago Regional Plan; and the Chicago dinner arranged by Mr. Robert Kingery as a joint conference of the Chicago Regional Planning Association, the Ohio Valley Regional Park Conference, the Illinois Art Extension Committee, and the American Civic Association, at which were presented park plans for the Chicago and Milwaukee Regions and a discussion of the service of the Dunes Park by Colonel Richard Lieber.

The visitors to the State of Illinois were much impressed with the modern educational institutions, with the State Park which has been set aside at Starved Rock, the extensive Cook County Forest, with the various town and regional parks which are being developed, and with the general air of energy and accomplishment. Except for sites including forests along the streams, however, the Illinois towns and roads have been built on the open prairie. In the towns tree-lined streets are the rule, but Illinois has been so busy rescuing the rural roads from the deep alluvial soil through the extension of hard-surfaced roads that not much attention has yet been paid to the planting of trees and shrubs along the country highways. In some places the highway runs between rail and electric roads with nothing higher than weeds and grass to break the landscape. If these bare spaces were landscaped, the rich soil in Illinois would soon produce beautiful roadsides. In the Fox Valley an association has been organized to promote civic improvement in a region which may lay claim to natural beauty.

At the luncheon at the Bowen Country Club for Children, operated in connection with Hull House, Mrs. Joseph T. Bowen, the donor, and Mrs. B. F. Langworthy, President of the Women's City Club of Chicago, made addresses.

Next year the Traveling Annual Meeting will be in the Philadelphia Tri-State Region.

HARLEAN JAMES,

Executive Secretary, American Civic Association.

REGIONAL PLANNING COMMITTEE OF THE AMERICAN CIVIC ASSOCIATION

The Regional Planning Committee of the American Civic Association, under the Chairmanship of Robert Kingery, General Director of the Chicago Regional Planning Association, met in Chicago October 4 and 5 at the offices of the Chicago Regional Planning Association. Representatives were present from Detroit, Philadelphia, Washington, D. C., St. Paul-Minneapolis, Milwaukee, Cincinnati, New York, Kansas City, and Boston, as well as from various parts of the Chicago Region. Two trips were made in the Region. A conference luncheon on Chicago Regional Planning and Zoning was held in order to show the Committee how the work was carried on. H. J.

AMERICAN SOCIETY OF CIVIL ENGINEERS

The session of the City Planning Division, A. S. C. E., at the fall meeting of the Society in Boston, was very well attended, and there was lively discussion of the interesting papers presented. These were: "The Plan of Boston, a Capital City," by A. C. Comey with discussion by Messrs. Whitten and Nolen; "City Planning Education for the Professional City Planner," by Henry V. Hubbard; and "City Planning Education for Public Officials and the General Public," by Charles R. Gow, Postmaster of Boston and Chairman of the Metropolitan Planning Board, who set forth with unusual insight the attitude necessary to carry the idea of planning to the ordinary citizen.

NATIONAL CONFERENCE ON IMPROVING GOVERNMENT

Under this new title the annual meeting of the National Municipal League, in conjunction with the Governmental Research Association, National Association of Civic Secretaries, and Proportional Representation League was held in Chicago in November. Regional Consolidation, Traffic Regulation, and Aviation were featured in special sessions. An important address before the Conference by Mr. Harold S. Buttenheim, Editor of *The American City*, dealt with twelve housing needs for better cities, which should be met by citizens' committee coöperation with the municipal government.

ELEVENTH OHIO STATE CONFERENCE ON CITY PLANNING

An important result of the Ohio Conference held October 22-23, 1929, at Toledo may be a permanent citizens' planning association to popularize city planning and give united support to the Toledo City and Lucas County

planning commissions if the motion unanimously approved by nearly 700 people at the Civic Luncheon of the Conference is carried out. The President of the University of Toledo was authorized to call together the presidents and secretaries of the more than thirty civic organizations in the city to discuss the formation of a united city planning association, to see that all large public improvements are measured by the city plan. Mr. Flavel Shurtleff of New York City, Secretary of the National Conference on City Planning, addressed the Civic Luncheon on "Popular Support for City Planning." He pointed out that lines on a map, splotches of color, and city planning rules do not catch the imagination: city planning must be popularized to catch the imagination of the people so they may see that it protects their homes, provides for adequate park and recreational facilities and many other important civic improvements which vitally affect their lives in the community.

One of the most inspiring addresses at the conference was given by Mr. William A. Stinchcomb, director-secretary of the Cleveland Metropolitan Park Board, who spoke on "Metropolitan Parks," at the Metropolitan dinner. He showed that parks were necessary to satisfy the hereditary urge in getting back to nature. The only hope of maintaining this contact is in the metropolitan park movement which seeks to set aside areas for the public use within short distance of great industrial centers. Lucas County has made a start in the recent appointment of its Metropolitan Park Board.

The conference was opened on October 22 by an address of welcome from Mayor William T. Jackson, vice president of the Conference, with a response from Miss Charlotte Rumbold of Cleveland, president. Mayor Jackson gave a brief résumé of the history of city planning in Toledo, supplemented by a report from the City Plan Commission that Toledo's progress in city planning during the last year included the widening of several important streets without exorbitant expense to the city, through citizen coöperation.

A tour of the Maumee Valley ended in a luncheon at Waterville, at which Dr. J. Gordon McKay, director of the Cleveland Highway Research Bureau, spoke on the relation of highways to city and regional planning. In pointing out that the ideas of five years ago in developing highways are out of date, he stated that surveys which he made in Cleveland and other sections of the United States have shown that the supposed huge volume of long distance traffic does not exist and that a very large proportion of traffic on our highways in and near large cities is local in character and destination.

Mr. Earl O. Mills of St. Louis presided at the Breakfast Roundtable on "Planning Problems." Most of the discussions turned on the erection and regulation of tall buildings in the business district, bringing out the need for some principle in determining the cubical contents, height, and step backs for tall buildings in order to work out a definite relationship between street carry-

ing capacity and building populations. It was brought out that various cities of Ohio as well as other cities in the United States have greatly differing ordinances regulating the erection of skyscrapers, none of which seems to be based on any definite economic or social basis. Other addresses were on "Street Widening" by U. N. Arthur, chief engineer, Pittsburgh Department of City Planning, and "Control of Subdivisions" by Walter H. Blucher, secretary of the Detroit City Planning Commission.

Alfred Bettman, Esq., of Cincinnati spoke on "Necessary Legislation to Make Planning More Effective." He explained that the legislative program of the State Conference failed at the last session of the legislature because of lack of concerted effort on the part of the different cities in the state. At the Conference business meeting, Mr. Bettman, as chairman of the Legislative Committee of the Conference, was instructed that the two most important legislative needs were an act which would enable the counties to zone built-up areas which were outside the jurisdiction of cities and an act giving more extended powers to cities for street widening.

At the final business meeting, all of the officers of the Conference were reelected, Miss Charlotte Rumbold of Cleveland continuing as president. The Toledo meeting was the most successful conference ever held, both in the quality of the speakers and discussions and in the attendance at the various meetings of the Conference.

J. OTIS GARBER,

Secretary, Bureau of Civic Affairs, Toledo Chamber of Commerce.

MORE REGIONAL PLANNING IN WISCONSIN

In the Laws of 1929 (Chapter 276), the State of Wisconsin added to its body of enabling legislation for planning by authorizing the employment of a state 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 interest 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; to cooperate with the state board of health in the regulation and control of lake and stream platting."

Following the successful precedent of the Milwaukee County Regional Planning Department in affiliating regional planning, parks, and highways, the State of Wisconsin Department of Regional Planning has been established as a division of the State Highway Department with headquarters in Madison. The Director of Regional Planning, Mr. M. W. Torkelson, is already at work on a state park plan.

T. K. H.

NATIONAL REALTORS' COMMITTEE TO PROMOTE PLANNING

The Board of Directors of the National Association of Real Estate Boards at their quarterly meeting at the Drake Hotel, Chicago, acted to undertake a careful and exhaustive research into the correlation between systematic city planning and land developments and land values.

The Directors adopted a resolution brought before them by the Association's city planning committee of which Mr. W. W. Butts, St. Louis, is chairman. The text of the resolution is as follows:

"Realizing the scope and complexity of the field of city planning and that, of all the civic and professional agencies, the local Realtor is best qualified by training and experience to lend valuable assistance in the furtherance of the orderly and proper development of our municipalities, we respectfully request the Directors of the National Association of Real Estate Boards to affirm their faith in the theory and practice of city planning and that they:

"1. Appoint a Committee, the majority of whom shall hold office for at least two years, which Committee shall undertake a careful and exhaustive research into the correlation of land developments, values, and city planning.

"2. Actively disseminate 'City Planning Mindedness' among our constituent members, and initiate by local boards a city plan in those communities not now possessing one.

"3. Advocate and urge the appointment of Realtors on the planning commissions of their several cities because Realtors are well qualified by reason of their profession to serve in that capacity; and furthermore, because real estate bears the major portion of to-day's tax burdens, our membership is vitally concerned in proper city planning and its resultant effect on real values."

MASSACHUSETTS FEDERATION OF PLANNING BOARDS

The sixteenth annual conference of the Massachusetts Federation of Planning Boards was held in Fitchburg on October 1 and 2, 1929. Representatives from many parts of the state formed a thoroughly interested audience for the speakers presenting papers in the three sessions on Recreation, Housing, and Economic Aspects of Planning. Mr. W. Franklin Burnham (President of the Federation), representatives of the Commonwealth and the City of Fitchburg, Messrs. Charles Sumner Bird, Joseph Lee, L. H. Weir, Harold S. Buttenheim, Henry V. Hubbard, and officials of the Federation participated in the program, setting forth to an unusual degree the practical application of principles of planning to the problems of the growing community.

LAND SUBDIVISION REGULATIONS IN LOS ANGELES COUNTY

The Regional Planning Commission of the County of Los Angeles has prepared a set of regulations for the subdivision of land, issued in mimeographed form in August, 1929. These regulations comprise standards of practice which have generally prevailed in the unincorporated territory of Los Angeles County since 1923. They have been drawn up to conform to the procedure outlined in the State Map Filing Act of 1929,* and in accordance with it they require that all streets be dedicated for public use and that the subdivider put in such of the improvements listed in the State Act as are deemed necessary in any particular subdivision.

Subdivisions adjacent to a municipality must comply with the special subdivision standards of the municipality as well as the requirements of the Regional Planning Commission.

The required area of a lot is not less than 5000 square feet with a frontage not less than 50 feet except in areas zoned for business uses.

In relation to these subdivision regulations, the Regional Planning Commission has issued in mimeographed form two studies,†—"A Report on Lot Sizes" and "A Study of Intersection Treatment."

The report on lot sizes advocates lots 50 by 125 feet in size and in justification for them points out among other things that the present tendency in California architecture is toward houses with wider fronts and that there is no need for crowding since the area for expansion in Los Angeles County is practically unlimited while possible population is limited by the available water-supply.

The second study deals with desirable corner curb and property line treatment. It is dated September, 1929, and contains a proposed revision of the subdivision regulations for these details.

H. K. M.

DALLAS COUNTY BETTER TOWN CONTEST

Under the auspices of the Kessler Plan Association of Dallas with county-wide coöperation, a campaign has just been launched to promote all-round improvement in the towns of Dallas County, where many citizens reside whose business is in the City of Dallas. The contest will last from January 1 to December 31, 1930, and the first prize offered by the Kessler Plan Association will be something that the winning town will be proud to exhibit. A detailed analysis of scoring points is being prepared by a committee, which recalls the score card of the Wisconsin Better Cities Contest of several years ago.

*See CITY PLANNING, Oct. 1929, page 261.

†Not available for general distribution.

DEFENDING COMPREHENSIVE PLANNING IN ST. PAUL

At the instance of the St. Paul Association of Commerce and with the acquiescence of the City Council and County Board, the new Planning Service Committee instituted by the National Association of Building Owners and Managers and composed of well known building and traffic men, was called in to give advice on the River Front development along Third Street, about which there were differences of opinion. Those who had been concerned in comprehensive city planning for St. Paul felt that the report of this new organization lacked vision, since the report related wholly to practical matters with definite recommendations that nothing be done to beautify the River Front,—the scheme merely creating a wide thoroughfare along Third Street with the rest of the area thrown open for automobile parking. Thereupon the City Planning Board succeeded in having the consultant who originally prepared the "Plan of St. Paul" (Mr. E. H. Bennett) make a report to the City Council on the River Front, which, although differing from the "practical" report, was officially accepted and is now being carried out.

Another attack on the accepted plans for St. Paul was successfully frustrated when the location of the state office building—definitely fixed by the State Office Building Commission contrary to the Cass Gilbert plan for capitol grounds development—was brought by the St. Paul City Planning Board before the Governor, who agreed to call in Mr. Cass Gilbert himself to adjust matters rather than the Planning Service Committee of the National Association of Building Owners and Managers, whose services had been offered to the State to settle the dispute. In this latter case the St. Paul Association of Commerce actively supported the Cass Gilbert Plan.

GEORGE H. HERROLD,

Managing Director and Engineer, St. Paul City Planning Board.

PLANNING PROGRESS IN TULSA

Work on the comprehensive plan for Tulsa being prepared for the city by Bartholomew & Associates has made excellent progress, and preliminary publication of the major street plan, including drawings with descriptive text, has been made in the *Tulsa Spirit* (monthly publication of the Chamber of Commerce), as well as in a widely distributed flier, "Building a Really Greater Tulsa." It is expected that later the city plan, when officially adopted, will be published in a comprehensive report. Public interest in planning in Oklahoma cities has been growing, and Tulsa, the largest city in the State, has a progressive program laid out.

CLEVELAND APPROVES ZONING

At the municipal election of November 5, 1929, the electors of Cleveland, Ohio, approved by a vote of 64,472 to 44,173, the comprehensive zoning ordinance passed by the City Council on May 6, 1929. This is one of the few zoning ordinances in the United States ever submitted to a vote of the people on a referendum.

This popular vote is the culmination of eleven years of effort on the part of public-spirited persons and organizations to secure for the City of Cleveland the benefits of zoning regulations enjoyed by so many other American cities. Until this November election, the efforts to put zoning into effect were repeatedly blocked by certain real estate interests and this referendum was the last of three.

Robert Whitten prepared the first zoning ordinance submitted to the Council in 1922, and Edward M. Bassett was consulted in the legal phases of the ordinance now put into effect. A. H. C. Shaw is Zoning Engineer for the City Plan Commission; William M. Murphy is the Executive Secretary.

Suburbs of Cleveland have been zoned for many years with the result that they have been rapidly increasing in population while the older part of the parent city has been slowing up.

CHARLES E. CONLEY,

City Plan Engineer, Cleveland City Plan Commission.

SAN DIEGO CIVIC ASSOCIATION

The San Diego Civic Association was organized in May, 1929, to promote the projects embraced in the city plan of San Diego. The principal present activity is the collection of photographs, plans, and statistics relating to groups of public buildings on waterfronts, to be used in connection with the campaign for a civic center on the waterfront. Only a small amount of such material is available in this country, but photographic material from more than one hundred foreign cities having waterfront locations, received from American Consuls, is being mounted and will be used as exhibits and for newspaper and pamphlet reproduction preceding the proposal of a bond issue for this group of buildings.

Although at present the Association consists of a Board of only eleven members with an Executive Committee of five, immediate steps are being taken to invite each local organization interested in civic work to appoint a delegate as a member of the Board, thus securing an interchange of service and increasing the Association's influence in civic matters. Membership is on a voluntary basis with four classifications and with dues of \$2, \$10, \$25, and \$100 or more annually.

HESTER SCOTT JAEGER,

Executive Secretary.

REGIONAL PLANNING FOR GREATER LONDON

As one of its most important activities, The Greater London Regional Planning Committee, with Mr. Raymond Unwin as technical adviser, has been studying problems connected with the *reservation of lands from building*; and to encompass this end the Committee is seeking from the British Government more definite control over determining where building development may or may not take place. It is recognized that to secure a proper distribution of urban development, an adequate amount of open space must be reserved to satisfy the needs of the present and future population. If planning authorities must pay compensation for *all* the land reserved, the cost would be prohibitive.

Recent studies of Mr. Unwin's for the Committee consider methods, new in England, which closely approach our American method of benefit assessments. The principle is here established that compensation for the abolition of the privilege of future building by one owner can equitably be indirectly collected from the remaining land-holders automatically benefited. The Greater London Regional Planning Committee feels that adequate reservation of open space and other improvements must depend on additional planning powers to secure adjustments necessitated by what it calls the "redistribution of building prospects among land owners,"—powers which at the present time are lacking in the body of English law.

T. K. H.

UNIVERSITY INSTRUCTION IN PLANNING

Those who have followed the lists of university courses in city planning may be interested to know of the course in Land Planning given in the first semester at the School of Commerce, Northwestern University. In this course both planning policies and practices are analyzed as they are involved in city planning, subdivision platting, zoning, private restrictions, and regional planning. The public and private gain from the use of sound planning policies is emphasized and the relation of planning to the problems of congestion, traffic, shifting of districts, land values, and city growth pointed out. The course, given by Professor Woodbury, includes lectures by specialists in different phases of planning, and practice in judging plans and in making layouts. The course called Urban Land Economics is prerequisite to the Land Planning course.

COLEMAN WOODBURY.

ZONING ROUNDTABLE

Conducted by EDWARD M. BASSETT

QUESTION BOX

AN INCIDENT FROM REAL LIFE

Question: There is a matter over which a certain person is very much perturbed: the keeping of chickens in a residential district, and there was handed to me this morning a suggested section for insertion in the residential district regulations which reads as follows:

No horses, cows, chickens, hogs, sheep or other domestic animals except a dog or cat or other household pet shall be kept, harbored, stabled or cooped or permitted to be harbored, stabled or cooped, except on a plot or lot having a depth of more than two hundred (200) feet from the street or front lot line.

I am well aware of the fact that chickens, as you stated, are a customary and incidental use to a residence and that zoning was never intended to interfere with these uses. Will you please write me a letter, setting forth the reasons for this conclusion that chickens are an incidental or customary use, stating if possible, such cases as have been brought up in the courts in connection therewith.

X X X, *Zoning Consultant.*

Answer: Dear Sir: Yours of the 6th, asking for a statement of reasons regarding chickens and other animals under zoning received. Your letter also contains a suggested form for excluding from residence districts chickens and other animals unless on a lot 200 or more feet deep. The form would permit, however, a dog or cat.

Incidental home activities that have been carried on historically and customarily in this country to supplement the income or livelihood of the home owner have not been considered within the field of exclusion by police power zoning. One reason is that efforts to bring about this exclusion would bring zoning into disrepute. Another is that these incidental uses have become attached to home ownership, something like the right to till the soil, fertilize it, etc., and also because there is not a substantial relation between such a regulation and the community health, safety, morals, and general welfare. On these accounts the courts would be quite sure to pronounce such a regulation unreasonable. No zoning case of this sort is, however, reported in the books.

Efforts to prohibit a housewife in her home in a residence district from making millinery or dresses for pay during her spare time and putting out a

non-display placard cannot be effected by zoning. The court would undoubtedly say that such an exclusion was unreasonable and not substantially related to the community health, safety, morals, and general welfare.

If the provision you quote should be passed, the court, where the applicant had a lot 198 feet deep, might well inquire why it was more unsafe or unhealthful to keep chickens in such a lot than in one 202 feet deep.

Similarly the court might well inquire why chickens kept incidentally in a residence district were more unsafe or unhealthful than chickens kept in a business or industrial district. Of course, the village attorney would have to answer that there was no substantial difference. Then the court would say that this regulation should not be in the zoning ordinance inasmuch as the zoning ordinance should contain only those regulations which are different in different districts. The court would say that the health board should make regulations to prevent uses that are harmful everywhere in a village.

Similarly the court might inquire in what respect chickens kept incidentally were more unhealthful or unsafe than a dog. I suspect that the village attorney would be perplexed to answer this question. It would probably be difficult for him to secure opinion witnesses who could show the court any substantial distinction.

Difficulties in administration of this provision would arise. For instance, ten chickens in existence when the ordinance was passed would be a non-conforming use. After they were gradually killed, would the newly hatched chickens be kept in violation of the ordinance?

All of these incidental uses, such as keeping chickens or a horse or a cow, require an accessory building and your proposed ordinance now contains provisions for keeping these accessory buildings away from street and lot lines.

Your proposed ordinance now provides for a reasonable limitation of animals in residence districts. For instance, if a home owner starts an animal-raising industry and by signs and advertising shows that the raising and selling are the main use instead of a mere incidental use, he will be stopped because he is conducting a business. Yours very truly, E. M. B.

THE PLACE OF ZONING

Zoning is a branch of city planning:

Not because it relates to buildings. (Vacant land is zoned to prevent junk yards and out-of-door industry.)

Not because it makes a city a better place to live in. (A good building code and a good school system make a city a better place to live in, but they are branches of city administration.)

Not because it is devised in the city engineer's office. (Land surveys, pavements, sidewalks, and encroachments fall to the engineer, but they are routine municipal engineering, not city planning.)

Not because it affects the appearance of a city. (Skyscrapers, homes, and churches affect the appearance of a city, but they are private planning; they embody the architecture of private structures.)

Zoning is a branch of city planning because it relates to land areas impressed under sanction of law with qualities differing one from another but all established for the welfare of the community.

Incidentally it is suggested that this statement also applies to streets, parks, sites for public buildings, pierhead and bulkhead lines, and routes of public utilities.

These seem to be all of the municipal entities regarding which this statement can be made.

E. M. B.

MINOR VIOLATIONS IN GREATER NEW YORK

Uses which violate the zoning law are constantly trying to creep into protected districts. A store in a business district will begin to sell tires and accessories, which it has a right to do. Then it will add a vulcanizing department, then general repair work, and before long it may become a full-fledged automobile repair shop in violation of the law. A boarding house, rightfully in a residence district, begins to take customers for single meals, then puts up restaurant signs and blossoms out as a regular restaurant in violation of the law. A housekeeper will do dressmaking as an incidental use, which is allowable in a residential district. If she prospers, sometimes she will employ a dozen seamstresses and soon her house has become a dressmaking shop in violation of the ordinance. Methods even more insidious are resorted to. A man and wife will rent a house in a residence district and before long advertise a sale of new furniture on account of removal. Then they will get additional stocks and sell out a dozen times before they are stopped. Recently a woman, evidently selling dresses from a street address in a residence district, advertised that her prices were "low because she had no overhead." These small violations may not appear serious at first, but if unchecked they multiply. A business district can be blighted by the gradual invasion of industry. A residence district can be seriously injured by the creeping in of unlawful business.

Customary incidental home uses are lawful in residence districts. A householder may as an incidental use in his own home practice law or medicine or any profession, and similarly a woman in her own home and as an incidental use may make hats or pictures or statuary. But if the use ceases to be incidental and becomes the main use, then it becomes an unlawful business. Display signs are usually but not always the insignia of unlawful business in a residence district. We are not speaking here of business places that were in existence in 1916 when the zoning went into effect, and which are allowed by law to continue.

Violations will be stopped by the building department of each borough. It is quite impossible, however, for the building commissioner to watch for each new violation. Neighbors should make their complaints to the building commissioner in writing. The duty is on them.

If a residence street ought to be a business street, it should be changed by the Board of Estimate on the zoning map. So long as it is a residence street on the zoning map, the residents can protect it, and the officials will enforce the law.

E. M. B.

BAD TRENDS IN ZONING

A SPECIAL WARNING TO SMALLER COMMUNITIES

An eminent authority on city planning and zoning, associated with zoning since 1914, recently before a group of public officials made the following statement: "I confidently believe that zoning is one of the most dangerous instruments given to municipalities to deal with, or to you as public officials for that matter. Zoning has in it wonderful power for good, but it has within it also terrific consequences if handled in an unintelligent and non-constructive method."

He then traced the history of zoning from its first employment in Los Angeles in 1909, through the adoption in 1916 of the comprehensive ordinances for New York and St. Louis, on through the careful and constructive pioneering work of the few cities and individuals who early grasped the significance and value of zoning to modern cities; then through the earlier court cases to the fitting climax—the fairly recent and conclusive utterances of the United States Supreme Court which without doubt established the constitutionality and resulted in wide publicity for zoning. "As a consequence," he stated, "the public and officialdom, much of whom had known little or nothing of the subject, suddenly became convinced that by some process of which they knew not, there had been given to public officials and communities a beautiful new painted toy with which to play. So it was that zoning, the product of a careful and constructive program of development on the part of a very few cities and individuals, now became almost overnight the plaything of nearly every little hamlet throughout the country. . . . It seems almost grotesque for one who has observed things that have been done in the past to observe what is now attempted to be accomplished in the name of zoning. There seems no doubt, however, but that certain practices are developing with respect to zoning which I can most graphically describe by saying that they are 'loaded with dynamite.' Where previously the subject was cautiously and studiously dealt with by a few, we now find that a multitude of people are attempting to deal with this highly technical subject which savors more of the science of economics than it does the process of legislation. . . . Fortunately the number of individuals who have given the matter constructive

study are now fairly large in number, yet they constitute a small nucleus among the vast army of officials and citizens who assume the burden of carrying along the functions of government smoothly. A crisis confronts this small group of authorities and demands of them that they give unstintingly of their time and knowledge as a service to civilization itself and all to the end that the tremendous increase in the employment of zoning and its consequent problems of administration shall be carried on in such a constructive method as to assure the realization of the full benefits for which the few pioneers so diligently laid the foundation."

The words of this eminent authority have very courageously voiced the apprehensions and observations of all the pioneers and real students of zoning throughout the country. If only all of the administrative officials throughout the country could have heard this talk and could then act accordingly they would not only do a great service for the cause of zoning itself but would relieve themselves of implication in many embarrassing situations and much public criticism. Zoning means dealing with the other fellow's property, and occasionally that other fellow believes he has been unjustly limited in the use of his property and presents his case to his councilman or other public official. The length of term for most elective officers in California is two years and it frequently requires all of this time for many city officials to discover that attempting to adjust zoning matters on the basis of personal acquaintanceship or political expediency is the equal of playing with a mixture of lightning and dynamite.

The only sound policy for the administration of zoning is one which makes ample provision for consistency. The only sound and safe practice from the standpoint of public administrators is a practice which has consistency for its foundation.

The thing which seems so difficult for so many public officials to realize until it is too late, is the fact that by ignoring a sound policy and conforming their zoning administrative acts solely to what appears expedient at the time, it becomes inevitable that successive acts under such a practice must produce glaring examples of inconsistency, and when that happens zoning is on the downward grade.

The unquestioned trend to-day is toward specialization in all fields including government. This is proving especially true in the realm of city planning and zoning. Students of government and shrewd interpreters of public opinion have long since conceded that safety of zoning and safety for zoning lie largely in delegating the involved duties and problems of the subject to a specialized department and burdening such department with the FULL responsibility for its success.

HUBER EARL SMUTZ,

Zoning Engineer, Los Angeles, California.

(From *City Planning Impressions*, No. 1, November 1, 1929.)

COMMENTS BY MR. BASSETT AND MR. SMUTZ

November 4, 1929.

Dear Mr. Smutz: I have just read No. 1 of *City Planning Impressions*. Am wondering whether the constant altering of the zoning map in special cases is not partly responsible for your comments. The enabling acts of states on the Pacific Coast have no provision for a board of appeals and court review. Consequently the legislative changes made by councils are tantamount to changes in the fundamental maps. In Providence, New York, Denver, and many other cities the fundamental maps are changed by the local legislative bodies only as the city grows and changes. Boards of appeals make variances regarding particular permits under rules prescribed by the state legislature and the local legislature and subject to court review. These variance permits do not affect the fundamental zoning maps.

E. M. B.

November 12, 1929.

Dear Mr. Bassett: As you know, the lack of a provision for Boards of Appeal in our state has forced us to give elasticity to our zoning ordinances by providing variances and adjustments through legislative action. These variances or "special permits," as they are commonly called by Planning Commissions, do not affect or alter the fundamental zoning maps. They have, however, been granted so promiscuously without justification or consistency that in the opinion of many of us the whole structure of zoning is gradually being undermined. In fact many property owners have lost confidence in zoning, due to its inconsistent administration. The special permits which should only be adjustments in cases of extraordinary circumstances, have been granted so frequently and in such compromising locations that these special permits are commonly, and probably correctly, referred to now by property owners as "spot zones."

Another thought which I should have expanded upon in the bulletin was in regard to the practice of numerous small surrounding communities in preparing and adopting zoning ordinances without any consultation with zoning experts. Two of such cases were brought to my attention only last week. These cases involved two very small adjoining municipalities, both of which were preparing to adopt the zoning ordinances which had been prepared by prominent attorneys of these cities. Both of these attorneys, although probably well posted on the general subject of law, were totally unfamiliar with the fine points involved in zoning practice throughout the country. One of the cities although containing only 800 acres was preparing to adopt a zoning ordinance covering only about one-third of the total area in the city, and their ordinance contained many erratic provisions which, if adopted, would sooner or later be ruled invalid by the courts.

Very truly yours,

HUBER EARL SMUTZ.

LEGAL NOTES

Conducted by FRANK BACKUS WILLIAMS

ZONING COMMENTS

BOARDS OF APPEAL IN ILLINOIS

The requirement that, in order to be constitutional, any law giving an administrative body discretionary power must lay down rules in accordance with which it shall exercise that discretion, is universally recognized, for otherwise the administrative body will be deemed to be exercising legislative powers. In practice the courts have as a rule held very general rules, such as that of establishing "reasonable" rates, sufficient.

In creating zoning boards of appeals, our zoning enabling acts have in most cases endeavored to comply with this principle of law by giving these boards the power to vary zoning ordinance, in accordance with their intent, to obviate practical difficulties and unnecessary hardship; believing that such a rule was sufficient, legally and practically, to guide such boards, and that no more detailed rule could be formulated which would accomplish the desired results.

In *Welton v. Hamilton*, the Supreme Court of Illinois, passing upon the State law authorizing the creation of a board of appeals for Chicago, has decided that this rule for its guidance in acting upon specific cases in which there were alleged to be practical difficulties or unnecessary hardship was not sufficient to satisfy the requirements of the Illinois State Constitution. This finding would seem to be based upon a line of cases peculiar to Illinois.

HOME RULE ZONING

In our zoning literature much emphasis has been placed upon the advisability, as a rule, of passing a State act authorizing the legislatures of local communities to enact local zoning laws. This is due to the fact that the authority to zone is a power of the State, and a local government cannot exercise it unless it has first obtained the power to do so from the State legislature. The need of calling attention to this principle of law, general in this country, was shown early in our zoning experience by the fact that in a number of cases of ordinances which were based upon a grant to local legislatures in general terms of certain police powers it was held by the courts not to embrace the power to pass zoning ordinances.

At the time zoning began in this country, the passage of statutes and constitutional amendments giving local governments a larger grant of power

to govern themselves had already begun, and this "home rule" movement is still going on. The case of *State ex rel. Underwood v. Baurman*, in the Court of Appeals of Ohio, holds that in the City of Akron the zoning power is a home rule power, derived from its charter, and not from the State zoning enabling act.

This case does not controvert the general principle that before a local community can do local zoning it must have received a grant of power from the State to do so, but holds that the home rule powers of Akron are sufficient for this purpose. Not all home rule constitutional amendments or statutes include in the home rule powers the right to zone; nor is it always easy to determine how the very general language, usually employed in such legislation, should be interpreted in this respect. To the planner outside of Ohio, therefore, this case is important chiefly in that it calls his attention to home rule legislation as a subject of study in his zoning.

NON-CONFORMING USES

It is not usual in our zoning to require the removal of a non-conforming use from the district in which it is situated. That this may, in some cases at least, be legally done is established by the *Hadacheck* case,* and the recent decision of *Dema Realty Co. v. Jacoby*† in Louisiana is to the same effect. Whether in any given case it is expedient to be so drastic is another question.

The provision, however, that a building constructed for a non-conforming use cannot be rebuilt for that use if 50% destroyed by fire or otherwise is usually to be found in our zoning, and the validity of the provision is affirmed in the Connecticut case of *State v. Hillman*.††

BUILDINGS UNDER CONSTRUCTION

A zoning ordinance silent with regard to buildings under construction at the time the ordinance was passed will not be held to forbid their completion, especially where plans have been made and expenses incurred.**

INTERIM ZONING

There are certain standards that must be complied with in all zoning, whether apparently temporary or intended to be of longer duration; but the courts seem willing to construe interim zoning ordinances more leniently than the others. Accordingly, in *McCurlley v. City of El Reno*,‡ the court says that where a city intending to adopt, at the earliest practicable time, a permanent, comprehensive zoning ordinance, passes a temporary ordinance for

**Ex parte Hadacheck*, 165 Cal. 416, *Hadacheck v. Sebastien*, 239 U.S. 394. See Williams, *Law of City Planning and Zoning*, p. 208.

†123 So. Rep. 314.

††147 Atl. Rep. 294.

***Rosenberg v. Village of Whitefish Bay*, 225 N.W. Rep. 838 (Wisconsin).

‡280 Pac. Rep. 467 (Oklahoma).

the purpose of measurably controlling building during the interim, in order that the benefit of the proposed ordinance may not be lost and when such temporary ordinance is attacked as unreasonable and arbitrary the court will apply a liberal rule of construction not only to such ordinance itself but also to the power of the City Council to promulgate the same.

The provision in Section 4, Ch. 178, Session Laws of 1923, that such regulations shall not be effective until after a public hearing, and that 15 days notice of the time and place of such hearing shall be published, and such public hearing shall not be had or action taken until the final report of such commission, does not prevent a city council from passing a temporary ordinance to measurably and reasonably control building operations until the comprehensive ordinance provided for in said Chapter shall have been properly investigated and passed.

RACIAL ZONING

The police power cannot be used to segregate the white and black races; but a private covenant for that purpose is valid—*The City of Dallas v. Liberty Annex Corporation**. Therefore a city ordinance confirming a private segregation agreement and requiring its observance by the imposition of penalties, was held unconstitutional. The right to terminate the contract subject only to civil penalties for its breach is the privilege of a citizen of which he cannot be deprived without due process of law.

Nor was the ordinance helped by General Laws 1927, Ch. 103, since the legislature could not pass a valid law for the purpose.

THE BUSINESS OF EXTRACTING AND UTILIZING ORE, OIL, ETC., IN A RESIDENTIAL DISTRICT

The cases with regard to extracting oil, ore, sand, etc., and utilizing it in a residential district are conflicting. To these cases have recently been added the California cases of *People v. Hurley*† and *Marblehead Land Co. and Standard Oil Co. of California v. City of Los Angeles*,‡ both sustaining restrictions in that right. A full report on one of these cases has been prepared by Carol Aronovici, City Planning Consultant of Los Angeles and Berkeley. This report has been published in pamphlet form by Thorwald Siegfried, 130 South Broadway, Los Angeles, and is entitled "Report on the Los Angeles Mountain Park Company's Application to Locate in a Residential Zone, a Quarry and Rock Crusher for Cement Making Purposes".

*19 S.W. Rep. (2d) 845 (Texas).

†272 Pac. Rep. 1076, 279 Pac. Rep.

‡U.S. Dist. Court for the Southern Dist. of Cal., Central Div.

AIRPORTS

The few cases that have arisen on the subject hold the establishment of airports to be a purpose which municipalities may carry out. In this connection the Michigan case of Clayton and Lambert Mfg. Co. v. City of Detroit* is useful in that it shows how certain things often needful in such an undertaking may lawfully be done. It holds that a single ordinance may consolidate two city tracts of land, close a road, acquire additional property, and relocate another road, all being in furtherance of the general object of enlarging an airport.

*34 Fed. Rep. (2d) 303.

F. B. W.

BUILDING LINES FOR STREET WIDENING

The League of Wisconsin Municipalities has submitted a brief *amicus curiae* in the case now before the Second Judicial Circuit Court of Wisconsin which arose in the City of West Allis involving a setback line established for street widening. A number of municipalities in Wisconsin have established setback lines for street widening purposes, but there is yet no Wisconsin State Supreme Court decision in the matter, although this court has gone very far in upholding setback lines as a zoning measure. The League of Wisconsin Municipalities is very desirous that the power to establish setback lines for street widening be supported. In its brief the League has presented the principles of law applicable to the general proposition involved rather than argued the specific case, and has defended the establishment of setback lines for street widening as a valid exercise of the police power. The court has had the case under advisement for several months.

FREDERICK N. MACMILLIN,
Executive Secretary, League of Wisconsin Municipalities.

N. C. C. P. & A. C. P. I. NEWS

Conducted by FLAVEL SHURTLEFF, Secretary

THE INTERNATIONAL CONGRESS AT ROME

The Congress of the International Federation for Housing and Town Planning took place in Rome from September 12 to 17, followed by a tour to the Naples district and an extension of the Congress in and around Milan. Those who have followed the previous recent meetings of the Congress at Gothenburg, Amsterdam, New York, Vienna, and Paris (in the order named) will be familiar with the attempt to extend the interest of the Congress to the field of Housing and the difficulties which have recently resulted in setting up the "International Verband für Wohnungswesen." It was decided at this Congress to limit its association with this new group to the privilege of becoming an affiliated body on the same footing as many other associations which have an interest in common with any portion of the field covered by the Congress. In spite of the cleavage indicated by non-action, a large proportion of the program as well as the interest of the delegates to the Rome conference was devoted to the subject of Housing, which was reinforced by the character of the study tours of recent Italian housing in the cities of Rome, Naples, and Milan. The housing in these cities represented a very large number of new post-war housing groups built under local government direction and aid, and showed a marked advance over previous tenement house conditions. The principle of the shallow building around large interior block courts has been effectively applied, although the planning seemed to the visitor less efficient and less interesting in design than that observed in other countries, particularly in Austria and Holland.

The meetings of the Congress on the 12-13-14th were held in two divisions, one devoted to Housing, the other to Town Planning. The general subjects were "Financing Working and Middle-Class Housing" and "Planning Apartment Housing Schemes in Large Towns" on the one hand, and "Re-planning Old and Historic Towns to meet Modern Conditions" and "Methods of Expansion" (of same) as well as "The Need for Research in Town Planning," on the other.

The Congress was conducted as usual for the discussion of papers previously printed and distributed to the members. This discussion was carried on in the usual three languages: French, German, and English, with the addition of Italian in recognition of the large Italian delegation present.

A degree of amusing byplay developed in discussion of the subject "The Need for Research in Town Planning," in which Dr. Gibbon of London

stressed the need for adhering more closely to the practical, and Herr Schmidt of Essen answered in a very ardent appeal that idealism should not be lost sight of. Dr. Schmidt had the advantage of being able himself to address his colleagues in the three official languages.

On the whole the Congress was interesting and well attended, with promise of increased success in future meetings. Much credit and appreciation is due the Italian authorities for their courtesies, particularly the two memorable functions held on the Capitoline.

HENRY WRIGHT.

BRIARCLIFF MEETING

At the fall meeting of the American City Planning Institute, held at Briarcliff Manor, New York, on November 1st and 2nd, 1929, Mr. Henry Wright, in a most thoughtful paper, "Some Principles Relating to the Economics of Land Subdivision," offered abundant evidence on cost and design to prove that natural attractiveness and rural setting can be retained even in subdivisions of moderate cost. Mr. Wright will make some changes in the text in the light of discussion at the meeting, and the paper will be reprinted accompanied by a summary of the discussion.

Mr. Alfred Bettman, the Chairman of the Committee on Zoning Principles and Standards, made a final report. There was substantial agreement on several sections of the report, but, as might be expected in a subject where there is much difference in practice, there were keen differences of opinion on many of the sections, particularly those involving standards. By resolution of the meeting the subject was sent back to the Committee, which was enlarged by the addition of Messrs. Henry V. Hubbard, Russell V. Black, L. Segoe, and E. P. Goodrich.

INSTITUTE WINTER MEETING

At a meeting of the Governors of the Institute, it was decided to hold the mid-winter Institute meeting in New York City, some time in January. January 20 has since been tentatively fixed as the date.

BOOK REVIEWS

Conducted by THEODORA KIMBALL HUBBARD

OUR CITIES TO-DAY AND TO-MORROW: A Survey of Planning and Zoning Progress in the United States. By THEODORA KIMBALL HUBBARD and HENRY VINCENT HUBBARD. Cambridge, Harvard University Press, 1929. 389 pages. Illus., plates. 7 x 10 inches. Price \$5.00.

What could be more embarrassing than to be asked by the editors of a periodical to write a review of a book of which those same editors are the authors? And when that book contains many gracious praises of the reviewer, what expectation can there be of an unbiassed review? However, the reviewer's conscience has been summoned to my aid.

This book fills an immediate need. It is most timely. In it Mr. and Mrs. Hubbard have added one more valuable contribution to the cause of city planning,—a cause to which they have given so much leadership and inspiration. More and more in this country we are realizing something which the political scientists have long known, namely, that law is not what is written on statute books, but rather what actually occurs in the process of interpreting and applying the words on the statute books. A model zoning law or a model city planning law might be placed word for word upon the statute books of two states, while the realities of that which actually occurs in the two states may be as wide apart as the poles.

We have, perhaps, dealt too long in boastful statements of the number of zoning ordinances passed by municipal councils, or the number of states which have adopted city planning laws or the number of places which have city planning commissions, as though that necessarily proved definite accomplishment in the direction of control of urban development. The time has come for some relentless observation of what really happens in the various municipalities or regions; what city plans are such in name rather than reality; when does a zoning ordinance become a good-looking façade behind which the reality is an unadjusted mass of exceptions and variances and what not.

Mr. and Mrs. Hubbard's book is a splendid first big step in this direction; that and much more. It is an indefatigably comprehensive compilation, listing, and descriptive account of what American municipalities and regions are doing or seeking to do in the direction of regulating their development by means of planning procedures. Indeed, the comprehensiveness of the book fairly takes one's breath away: 120 municipalities and 15 counties or regions were included in this survey. The stupendous array of factual material is not only stated with clarity, but also so scientifically arranged and classified

and so well indexed, that this book will serve as an authoritative and reliable work of reference and working tool for practitioners, officials, and students.

As aforesaid, it is much more than that. One might wish that the authors had indulged in rather more synthesis, that is, more extraction, from the innumerable facts reported, of essential or typical conclusions. The book, however, is so sprinkled with profound thoughts and pieces of shrewd counsel as to give it an inspirational value far beyond that derivable from the mere recounting of the data; though the bare facts of the volume and spread of the city planning movement, as recounted in this work, are themselves rather thrilling. The reader should not skip, on the assumption that he will be missing only some more data; for he is likely to miss jewels of thought almost hidden here and there in the midst of the whirl and rush of the statements of facts. The authors recognize and do well to state that planning is "a great social movement."

I have ventured to designate this as a first step toward portraying the realities of city planning in America. This is because I believe that there remains needed something more searching, more analytic, more skeptical, more in the nature of relentless research. In the main, the questionnaire method was used by the Hubbards for the ascertainment of their facts: certainly the only method available for an account which is to cover all parts of this huge land. The questionnaire method has its limitations. The information produced thereby comes largely from those who operate that which they are describing when they answer the questions put. The operators of anything, whether it be a machine or a city plan or a city or a law, know much that is not observable by others, but, as informants, they have their limitations and their bias. For the deeper verities as to what is taking place, an outside and more critical eye, outside talent, an outside mind are often requisite. To what extent is the distribution of building development actually attributable to the zoning ordinance and to what extent to other factors; to what extent is the planning commission really acting as an additional administrative rather more than as a truly planning body; what are the possibilities of planning accomplishments and the factors of limitation, and what forces reside in the community which could reduce, neutralize, or overcome these limiting factors; what is the real zoning ordinance in operation, as distinguished from the one written on the ordinance book; these and many another searching question call for answer by a process of intensive research in a few selected localities, conducted in accordance with the research technique which is developing in the social sciences. Mr. and Mrs. Hubbard's book indicates the places and topics which might well be selected for this more intensive research and the directions it might well take.

Indeed, while they say wisely "city planning cannot wait for research," Mr. and Mrs. Hubbard themselves recognize their book as a preparatory step toward such research; for in their preface they state quite over-modestly,

that the factual material collected and described by them is but the indication of the fields in which fruitful research can enter; and, in one of their chapters, they themselves suggest the need for what they aptly phrase as the "qualitative analysis of the law in action—the way it actually works, its possibilities and limitations." They have given us the authoritative, comprehensive picture of the quantity, momentum, and spread of city and regional planning effort in the United States. We turn to them, through the new city planning school at Harvard and otherwise, to be our leaders in this "qualitative analysis" of our movement.

ALFRED BETTMAN.

L'ENFANT AND WASHINGTON, 1791-1792. Published and unpublished documents now brought together for the first time. By ELIZABETH S. KITE. Introduction by J. J. JUSSERAND. Foreword by CHARLES MOORE. Baltimore, The Johns Hopkins Press, 1929. 182 pages. Portrait, plan, facsimile. $10\frac{1}{2} \times 7\frac{3}{4}$ inches. Price \$3.00.

Mr. Charles Moore in his foreword has summed up the peculiar value of this book: "Pierre Charles L'Enfant is now placed in historic relation to the design of the City of Washington." He has been to most people a more or less vague figure; here his letters and reports speak for him, interspersed with relevant letters from Washington, Jefferson, and others concerned with the great enterprise. L'Enfant's high character and fine spirit, his achievement as an artist in producing an enduring plan in so brief a period under great difficulties, are brought into all the sharper relief by the natural results of his pride and hot temper in dealing with personal and political situations inevitably arising in so novel and vast an undertaking.

To the reviewer the conception of the Federal City has never been made so clear as in these consecutively arranged records of 1791 and 1792 covering the connection of L'Enfant with the design and initial stages of construction. Miss Kite's selection and editing are such as to bring out the most important points without undue length.

The Introduction by M. Jusserand, a chapter already well known, taken by permission from his *With Americans of Past and Present Days* is most appropriately reprinted here where it serves to interpret L'Enfant's design of Washington in relation to his whole chivalrous and public-spirited life. We can close the book with a little less regret for the misunderstanding which arose in L'Enfant's lifetime when we read M. Jusserand's account of the late transference of L'Enfant's body to Arlington Cemetery with the full tribute and thanks of the nation.

T. K. H.

THREE REGIONAL REPORTS. By ADAMS, THOMPSON & FRY. Prepared for the Joint Town Planning Committees of the respective regions. 12 x 9 $\frac{3}{4}$ inches.

NORTH WEST SURREY REGIONAL PLANNING SCHEME. 1928. 51 pages. Plates, map, folded plan.

MID SURREY REGIONAL PLANNING SCHEME. April, 1928. Illus., maps, folded plan.

NORTH MIDDLESEX REGIONAL PLANNING SCHEME. August, 1928. 80 pages. Plates, maps, diagrams, folded plan.

In this group of reports from a well known firm of London consultants (of which Mr. Thomas Adams is senior partner), we find expressed the sound theory of regional planning underlying the best English work. Naturally the reports are all built on the same general outline—Zoning, Main road communications, Open spaces, and Preservation of amenity—to which in the North Middlesex report a consideration of passenger transport is added.

It is particularly interesting to see the development of a skeleton regional plan from the basic data collected, for three such different regions, no one of which is farther from London than the areas comprised within the Regional Plan of New York. North Middlesex is part of Metropolitan London and contains closely built-up areas which have largely lost any individuality. North West Surrey, although just included in the Greater London Region, contains countryside full of charm and distinctive scenery, while Mid Surrey bordering the Metropolitan area includes the North Downs and the beautiful Surrey Hills which form a rural playground for thousands of urban dwellers.

Each of the three reports classifies the land of the region considered into urban and rural zones, with an intermediate semi-rural zone for sections in which some measure of landscape character may be preserved around home neighborhoods. While social and economic factors receive due weight in the survey and plan, to our American minds the most suggestive portions of the reports are those dealing with the preservation of amenity which to the English as to us has both a sociological and dollars-and-cents value. The consultants stress the heedless destruction, by successive thoughtless land developments ever stretching farther into the countryside, of the charms which frequently caused the original desirability of the land. Preservation of adequate open spaces and the control of building types is recommended in all three reports. The architectural control suggested by the Ministry of Health Model Clauses, following special Acts already secured for Bath, Oxford, and other historic towns, is indeed the most striking means of preventing regional individuality from being utterly lost in a standardized national curse of bungalowoid growths.

Those who have driven through the seemingly endless series of Lancashire industrial towns—monotonous, dreary, drab, treeless for miles on end—can appreciate the opportunity laid before the local authorities of the outer London Region to prevent by timely and concerted action the unnecessary commercialization of those areas undoubtedly most valuable for residence and recreation.

T. K. H.

URBANIZATION: Its Effects on Government and Society. By JOHN GIFFEN THOMPSON. New York, E. P. Dutton and Company, 1927. 683 pages. $8\frac{1}{4} \times 5\frac{3}{4}$ inches. Price \$6.00.

The author points to the disproportionately rapid growth of the city population and the consequent growing concentration of the population in the urban centers as among the most striking features of recent times in advanced countries and examines the consequences of this urbanization, primarily from the political point of view.

The rural bias and the urban bent, urban and rural contributions to democracy, the effects of urbanization upon political purity, activity, leadership, public spirit, civil liberty, economic freedom and efficiency, upon the health, physique, and natural growth of population, upon political preparedness for war, and upon morals and religion are some of the aspects considered.

The book is, in essence though not in form, a compilation of the opinions of an almost countless number of writers and thinkers on these various subjects and is well documented by a list at the end of each chapter of the material used in its preparation.

H. K. M.

CITY PLANNING: A Series of Papers Presenting the Essential Elements of a City Plan. Second Edition. Edited by JOHN NOLEN. New York, D. Appleton and Company, 1929. 513 pages. Plates, plans, diagrams. $7\frac{1}{2} \times 5\frac{1}{4}$ inches. (National Municipal League Series.) Price \$3.50.

The second edition of this well known book contains two new chapters with bibliographies—one on zoning by Mr. Edward M. Bassett and one on regional planning by Mr. John Nolen, and an up-to-date list of twenty-nine references for a city planning library selected by Miss Katherine McNamara, Librarian of the Harvard Schools of Landscape Architecture and City Planning. The chapter on city planning legislation has been completely rewritten by Mr. Alfred Bettman and the introduction to the book has been revised by Mr. Frederick Law Olmsted. These are valuable changes and additions to the text of the book.

As Mr. Nolen points out in the preface to this second edition, the world has leaped forward since the time of the first edition in 1916 and city planning has had its share of this progress. It is extremely unfortunate that it was impossible for the editor to revise or to have rewritten the sixteen chapters

which have been reprinted as they appeared in the early edition and therefore have the obvious defects of material written thirteen years ago in a field which is developing as rapidly as is city planning. To pick a striking example, Chapter III, Public Control of Private Real Estate, contains a section entitled, Districting, which might be seriously misleading to an uninformed reader. It is hoped that such a person may read on until he reaches Mr. Bassett's new chapter on zoning and discovers for himself that "much water has flowed over the dam" in the field of zoning since 1916, when Chapter III was written. It is also unfortunate that the bibliographies accompanying the sixteen unrevised chapters contain no references to the many important books and papers which have appeared since the time of the first edition.

We welcome a second edition of this standard work, both for its new chapters and for its availability to those who find it frequently referred to in lists and wish to consult it, but we feel that the merit of its authors and their subjects should have justified the publishers in issuing a thoroughly revised edition, so that the new book could have avoided being a hybrid combination of historic interest and up-to-date thought.

H. K. M.

BRIDGES: A Study in Their Art, Science and Evolution. Illustrated with photographs and drawings of old and new bridges in many lands. By CHARLES S. WHITNEY. New York, William Edwin Rudge, Publisher, 1929. 363 pages. Illus. $12\frac{1}{4} \times 9\frac{1}{4}$ inches. Price \$20.00.

Mr. Whitney is an engineer, an artist, and a man inspired by the challenge offered by the forces of nature to all designers endeavoring to make the world a more convenient and a more beautiful place. He justly feels that the bridge builder, in his generation, takes on himself a task of honor and of responsibility,—responsibility not only to his own civilization, but to the ideals of his predecessors. Mr. Whitney shows how, through the centuries, bridge builders have faced on the one hand the character and desires and needs of their age and on the other the physical difficulties of security of foundation and stability of span, and have wrought out an answer which is at once a triumph of utility and a monument of art.

Without a word of false sentiment, the book is full of the feeling that a bridge is a fine human and artistic adventure, differing with its site, its materials, and its uses, but always capable, now as well as in any former times, of being brought to a worthy and triumphant conclusion.

First we are shown the bridges of the different ages and peoples of the world. We see the ponderous pride of Rome, the picturesque harshness and later the daring aspiration of the Middle Ages, the self-conscious justness and later richness of the Italian Renaissance, the cold accuracy of the earlier Renaissance in France, and in more modern times the overweighting of the esthetic by the practical when designers struggled with the new problems of steel and concrete, until in our own day we see the dawning of a new era

when new forms in new materials promise to be as great a triumph of man over his surroundings as those which have come down to us from former times. Surveying the subject from another angle, we are shown examples of the typical forms which come from the materials,—wood, stone, iron, concrete, reinforced concrete. The illustrations are many, well chosen, technically excellent.

If Mr. Whitney can fill the architects with half his feeling for practicality and fitness to site, and fill the engineers with half his sensitiveness to noble form, the book should mark an epoch in the design of one of the most important structures with which city planning has to deal.

H. V. H.

THE GRAPHIC REGIONAL PLAN: Atlas and Description. Prepared by the Staff of the Regional Plan. New York, Regional Plan of New York and Its Environs, 1929. 416 pages. Illus., plans (including colored atlas), folded maps, diagrams. (Regional Plan Volume I). Price, Volumes I and II, \$25.00.

Never has any city or regional plan had more nation-wide publicity than the Regional Plan of New York. "New York as a National Center," a section in the introductory interpretation of the Plan, suggests the reason why public interest has focused on its vast proposals,—launched in a way calculated to arouse public imagination,—just as public interest has focused on the development of plans for our National Capital. And here we have in one handsome volume—to be followed by a second in which the Plan will be further elucidated—the Plan to which the many Survey volumes already issued have been contributory. Even the layman may gain a conception of many of the principal proposals of the Plan through the very effective use of marked airplane photographs and condensed diagrammatic maps.

The Regional Plan differs in degree from a city plan in that it offers "a broad outline of tentative suggestions for the guidance of those public authorities and private corporations who have the power and financial ability to carry plans into effect." The Atlas, indicating ways for traffic and transportation, and areas of close and open development, at the scale of ten miles to the inch, reveals the Regional Plan, which "is intended to be nothing more than a guide to local authorities for each municipal area in the preparation of definite city, park, and zoning plans," and "while indicating the adaptability of land for different uses does not specify precise boundaries." Working at this small scale, precise location of ways and spaces would be practically impossible, which precludes such disappointment as has already been experienced from occasional inaccuracies discovered in the large base maps for the Plan.

The Plan appeals to the man with ideals and vision because of its breadth and its boldness in preparing for the immense metropolitan city of 1965.

The Plan appeals to the logical mind because of its reasonableness and sanity. It meets the common objection that land in urban regions can only be profitably set apart for building purposes, by the well supported statement: "*The Atlas shows ample areas for all urban growth for a population of twice that now in the Region and only utilizes a fourth of the area for that purpose.*" If the Plan achieved no other result than to check the unregulated spread of premature residential and business development, it would be epoch-making. Every community in the United States should take to heart the following paragraph: "The assumptions that all suburban land, however accessible to means of transit and however expensive its development for building purposes, should be divided into small lots, and that subdivision, however occurring, is a sign of progress and prosperity, have been shown in the regional survey to be fallacious. The need of restraining wasteful subdivision and at the same time of reserving and stabilizing land for open uses, where it is best suited for these uses, is of urgent importance in the interest of general welfare." The indication on the Atlas of close and open development areas shows that the great urban community of the future, growing in more dense wedges into ample lightly developed areas (public or private), can indeed offer a new conception of urban life to the extremist both in the matter of skyscrapers and of decentralization.

The discussion of zoning is reserved for the second Plan volume. In this one, however, the thesis that great private estates in appropriate locations are often more profitable to suburban communities than small-lot land subdivisions requiring expensive public services suggests to many municipalities the need for wise counsel in zoning and taxation methods.

To those who are staggered by the immensity of the Regional Plan and its cost, the conclusion of the volume offers relief, with cogent arguments for a planned future: equivalent great enterprises carried out in the last thirty years in the New York Region are compared with the summary of Plan proposals. The really thoughtful official or citizen cannot fail to grasp that "The Plan as a Practical Ideal" has its foundation in experience and fact, and that unrelated public works may be far more costly than articulated parts of a whole, to which each community may make a significant contribution.

T. K. H.

NOTE

The character of the report which constituted the first item in the list of "Other New Publications" on page 277 of the issue of CITY PLANNING for October, 1929, would have been clearer if fuller information had been given: "City Building for the Future. Can it be forecasted?" Add: From a Survey Report on a Building Construction forecast, Detroit Business District, 1925-1950, for the Detroit Edison Company. Being Project No. 422, conducted under the auspices of the Department of Engineering Research, University of Michigan. By J. Rowland Bibbins, Consulting Engineer. Associates: Professor J. H. Cissel, Ann Arbor; N. B. Hubbard, Detroit.

OTHER NEW PUBLICATIONS RECEIVED

- Aronovici, Carol.** Report on the Los Angeles Mountain Park Company's application, etc. (See page 57 of this issue.)
- Baltimore Board of Park Commissioners.** Druid Hill Park. Compiled by J. V. Kelly. Sept. 10, 1929. (Public Parks of Baltimore, No. 4.) Part of a series of interesting historical booklets about Baltimore parks.
- Barber, Col. A. B.** Basic regulation principles (for motor vehicles). Paper before American Electric Railway Association. New York, 1929.
- Bayonne, N. J., City Plan Commission.** Development of Newark Bay waterfront of the City of Bayonne. Report prepared by Harold M. Lewis and Charles Herrick. June, 1929.
- Chamber of Commerce of the United States.** Modern planning and financing of cities. Proceedings of the Round-Table Conference, Apr. 30, 1929. (Multigraphed.)
- . **Civic Development Department.** Supplement to city planning and zoning accomplishments. Washington, 1929. (Tabulations.)
- Comey, Arthur C.** General village plan of Birmingham, Mich. Report to the Village Planning Commission. July, 1929.
- Deutsche Hauptstelle für Wohnungs-und Siedlungsfürsorge in der Tschechoslowakischen Republik.** Entwurf einer tsechoslowakischen Bauordnung. Prag, 1929.
- Kessler Plan Association.** "Our home town" (Circular addressed to Texas communities), 1929. (Cf. notice of Dallas County Better Town Contest, p. 45 of this issue.)
- Ford, George B.** New army posts for old: a new design and layout for army posts and fields. Illustrated article in *Quartermaster Review*, Nov.-Dec., 1929.
- Los Angeles County Regional Planning Commission.** Guide to Los Angeles County zoning ordinance. Aug., 1929.
- Madrid Ayuntamiento.** Concurso de anteproyectos para la urbanización del extrarradio y estudio de la reforma interior y de la extensión de la ciudad. Bases. Madrid, 1929. (Competition program.)
- Massachusetts Department of Public Works.** A standard code for traffic control signal installation and operation. Prepared by Miller McClintock and Maxwell Halsey. Sept. 1, 1929. (Traffic Bulletin No. 2.)
- Milwaukee Common Council.** Municipal government and activities of the City of Milwaukee for 1928. (Contains section on City Planning, including reports of Art Commission, Board of Public Land Commissioners, and Board of Appeals.)
- Nederlandsch Instituut voor Volkshuisvesting en Stedenbouw.** Het toekomstig landschap der Zuiderzeepolders. Amsterdam, 1929. (A most significant regional report, to be reviewed.)

- New Zealand Director of Town Planning.** Civic surveys. Explanatory memorandum, 1929. (Circular with suggested standard notations in color.)
- ——. Subdivisions within boroughs and town districts. Subdivisions within counties. (Two circulars.) March 25, 1929.
- Norwich University. Bureau of Municipal Affairs.** Proceedings of the third Institute of Municipal Affairs, held at Montpelier, Vt., Jan., 1929. (Norwich University Record.)
- Regional Plan of New York and Its Environs.** Neighborhood and community planning. 1929. (Survey Vol. VII.) To be reviewed.
- Ridley, Clarence E.** The public works department in American cities. New York, Municipal Administration Service, 1929. (Publication No. 13.) Price 35 cents.
- St. Louis City Plan Commission.** Plans for the Northern and Southern riverfront. 1929. (Harland Bartholomew, engineer.) Price \$1.50.
- Siebers, Alphons.** Groeiend Rotterdam. Uitgegeven door de Vereeniging voor Stadsverbetering Nieuw-Rotterdam, 1929.
- Swan, Herbert S.** The New London plan. A report to the Planning Board, New London, Conn., 1928. Published 1929.
- ——. Plan of a metropolitan suburb, Stamford, Conn. Received and accepted by the Town Plan Commission, 1926. Published 1929.
- Trustees of Public Reservations, Massachusetts.** (Addresses at) Luncheon, Union Club, Boston, June 7, 1929, to Col. Samuel P. Wetherill, Jr., of Philadelphia. (Relates to Massachusetts and Philadelphia regional open spaces.)
- Unwin, Raymond.** Regional planning. Excerpt from Journal of the Royal Sanitary Institute, London, 1929.
- Wayne County, Mich., Board of County Road Commissioners.** Twenty-third annual report, 1928-29. Incorporated with it: **Board of County Park Trustees.** Tenth annual report, 1928-29. (Especially interesting illustrations.)
- Whitnall, Gordon.** Zoning. Address before Association of City Planners of Los Angeles County, Sept. 14, 1929. (Multigraphed.)

PERIODICAL PUBLICITY

Several planning commissions keep public interest alive by mailing out periodical bulletins—usually mimeographed—containing pithy statements of local planning facts and apt quotations. The most frequent and ambitious of these is the Los Angeles Regional Planning Notes. The latest to come to our attention is "Salient Facts in City Planning Here & There" issued by the Board of Public Land Commissioners of Milwaukee, Wis., which contains a lot of news about Milwaukee plans compressed into a small space. Such

brief paragraphs (which might be overlooked in a newspaper) coming in a bulletin regularly received, will often attract citizen attention more than a less frequent but longer publication. A printed bulletin, similar to that of the Philadelphia Regional Federation, has just been undertaken by the Regional Plan Association, Inc., which is promoting the Regional Plan of New York. Periodical publicity is highly desirable to keep the work of the city and regional planning commissions in the public mind.

T. K. H.

SUBJECTS OF RESEARCH HARVARD SCHOOL OF CITY PLANNING

Four research projects, one as to the height and form of buildings, a second and third on the density of residential distribution, and a fourth as to the legal aspects of municipal airports, have just been undertaken by the new Harvard School of City Planning. The results of these researches will be published.

Mr. George B. Ford is undertaking the investigation of the subject "What Zoning Has Done to Limit the Height and Bulk of Buildings Especially in Commercial and Apartment Districts, and What Further Limits Should Be Placed on Building Height and Form." Mr. Robert Whitten is investigating the question of "Optimum Densities for Residential Distribution Under Zoning and Platting in America" and will endeavor to determine particularly how sparsely population may be spread and still meet the cost of complete city improvements and adequate housing. A parallel study, "Optimum Densities for Residential Distribution in English Garden Cities and Suburbs," will be carried on by Mr. Thomas Adams, with a view to arriving at some comparative conclusions.

Mr. Frank B. Williams, author of *The Law of City Planning and Zoning*, will investigate the subject, "The Legal Aspects of Municipal Airports." The great and increasing development of air transportation has raised questions as to the ownership of the air and as to the rights and duties of the community in regulating activity in the air, and as to what constitutes a nuisance or a trespass in the air,—questions which are by no means capable of immediate solution by reference to the legal precedents of the past. In this research Mr. Williams is cooperating with Dr. Miller McClintock and Professor Henry V. Hubbard, who are together undertaking a research financed by the Milton Fund of Harvard University. Dr. McClintock is considering the problems of the airport as relating to municipal government and Mr. Hubbard is considering the airport as a unit in the city plan.

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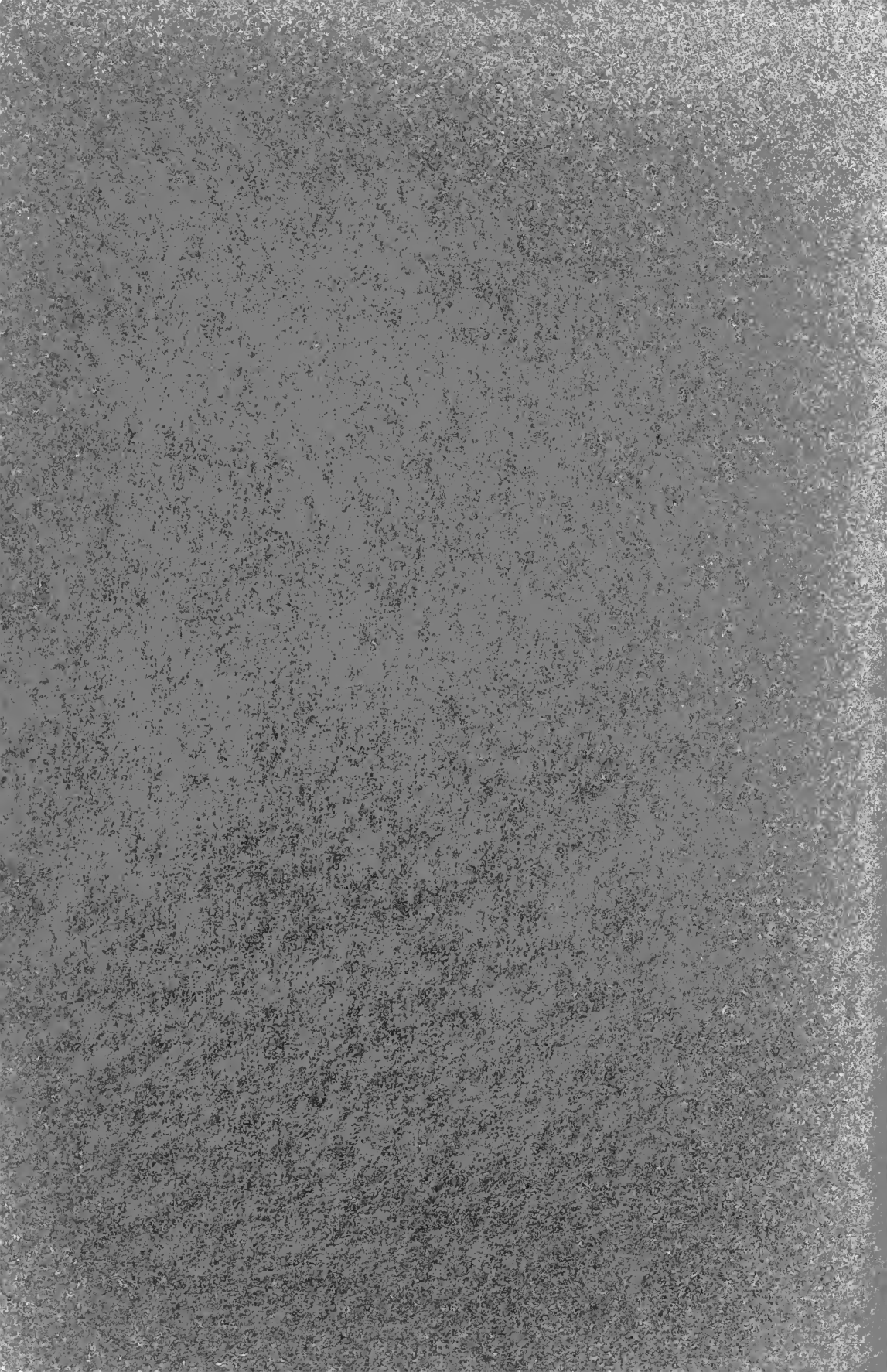
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By RUSSELL VAN NEST BLACK

Owing to Mrs. Hubbard's recent illness, the ANNUAL SURVEY OF CITY AND REGIONAL PLANNING IN THE UNITED STATES FOR THE YEAR 1929 has been postponed from April to the July issue, together with Miss McNamara's ANNUAL LIST OF PLAN REPORTS.

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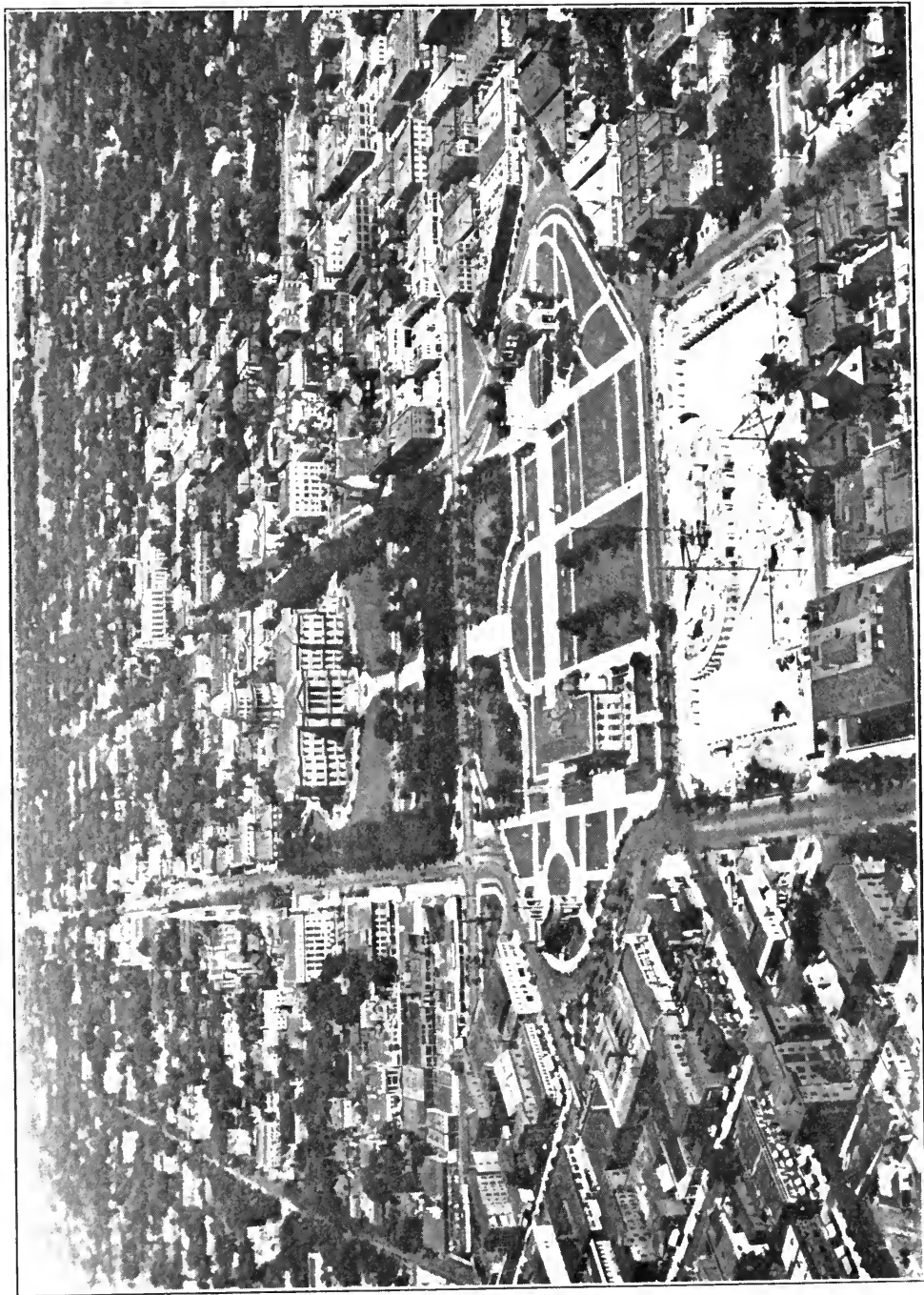
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Courtesy of The Colorado Association, Denver

DENVER CIVIC CENTER

Looking toward State Capitol. In foreground, new Municipal Building under construction. Streets from business section coming in at angle on left

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Vol. 6

April 1930

No. 2

DENVER MAKES A PLAN

By ARTHUR HAWTHORNE CARHART

McCrary, Culley & Carhart
Consultants, Denver Planning Commission

CURIOS incidents while cities are in the embryonic state often fix characters affecting the life of the community. Denver's whole downtown street system is based on the path followed by riders of the first pony express ever run in the West.

About 1840 the trading posts of Fort Laramie in Wyoming, St. Vrain's and Bent's forts in Colorado, and the frontier settlements at Taos and Santa Fe, New Mexico, were at their height. Once a week a pony express was run from the valley of the Rio Grande to Fort Laramie, one rider traveling in each direction. The line followed was the old Trapper's Trail, north and south, on the plains out varying distances from the foothills. At the point where Denver now stands it crossed the Platte River and then struck off southeastward, in general paralleling the channel of Cherry Creek. Later a road developed, following this old trail line.

Gold was discovered at the confluence of Cherry Creek and the Platte in 1857. There was no town here then, not even a trading post: 1858 saw the beginnings. Montana was built where Denver's Overland Park now is located. Montana was abandoned in a few months. Auraria was established in the triangle formed above the joining of Cherry Creek and the Platte. St. Charles

was laid out by a "townsite" company on the east side of Cherry Creek. Soon St. Charles was "jumped" by a rival company and Denver City was platted. Col. Samuel Curtis, a frontier engineer, William Larimer, and James S. Lowry staked out the first plat of Denver, using a rope for a chain. The base line of this platting was the old wagon road that followed the Trapper's Trail. This is the train of events which caused Denver's main business section to have streets that approximately, but not exactly, run northwest and southeast, and southwest and northeast.

In 1860 Denver had a population of about 5,000. In 1870 there were 35,000 people here. Gold was the magnet dragging thousands into the Rockies. A dozen towns were contenders for regional supremacy. Denver leaders drove this town ahead and kept it there. Other towns that might as well have been the regional capital disappeared or became staunch towns of moderate size.

As you view Denver, review the city's planning program, and learn of the background for the program of to-day, I ask you to keep several preliminary thoughts in mind. This city is an infant in years compared to many other cities. Yet, young as it is, there are traditions, a rich fabric of human interest, the dynamic drive of pioneer men, all entering into the building of Denver. Back of all is the personality of the town, a community determined to become a city.

There are three periods to the present in Denver's progress in city planning and building. The first is this pioneer period in which the foundation of the city was laid as expediency might dictate. The town grew, flourished, reached the size and status of a city. It rushed from an Arapahoe Indian camping spot to a city in two decades. There was no time for studied progress. The frontier needed a city. Denver citizens built it.

The second period begins with 1904, at which time a new charter was adopted and Mayor Robert W. Speer was elected. The charter provided for the appointment of an Art Commission. Mayor Speer appointed this Commission soon after he took office. In July, 1905, this Art Commission, with Mr. Henry Read as Chairman, "made a short report advocating the preparation of

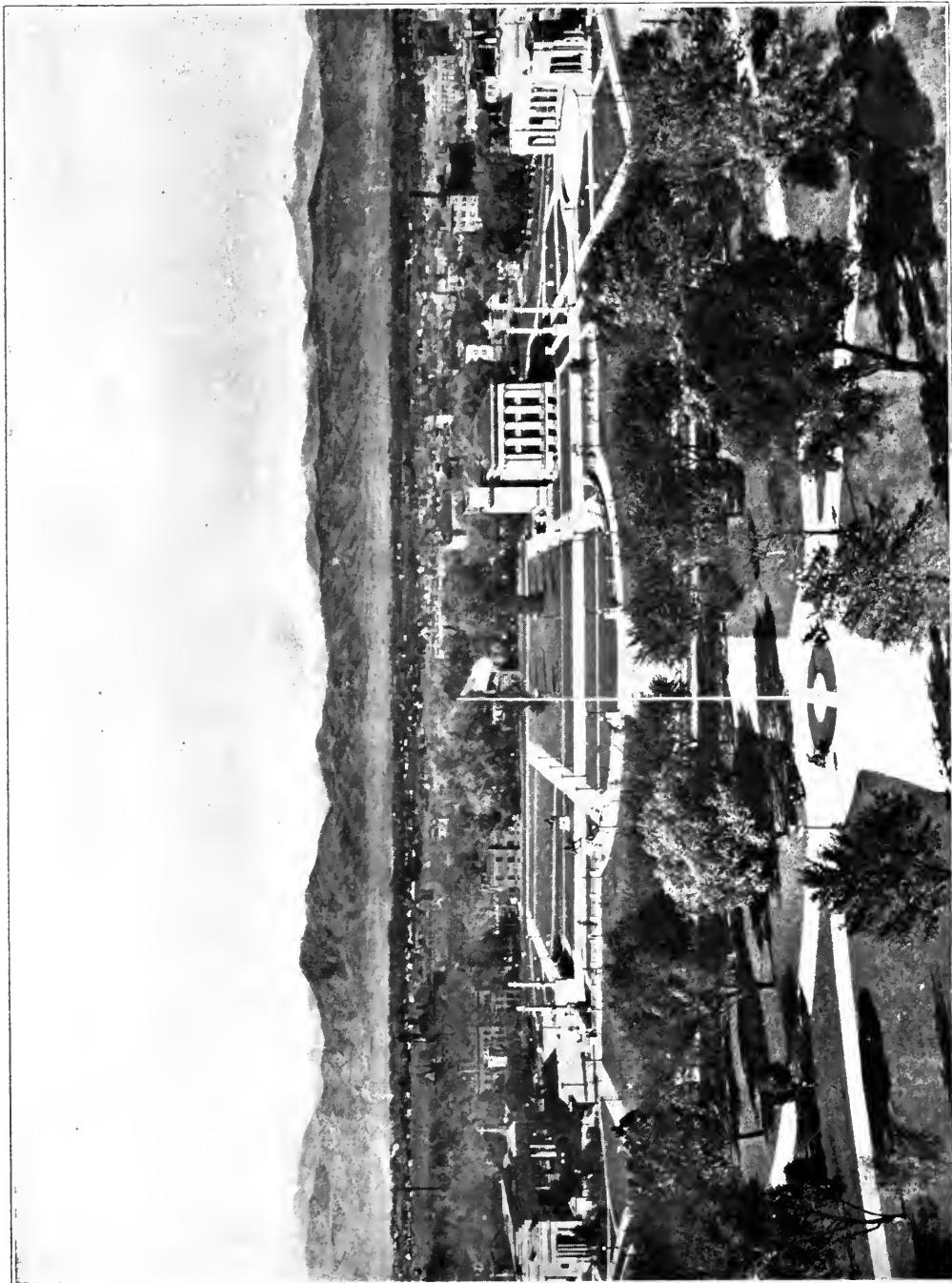
some consistent plan of city development." Charles Mulford Robinson was secured to make a general preliminary survey of the city and present recommendations.

In January, 1906, the Robinson report was made. One of the principal problems treated in this report was the Civic Center,—the first studied plan for a civic center for Denver. The Robinson proposal was to utilize the old Court House square located well down in the business section for one terminus of the Civic Center, thus projecting the Civic Center from the Capitol toward the business district and somewhat splitting it. The site was to include the present library and a proposed block for the Municipal Auditorium. The Auditorium, however, soon was located without reference to the proposal of the Robinson report, which was defeated when opponents forced the matter to a vote on bonds that would provide for this project.

Other features of the Robinson report were drastic criticisms of the City Park,—it particularly aimed shafts at the carpet bedding around the statue of Burns and the "terrifying cannons that surround this spot . . . ," but without results for they still persist. He also gave suggestions regarding other parks and the rounding out of the park system. Then followed suggestions for the "Cherry Creek Boulevard" which is now Speer Boulevard, and a system of park connections some of which are carried out in Denver's present parkways and boulevards. He touched lightly on diagonal streets, smoke nuisance, billboards, and transit.

After the defeat of the "Robinson Plan" of the Civic Center in the election, the Art Commission girded for new battle and started after the main idea,—the securing of a Civic Center.

In 1907 an alternative, modified "Robinson Plan" was presented. It was still opposed. In that same year Frederick MacMonnies, sculptor, while in Denver to select a site for the Pioneer Monument, suggested that the Civic Center axis extend, not diagonally into the business section, but directly west from the Capitol. The Art Commission threw its weight behind this new suggestion. Denver was already starting southward in its march back from the belt of railway tracks and river bottoms on the

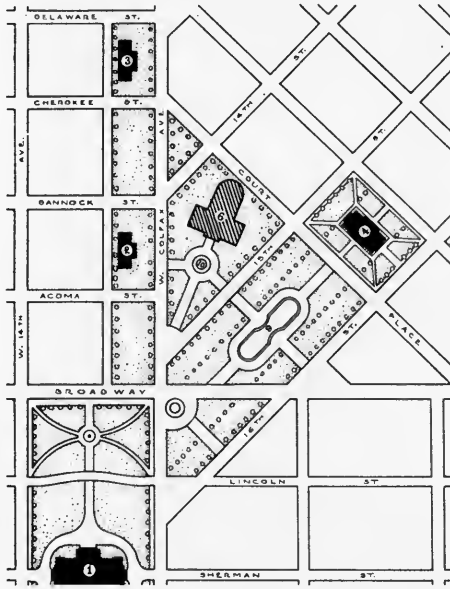


Courtesy of The Colorado Association, Denver

DENVER CIVIC CENTER
Looking West from Dome of State Capitol

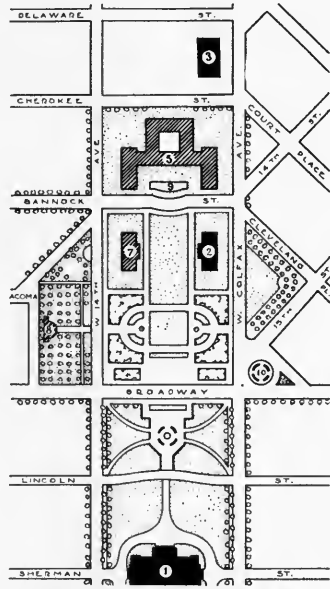
DEVELOPMENT OF DENVER CIVIC CENTER PLANS

1906



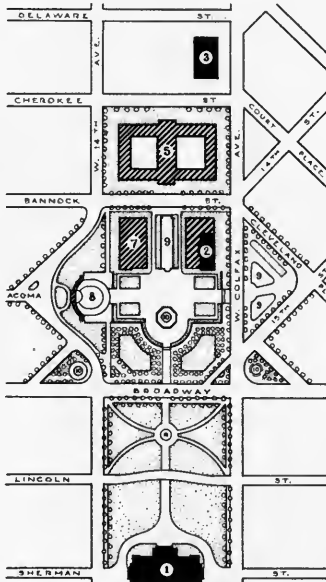
C. Mulford Robinson

1912



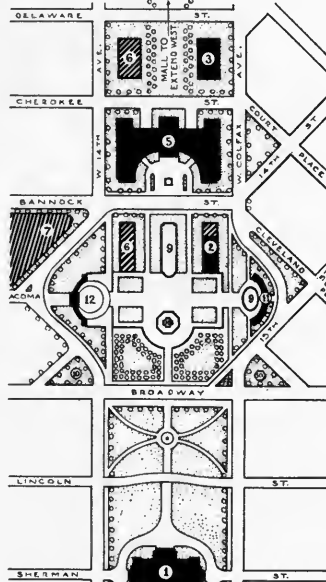
F. L. Olmsted
A.W. Brunner

1917



E. H. Bennett

1930



Denver Planning Commission

north; the business center had shown a disposition to go stamped-away in that southward direction from its present location. The new proposal for the Civic Center, being across this line of march, had the advantage of throwing down a wide open space in the path of the southeast surge and helping to stabilize the business location.

This proposal seemed to have the necessary support. A drive toward accomplishment started. But, like every community, Denver has a small faction of selfish obstructionists, often called "Little Denverites." Suits were started against the Civic Center at every turn but the determined citizens backing the proposal won through. On November 22, 1911, the State Supreme Court decided cases in favor of the city and cleared the way for the Civic Center project.

The Art Commission was a driving force also in other civic improvement movements: it actually functioned as a city plan commission at times. The commissioners blocked a move for ugly electric lighting standards and designed a combined trolley pole and lighting bracket, adopted soon afterward by many other cities. They fought the proposal for modification of a city ordinance which limited the height of buildings to twelve stories. This ordinance, in force for a quarter of a century, has held Denver's skyline to a reasonable level, and only since the passage of the modern zoning ordinance in 1925 has there been a building over twelve stories; but this new exception has setbacks. Denver therefore is not possessed of "spasmodic skyscrapers" that spurt into the air helter-skelter over the town, making a ragged skyline. The building limit has made for a very uniform city to which is now added the force of a good zoning ordinance.

The Denver Art Commission was represented by its Chairman, Mr. Read, at the 1911 City Planning Conference in Philadelphia. There was a Denver exhibit of city planning progress and plans shown at this meeting.

Fighting shoulder to shoulder with the Art Commission was the Denver Real Estate Exchange. It always has been, and still is, a progressive force in the city plan field.

In 1912 the Speer administration which had held office since 1904, was upset in a political blizzard. A commission form of government was inaugurated. City planning and the force of the Art Commission waned. Then the World War came. Nevertheless progress was made on the Civic Center and Speer Boulevard. In 1916 Mayor Speer was again elected but war conditions prevented any drive ahead in the city planning field.



Courtesy of The Colorado Association, Denver

Looking North along the cross axis of the Denver Civic Center

The close of this second cycle of civic improvement and project planning came in 1920 as a sequel to recommendations made early in the Speer administrations: namely, opening Broadway, the principal due north and south street, which then was dead-ended at Broadway and Welton, midway in the business section. Like every other project of the kind this had been fought by the "Little Denverites," but the city builders had hung on, knowing it was

a good thing, insisting on its completion. One leader working for this improvement was Mr. John S. Flower, now President of the Denver Planning Commission. To-day the Broadway Extension, an outlet for this central north-south artery, is commended by those very people who opposed it.

The present city planning movement, the third phase of civic development, began in 1923 when sixteen business men met at the call of Mr. William G. Evans to consider city planning needs in Denver. They formed "The Denver City Planning Association" of citizens interested in this work. A fund was raised by private subscription to defray costs for preliminary studies. McCrary, Culley and Carhart were retained to make these studies. Because of limited time and funds these studies centered on relief of traffic in the business section, hooking up of central traffic arteries with outer arterial streets, the development of a Union Station Plaza, and a recommendation for a "Federal Center" near the present post office. This Federal Center was proposed because of the number of federal offices in Denver, its importance as a key city to the entire western territory and governmental activities in the "public land states," and the certainty of this city being increasingly important as a "regional capital." This report of preliminary studies was published in *Municipal Facts*, official publication of Denver.

The City Planning Association rested on its oars at this point to see what response might come.

Apparently nothing was coming of this move. Then the City Club of Denver started pushing forward the idea that such a program should not be allowed to die. A meeting was called to form a larger City Planning Association. Nothing was done at that meeting because there happened to be the usual "Little Denverite" present who talked vehemently, loudly, almost threateningly. The City Club did nothing for several months and finally decided to have a new try at a City Planning Association.

Then the Denver Real Estate Exchange, which had put its full force back of zoning a few years earlier and had supported the Civic Center and associated projects, sent a resolution to Mayor Staple-

ton, recommending the formation of an official City Planning Commission for Denver. This resulted in such a body being formed by resolution of the council. This is the present Denver Planning Commission which picked up the work done for the City Planning Association and started ahead on a city-wide planning program. In order to guard against possible change in adminis-



Main Business Section, Denver

Showing the railway and river-bottoms barrier to North, crossed by Viaducts

tration and the chance that future officials, unfriendly to city planning, might with a wave of the pen abolish the Commission, the Denver Planning Commission has been incorporated as a corporation not for profit. A simple resolution of a council does not guarantee permanency. It is probably the only commission in existence which has all the rights of a corporation, a separate business entity. This phase of organization has not been used during the present city administration because Mayor Stapleton and his associates are in favor of the city plan.

The Commission as at present organized has a membership of forty. The usual work of the Commission is handled by an executive committee of seventeen. Sub-committees on Major Street Plan, Transit, and similar divisions of the city plan, work out their problems based on data and plans prepared by the consultants, then bring back their report to the executive committee, and after this committee has gone over the report it is brought before the entire Commission for final adoption.

To the present time there have been comprehensive studies of the Major Street Plan, the Comprehensive Park System, and the Comprehensive Playground Plan. Preliminary reports of the Playground Plan and the Major Street Plan have been printed in pamphlet form. There is a "report of progress" now being printed which will be available to visitors to the Conference in Denver in June. It will embody all of these completed studies and touch on other phases of the plan as it has been developed. At present the problem before the Commission is a thorough-going study of the transit plan which has already been started, and beyond that are questions in other planning fields.

What will the people attending the Conference in Denver in June see of interest?

The Civic Center that is well along toward fullest realization.

A system of parkways extending out beyond the built-up sections of the city, connecting parks, forming main avenues of motor traffic,—a heritage from the second cycle of civic planning.

Parks: the three park districts and the method of securing these parks being of special interest, as well as accomplishments in actual park development.

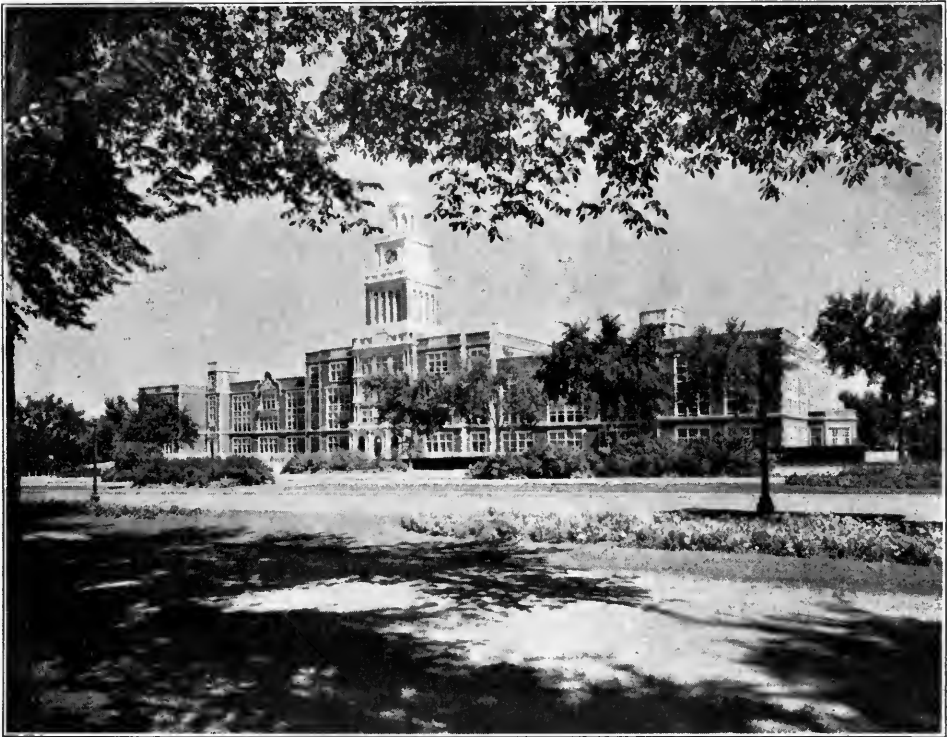
Speer Boulevard, a major traffic artery following the line of Cherry Creek and forming an important traffic by-pass for the main business district,—a thoroughfare that has reclaimed an ugly creek-side dumping ground and made it a valuable and pleasing main avenue of travel.

A system of schools and future school sites that has been developed on a progressive and plan-wise scheme.

A coördination of recreation facilities with school playground requirements.

A union station from which fleets of busses leave after each train during the height of the tourist season.

A skyline in the business section which has been *maintained at a reasonable height* of twelve stories by ordinance that antedated all zoning and that had been effective until the present Denver zoning ordinance was passed.



Courtesy of The Colorado Association, Denver

One of four Denver Senior High Schools

A city less than seventy-five years old with a third of a million population, in a section of the country where the rainfall is approximately fourteen inches and irrigation is indispensable for comfortable human habitation, with the whole barrier of the main Rockies standing between the city and western outlets; a city built by the mining industry, but which has survived and gone ahead even when mining was in severe slumps, because it is *a regional as well as a state center and capital*.

A city at a stage of development where the future can be reasonably forecast, where community resources are well enough developed to undertake major city plan projects, yet at a stage *where the cost of projects is still reasonable* as far as cost of property acquirement is concerned.

A city with a background of studied projects of city planning types, *a pioneer in planning in the West* in many respects, and now working for three years through a planning commission to get broad plans for essential development formulated for years to come.

And among *nearly towns*: Sterling, a plains town, a center of irrigated district, with modern parks and a new zoning ordinance. Fort Collins, another intensive agricultural center, well platted, with a new modern zoning ordinance. Boulder, with interesting park development, the University campus, and a zoning ordinance in operation for several years. Colorado Springs, with broad streets, interesting parks, a gorgeous view of Pike's Peak. Pueblo, with its industrial plants and problems and its interesting development in the San Isabel National Forest.

Finally, the *Denver Mountain Parks and the Rocky Mountains*. The Denver Mountain Parks are known wherever park development has been talked. They begin about fifteen miles west of Denver in the foothills region and extend westward to Echo Lake which is more than thirty miles from Denver. The feature of these parks is the road system linking them. It is a regular tourist route. Along the road are the parcels of land owned by Denver as parks.

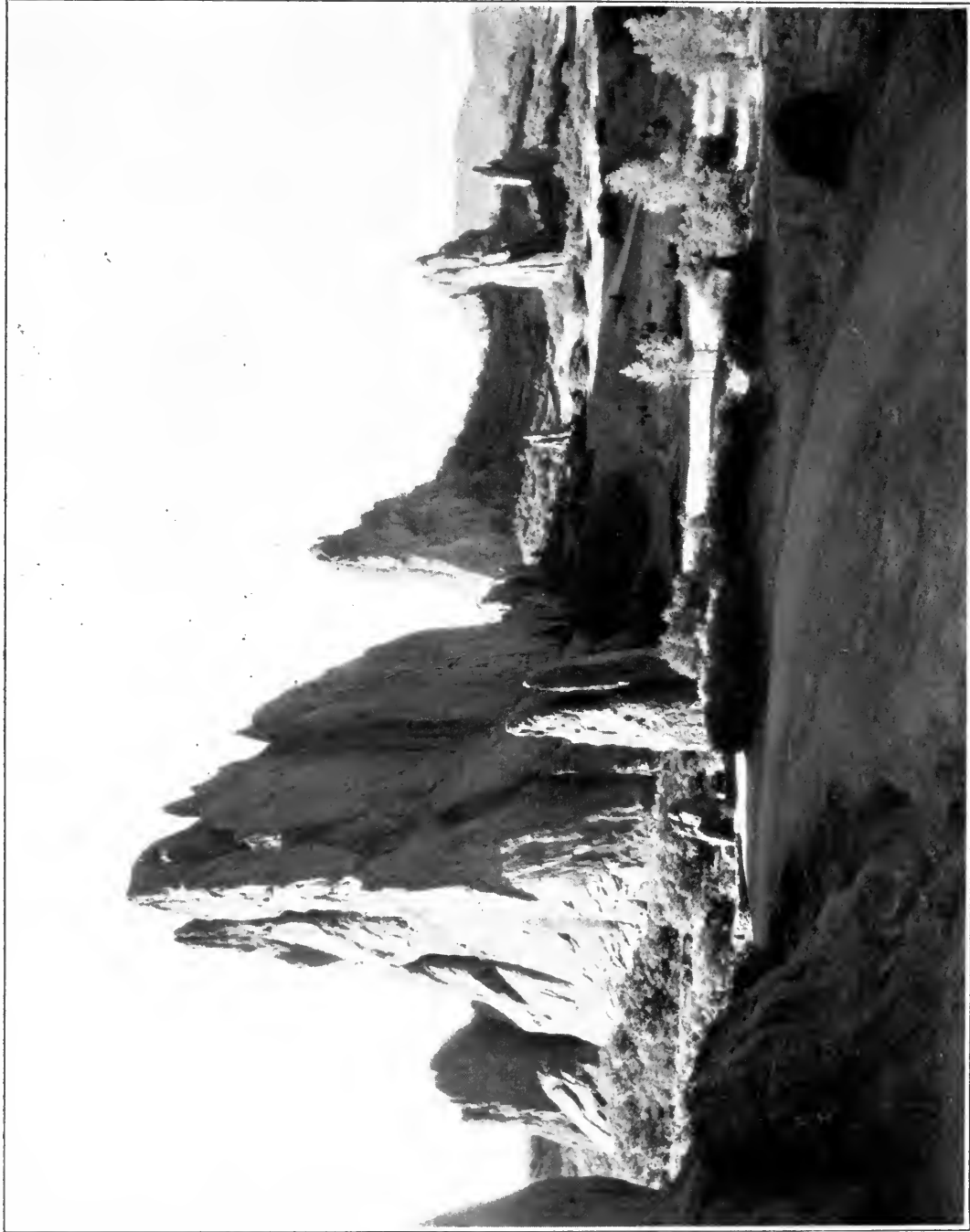
Denver has not yet realized on the full value of these parks. For the most part energies have been directed toward making them accessible. Demands for more roads to reach new cañons or new parks have kept the road development paramount. The pieces of land which are the parks get practically no genuine park use. At certain of the parks there are localized facilities for picnicking which are used to the utmost. The development of trail systems, the construction of adequate and safe parking stations, the installation of many elements of human use in these parks will come and then there will be tremendously increased typical park use. Now there is dominantly a boulevard use in the park system with no extended

facilities for people to go on foot in the mountains and to derive that enjoyment which comes from rural parks only when there is personal, direct contact with trees, rocks, trails, and flowers. The existing road system is a wonder; the outlooks toward the Rockies are superb. The parks are there awaiting fullest development in rural park facilities. When that stage of development comes they will reach their goal of greatest usefulness and will stand unsurpassed in their type of development.

Of the Rockies—what can be said? You have heard of Estes Park, Long's Peak, the Rocky Mountain National Park, Mount Evans, Pike's Peak, The Mount of the Holy Cross, and the Royal Gorge. But you perhaps have not heard of Cache la Poudre, Trapper's Lake, the Sangre de Cristo Mountains, the Black Cañon of the Gunnison through which only a few white men have ever fought their way, the Million-Dollar Highway through the Needle Mountains, Amphitheatre Mountain, the Gore Range, the Never-summer Mountains, Snowmass Peak, The Maroon Bells, Grand Mesa, or the Flattops. None of them are less beautiful than the more noted places, and there might be a page of other names of places in the Rockies, less famed, but just as alluring.

If you have not met the Rocky Mountains you face a soul-stirring experience. And fullest acquaintance will come if you will see the famed places first; then find some back-country base on the Frying Pan, Roaring Fork, Gunnison, Yampa, Frazier, Rio Grande, or Uncompahgre, fish a little, play a little, rest a little, and live a lot.

Denver, the Queen City of the Mountains and the Plains, invites you to come west to the next National Conference on City Planning. Not only will you find here data of interest to all city planners, but a city rich in historical background and civic accomplishment. And in extending the invitation, Denver bids you sojourn not only within her walls but in the entire Rocky Mountain region.



Courtesy of Colorado Springs Chamber of Commerce

GARDEN OF THE GODS, COLORADO SPRINGS

PLANNING IN COLORADO

By WALDEN E. SWEET

Executive Secretary, The Denver Planning Commission

TO begin with, the West was unplanned, and Colorado perhaps as much as any other state is typical of that sudden, hurly-burly development and growth. The first Colorado towns—they were not cities, and few of them have yet achieved that dignity—were swift, mushroom growths. Here yesterday was a mountain gulch; here to-day a horde of gold seekers; here to-morrow a town. Selection of the sites for these towns was purely accidental: proximity to the gold workings was the deciding factor. As a result most of the sites were ill-adapted to decent development.

Where they could, the early town builders impressed the customary gridiron design on their towns and let it go at that, sometimes much to their disadvantage, since in many instances the terrain was so rugged that the gridiron plan was decidedly burdensome. Sometimes, however, so rough were the narrow gulches in which many of these mountain towns were built that some other design had to be followed, and in consequence the streets were run in any direction the grades would permit, or there might be a single street extending for miles.

There was no time or intention to plan any of these towns. They sprang up over night wherever a fortunate prospector might have found gold. They suddenly throve in the cañons and on the mountain sides. In a period of months there might be a metamorphosis from a wilderness spot to urban communities with populations running well into the thousands. These strange, hectic towns were perfect examples of the evils of lack of planning. They were the essence of ugliness, disorder, and inconvenient arrangement. They represented the first period of Colorado's development.

They have passed with the period they represented. In some few instances these early towns have grown to be the modern cities of the state. Those cities are paying the price for this early lack of vision and disordered growth, in the heavy expense of corrective measures. But for the most part these early towns have disap-

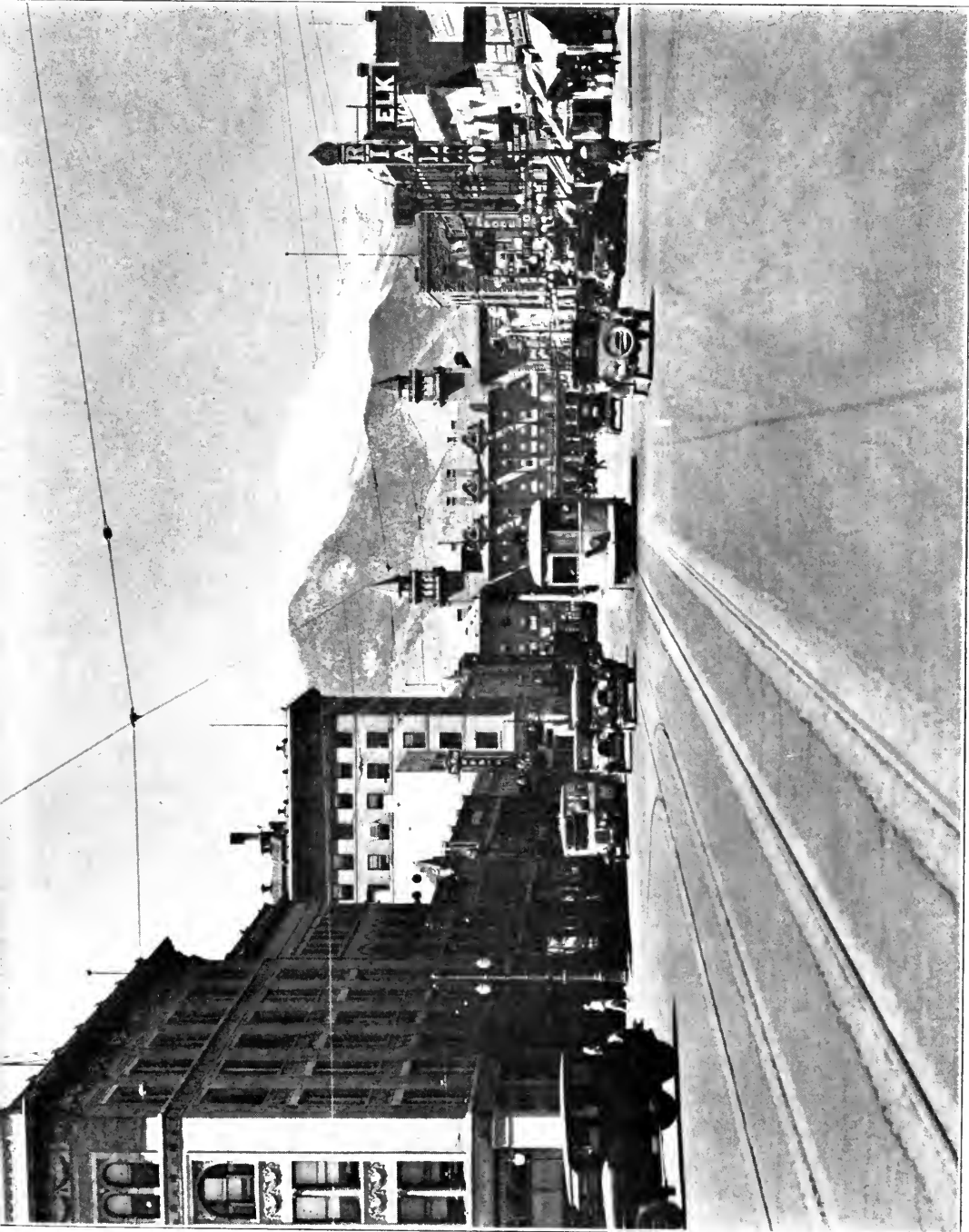
peared or are disappearing. The mountain wildness has reclaimed their sites and obliterated their blatant ugliness. They are "ghost" towns, deserted, having fulfilled their destiny.

In their place in the state's economic scheme have come the sturdy agricultural centers in the rich irrigated districts, the resort centers, the coal mining camps, and the later mining towns which had something more than placer gold workings to justify them. These towns have had a slower, steadier growth, and to-day they are planning for proper future expansion. The permanency of their population, the more solid foundation of resources, and the saner movement of life in them are all contributing to this condition.

In viewing planning in Colorado it must be borne in mind that our major problems are not identical with those of the East and the Middle West. The word city is elastic. It may be stretched to include an aspiring village as well as the metropolis of New York, but even with a generous interpretation of the word there are but few cities in the state. In all Colorado—and it is a large state—there is less population than will be found in a number of eastern counties. There are a few more than 1,000,000 persons here, and approximately one-third of this number is concentrated in Denver, the largest city and capital of the state. There are 103,658 square miles in Colorado's area. This gives us a population density of only 10 persons to each square mile.

Where planners elsewhere must contend with the difficulties of tremendous human use of land, huddling, overcrowding, we must meet entirely different problems. We must deal with large sparsely settled areas and meet geographical situations which are not duplicated in the United States. Certainly we must plan our *cities*, as elsewhere, but our large contributions to the science and art of planning will not come in this field. Instead we must plan vast *regions* and shortly we must plan our state. Here we shall have an opportunity to pioneer again, for our problems are unique.

Colorado, it must be understood, is a state divided. Cleaving across the center of the commonwealth is the gigantic midrib of the continent, the Rocky Mountains, splitting the state in two halves, the eastern and western slopes. The eastern is the more



Courtesy of Colorado Springs, Chamber of Commerce

PIKE'S PEAK AVENUE, COLORADO SPRINGS

highly developed and more thickly settled; the western is perhaps the richer in natural resources. Since the settlement of the state this fission has been our major problem. The gigantic natural wall has ever been a barrier to the necessary direct communication between the two halves, and still is. If it impeded the movement of the old time stagecoaches, it was more of a barrier to the railroads, and for a long time it was virtually impassable for automobiles. It still constitutes a barrier for our latest mode of transport, the airplane, for the high altitudes, the prevailing winds, and the fierce storms all present obstacles to air travel.

We have already made progress in state planning to meet this pressing problem. This has not been done through any official state planning agency but it has been accomplished none the less. If the mountains enforced tortuous routes and heavy grades on the railroads, what was the solution? Obviously, it was to go under and that we have done. The six-mile Moffat Tunnel has been bored through the Continental Divide as a public project to give us a direct rail route through the mountains. Moreover, our state highway department has planned and is executing a network of roads which carry us through the mountain passes on easy grades.

As to our city planning achievements, they are somewhat embryonic. Denver's Civic Center and Mountain Parks are perhaps the most widely known accomplished projects, and our boulevard system and viaducts represent similar efforts. Denver has also been efficiently zoned and the administration of this ordinance is, I believe, regarded as almost a model for the country. The development of a comprehensive city plan for Denver is just now well under way with the sections dealing with major streets, parks and boulevards, and recreational facilities completed.

The state zoning law was passed in 1923 and much of the planning activity since that time has been devoted to this phase.

The town of Boulder is perhaps our most completely planned community. The Boulder City Plan was produced in 1910 by Mr. Frederick Law Olmsted, and that plan has been wisely and successfully followed. Boulder adopted a zoning ordinance, drafted by Mr. S. R. DeBoer in 1928.

Pueblo, the second city of the state, has a city plan, drawn in 1916 by Mr. I. J. McCrary. While this has been carried out in some of its phases, it has lacked the steadying support of a planning commission or even an unofficial citizens' group behind it. Pueblo has also been laggard in adopting a comprehensive zoning ordinance.



Business Section of Pueblo, Colo.

Showing where flood channel passes by—Pueblo's flood control project one of most interesting planning enterprises in Colorado

Colorado Springs, the third Colorado city in point of size, had early advice from Charles Mulford Robinson on parks and other planning problems and has followed this advice with excellent results. It has a use zoning ordinance adopted in 1927.

Grand Junction, which is the logical capital of the western section of the state, and probably faces a potentially greater future than any of the smaller communities in Colorado, has wisely had

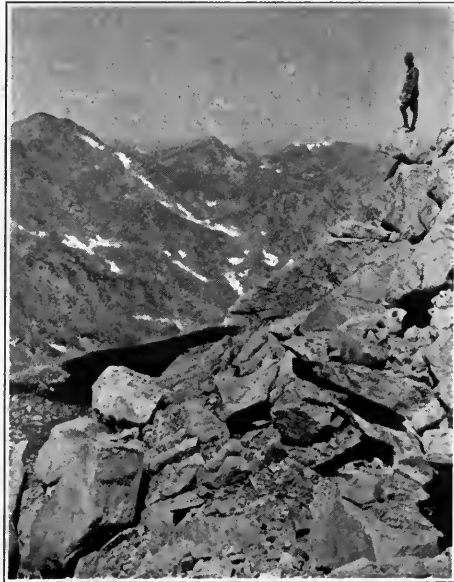
a zoning ordinance prepared and adopted, and an industrial survey, a city plan, and a regional plan provided by Mr. DeBoer, in 1926.

A zoning plan and a major street plan were prepared for Fort Collins in 1929, by McCrary, Culley and Carhart.

Greeley adopted a zoning ordinance in 1929, prepared by Mr. DeBoer; and Sterling adopted a zoning ordinance and a set of park plans with the advice of McCrary, Culley and Carhart the same year.

This rather slender list sums up Colorado's actual city planning endeavors, but the era of our planning has just opened.

The State Legislature, in 1929, adopted a planning law which followed the Hoover Standard Act in its entirety. This clears the way, not only for city planning commissions which hitherto were impossible except in home rule cities, but sets up the legal machinery for subdivision control and regional planning agencies. With this new law we are now ready to begin a coöperative and coördinated approach to our problems which augurs well for their successful solution.



In the Denver Mountain Parks

THE THIRD DIMENSION

By RICHMOND MOOT

Chairman, City Planning Commission, Schenectady, N. Y.

THE plan of the City of New York was a good enough plan. The city was successfully built upon it and the street system functioned well until the bulk of buildings, and with it the density of population, got out of control. Though the plan may not have been ideal, traffic congestion, the present failure of the street system, and the blighting of large areas once well built and prosperous, were not the result of faults in the plan. Had the bulk of buildings and density of population per acre continued as contemplated by the early planners, New York would not have its present problem.

With steel and concrete, height limitation in earlier types of construction was removed, and with increased bulk in buildings came increased density of population, particularly in the business sections where proximity saves time and has a high cash value. New York failed to comprehend that a street system, adequate for a given density of population in a given area, would fail completely with several times that population. It failed to comprehend that the value and use of abutting property depends on the ability of a street system to carry people to and from the property. So bulk and density were out of control and the financial district in lower Manhattan was rebuilt with buildings excessive in the third dimension, producing a density of population out of all proportion to that for which the streets were designed.

The failure of the street system to care for the rapidly increasing bulk and density necessitated a subway to supplement the streets and now New York is talking of more subways, but without limiting bulk and density by zoning regulations to permit every property owner the same opportunity for reasonable development of his property while preventing the ultimate bulk and density from exceeding the traffic capacity of streets and subways combined.

In 1916 New York City attempted to place some limit on the bulk of 75 per cent of buildings, permitting so-called towers of

unlimited bulk on the remaining 25 per cent, the tower thus becoming the most important part of a building from the standpoint of real estate speculation. New York made a most interesting study of light and air requirements of the upper portions of tall buildings to permit sunlight to reach windows fronting on the street space for a certain number of minutes per day, and based on these minimum light and air requirements produced the modeling of the upper portions of its tall buildings. These minimum light and air requirements under the zoning ordinance, however, are so far beyond the maximum bulk and density which its streets can accommodate that, as New York has now demonstrated, the street system will break down long before such limitations are reached. The problem is not fundamentally one of light and air, though that question is always important. The fundamental problem is the relation between bulk and density on one hand and street capacity on the other.

Boston did not adopt light and air restrictions similar to those in New York, but it did place a definite height limit on its buildings, thus definitely restricting bulk and density; but the height limit appears to have been arbitrary without considering the width of the street and therefore its traffic capacity, or the function of the street as part of the street system. Zoning practice in other cities has largely followed New York and Boston in so far as zoning ordinances have attempted to deal at all with questions of height and bulk.

City planning is in two dimensions. The use of the plan under zoning is in three dimensions, and unless bulk and density are limited to what the city plan can accommodate efficiently, we must expect real estate booms and panics, the flower and decay of large districts in our cities as one part of the street system after another fails under the crushing burden of excess bulk and density of population. New York has demonstrated that the problem is not one of sunlight. New York and Boston have both demonstrated that the ratio between the two dimensions of street capacity and the three dimensions of bulk on abutting property is far below the limit permitted in either city.

The most serious problem confronting planning and zoning,

now that building construction is feasible to almost unlimited heights, is the determination of the proper limits to be imposed by zoning regulation on the third dimension of bulk. It would be futile to widen a street without limiting the bulk of buildings and thus the density of population on abutting property to conform to the street capacity. The construction of more subways and wider streets at public expense for the construction of bigger and bigger buildings, and the construction of bigger buildings requiring wider streets and more subways, gets us nowhere.

Density of population, whether in residential or business districts, is determined by the bulk of buildings. The larger a building, the more people it will hold and the more people the street must accommodate. The size of the street is fixed by two dimensions, length and width. The size of a building is fixed by three dimensions, two of which cannot exceed the frontage and depth of the lot. The third dimension determines the bulk or cubic contents of the building. Though any map or plan gives us two fixed dimensions of streets and abutting lots, the third dimension of the bulk of the building to be constructed on the lot is variable and can only be limited by a zoning restriction. Hence the success or failure of any city plan depends on the zoning restriction imposed on the third dimension, and the success or failure of any zoning ordinance depends on planning streets which are adequate to accommodate the density of population produced by the bulk of buildings under the zoning regulation of the third dimension.

A building of a given bulk or cubic content, regardless of the height of any part of the structure, constructed on a lot of a given frontage will require a street of a certain size to accommodate its people and its business. There is a ratio between bulk and street capacity, beyond which the bulk and density of population will be too great and the street will prove inadequate. A street may be widened and the third dimension of bulk increased. The ratio is between street width and the third dimension. Such a ratio exists whether we know it or not, and it will operate whether we like it or not. The longer we disregard it, the more serious our financial and construction problems become and the surer we are facing eventual catastrophe. What is the third dimension in terms of street width?

WHY THE AUTOMOBILE INDUSTRY SHOULD BELIEVE IN CITY PLANNING

By PAUL G. HOFFMAN

Vice President, The Studebaker Corporation of America

THE automobile industry is intensely interested in the progress of city planning,—for the very sound reason that a continued increase in motor car sales in the United States of America depends largely upon developing more efficient traffic accommodations in metropolitan areas.

Growth in the automobile industry has always been directly proportionate to the growth of improved highways. Comparison of automobile registrations with extension of surfaced roads through the last score of years clearly illustrates that fact.

	<i>Registrations</i>	<i>Miles Surfaced Highways</i>
1909	305,950	190,476
1914	1,625,739	257,291
1921	9,346,195	387,760
1922	10,864,128	410,000
1923	13,479,608	439,341
1924	15,460,649	471,667
1925	17,512,638	521,260
1926	19,237,171	550,064
1927	20,219,224	588,721
1928	21,379,125	626,137
1929	23,030,000	660,000

Those figures show very graphically the parallel existing between motor car registrations and road building. And they also illustrate something more with equal clarity.

It will be noted that while road building has gone forward at approximately an even rate of extension through the years, the percentage of increase in automobile registrations has been tapering off, particularly during the last decade. Why? The answer is found, in part at least, in the congestion of metropolitan areas.

In rural districts the outlook for motor manufacturers grows brighter every year. In the cities the outlook grows more drab. Traffic congestion has already reached a point where it is a distinct menace to the sale of motor cars,—and each additional car sold makes the situation just that much worse.

Improvement of traffic conditions in the congested areas lies in two directions: first, better regulation, and second, a re-design of street systems.

The Albert Russel Erskine Bureau for Street Traffic Research of Harvard University has demonstrated clearly the value of a scientific approach to the problem of regulation. This Bureau, under the direction of Dr. Miller McClintock, has made surveys of traffic conditions in a number of America's largest cities. In each instance its recommendations have resulted in a highly gratifying improvement in traffic conditions, marked acceleration of vehicular movement, and the actual saving of millions of dollars to local business, together with a sharp reduction in the accident toll.

Los Angeles offers a specific example of the benefits to be derived from the application of sound engineering to traffic regulation. That city was first to adopt a scientific traffic code,—and small wonder. Congestion had reached an intolerable state and Los Angeles headed the list in the number of its accidents. A survey was made and a code adopted. Within even the first two years, remarkable improvement was noted. The volume and speed of traffic flow was increased 50 per cent while accidents were cut 33 per cent in spite of an increase of 35 per cent in motor vehicle registrations. This improvement, it must be borne in mind, was without any extensive building program or appreciable addition to existing street facilities.

There is, however, a definite limitation to the improvement in traffic conditions which can be expected from better regulation. A one-track railroad can, under efficient handling, carry a surprising volume of traffic, but there comes a time when traffic demands a double track. The prime cause of deplorable traffic conditions in metropolitan areas lies in the fact that the disjointed collection of streets comprising their highway equipment grew up in the days of two-story buildings and horses and buggies. There is no hope for even making a beginning at meeting the traffic demands of the residents of our cities until street systems are modernized.

The progress made in a number of important cities in increasing traffic flow through development of street facilities should

prove an example and inspiration to all the metropolitan areas in the United States. Chicago is perhaps the most brilliant example, but St. Louis, Los Angeles, and other cities are on the way. The problem has not been one of lack of vision on the part of our planners, for America is undoubtedly preëminent in the world in its supply of planning talent, but to a failure on the part of the hard-headed and practical business men of communities to lend a proper support to planning projects. It is, I understand, the purpose of the Planning Foundation of America to supply the impetus necessary to develop strong organizations of citizens who will back up planning movements. If this is done, this decade upon which we are entering should be most fruitful in bringing about an improvement in traffic conditions in our metropolitan areas.

CIVIC AWARD IN SAINT PAUL

The St. Paul Cosmopolitan Club has initiated an annual award of a "Cosmopolitan Distinguished Service Medal" to the citizen of St. Paul deemed to have performed the most outstanding civic service of the year. The first medal (December, 1928) was awarded to Mr. George F. Lindsay, a member of the St. Paul City Planning Board, and in December, 1929, the medal was again awarded to a member of this board, Mr. John A. Seeger, particularly for his outstanding work in promoting successfully the \$15,000,000 bond program prepared by the United Improvement Council, as well as his work for Riverfront development.

GEORGE H. HERROLD,
City Planning Engineer,
St. Paul City Planning Board.

PREVENTIVE AND PALLIATIVE MEASURES FOR STREET TRAFFIC RELIEF

By MILLER McCLINTOCK

Director, Erskine Bureau for Street Traffic Research

IN final analysis street traffic congestion is a problem of unbalanced supply and demand. If the city builders of the last century could have foreseen the change in the volume and character of city traffic developed in the first quarter of the present century, they would have prevented, without doubt, many of the problems which now confront us, by designing more adequate and appropriate facilities.

This failure in foresight, while in no way blame-worthy, has left cities in an extremely cramped and uncomfortable position. Great motorized metropolitan centers are forced to conduct their business on street systems suited to the needs of moderate-sized villages of the past era when all traffic was horse-drawn. There are many single buildings in American cities with a daily door traffic far in excess of the population of the city at the time when the street in front of the structure was laid out.

It is not probable that the immediate future will show changes in urban transportation or traffic methods as radical as those which have been witnessed in the past twenty-five years. It is fair to assume that the present types of mechanisms, with some modifications, will continue to be used in increasing numbers. Moreover, with present trends, it is now possible to predict with some accuracy the increasing volume of traffic that must be accommodated in the future. The city builder of yesterday was working in the dark. The builder of to-day is confronted with a clear-cut, definable problem. The future may hold the former excusable for the inadequacy of his plans, but not the latter.

In view of the present burdens, it is discouraging to see so many cities niggardly in their efforts to correct past errors and to prevent their future recurrence. There are few public assets that can be obtained at so little cost during the period of development as an adequate street system, and indeed few that demand

so great a cost once the opportunity has been lost. Los Angeles affords an example of the former principle in its present regional planning and subdivision control, and of the latter in attempts to correct the failure of such control in earlier days. Cities that are through growing can afford to neglect these considerations: no others can.

Each year reveals growing needs for increasingly intelligent and active planning and replanning efforts. Traffic pressure has revealed faults in past practice that might never have been revealed without such stress. Changes in traffic character demand much more attention to accurately adjusted patterns and indeed to minor details of street design and construction.

An intelligent traffic street plan is far more than a series of systematic lines on a pretty drawing, or indeed the transformation of such lines into improved streets. Unless the plan is designed to meet the basic and natural transportation needs of the community, it may serve as a permanent preventive to economical movement and logical development. A maladjustment of this kind is illustrated in the gridiron pattern of traffic streets in typical cities. Such a pattern can never effectively serve more than the small percentage of the population living on the relatively few arteries of travel which pass through the central district. From the standpoint of efficient community service, the basic pattern of streets in the Boston metropolitan area, inadequate as it is, appears infinitely superior to the artificial regularity of typical cities. Boston streets may have been indicated, as tradition has it, by the paths of cows, for in their simple directness they typify the intelligent naïveté of that beast in refusing to walk about two sides of a square when cutting across will serve as well.

A full appreciation of the characteristics of large-volume automotive traffic is already working and will continue to work many important changes in the older methods of street planning and construction. If planning is to serve as a real preventive to future traffic difficulties, many essential factors of traffic control must be built into the plans and actual construction. Motor traffic of the present day is no more like the horse-drawn traffic of the past than modern steam railway equipment is like the

agencies of a hundred years ago. Streets of the future must break away from the traditions of the horse.

A fallacy frequently found where professional planning service is not effective is the assumption that there is a direct ratio between gross widths and effective traffic capacity. Actually there are definite limits beyond which roadway widths cannot be used effectively, and complete confusion in streets of extreme width can be prevented only by the use of restrictive control measures. Moreover, the character of traffic flow is such as to establish very definite economic limits for effective roadway width. It is axiomatic that the useful capacity of any traffic artery is determined by its smallest capacity link. The alternation of traffic movements required at intersections reduces the useful capacity of the controlled arteries to approximately one-third of their potential. This capacity reduction results from stoppage for cross movement plus lost motion. Thus, every dollar put into construction where intersections necessitate starting and stopping buys but thirty-three cents' worth of traffic utility. On the other hand, if the intersection problem is eliminated, 100 per cent of the capacity is restored. These very simple physical and economical considerations lead to the conclusion that many of the major streets of cities must be provided with grade separations at the more important crossings. The cost of such construction will be largely compensated by the high-capacity factor permitting relatively narrow rights of way.

The larger cities have been forced to rapid transit for mass transportation, which merely means that critical routes have been freed from the interference of surface operation. The super-highways of New Jersey, the West Side highway in New York City, the parkways of Westchester County, the outer drive of Chicago, and the super-highways now planned in Boston and other cities give clear evidence of a hopeful trend for similar traffic development.

City planning as a sound preventive method for traffic relief finds its chief obstacle when confronted with the type of problem most needing its assistance,—that is, the problem of congestion in central business districts. Confronted with seemingly insuperable

difficulties, recourse is too frequently found in arguments for decentralization rather than a bold planning suited to the necessity. Assuming any degree of decentralization, which can be fostered by the most stringent of height limits and zoning regulation, there is no central district of importance in the country that will not, when built to its capacity, require major planning improvements and structural changes. Without in any manner depreciating the value of plans for by-pass and radial routes which have been notably executed in many cities, the fact still remains that the great majority of the city's population desires reasonable access to the center of the community, and that a substantial proportion of the important traffic activities of the city must be carried on within the district which is rarely affected by planning activities.

It is believed that a clear analysis of central district traffic problems, and the development of plans accurately adjusted to the requirements, will find very definite support from property owners most interested. The prospect is especially encouraging due to the tendency toward consolidation of property holdings by which single agencies are coming into control of entire blocks of central district property. The constant process of reconstruction which typifies central districts affords replanning opportunities similar to, though more gradual than, those presented by great community catastrophies.

Aside from its utilization for the acquisition of a few new street lines, this natural process of demolition and rebuilding has had little or no effect upon basic street plans, or the adjustment of property uses to street uses. As an illustration, it would be interesting to ask if any extensive practical plan of sidewalk arcading* has ever been developed and presented to the property owners in the central district in any of the larger cities. This type of adjustment is so obviously logical from the standpoint of both street and building use that its absence in plan and practice is inexplicable. Many new structures could immediately incorporate this facility with practical benefit, and there are none that could not provide for its ultimate incorporation. Aside from traffic considerations,

*Cf. short lengths of arcading in New York, Philadelphia, Portland, Ore., and Santa Barbara.—Ed.

it is not improbable that future generations will look upon exposed and unprotected sidewalks in much the same manner that open motor cars are now regarded.

In connection with innovations in central district traffic construction, it is not too much to say that the future will bring an inevitable physical segregation of various types of traffic which are now in conflict. In rapid transit cities, the bulk of mass movement has already been removed from street surface competition. Street-car subways, as illustrated in Boston, offer a relief measure that may well be adopted in many other cities even where a complete rapid transit system is neither contemplated nor needed. Another type of segregation greatly needed in all congested districts is that of pedestrians and vehicles. The second-story sidewalk arcade with bridged intersections might have appeared as a fantastic dream a decade or less ago. To-day it appears as a natural and logical development.

Intelligent and aggressive city planning offers the only permanent and positive preventive against further traffic congestion and the only complete hope for a correction of the present unbalanced condition of supply and demand.

An auxiliary aid is to be found in traffic control, which may be defined as regulatory methods for the use of present traffic facilities. It is a palliative in the sense that it may render the effects of congestion somewhat less intolerable pending permanent planning relief. No honest person interested in traffic control engineering would ever offer its services as a cure-all, or as a substitute for obvious and necessary physical changes.

In another sense, traffic control is a necessary and normal discipline rather than a temporary expedient. It bears to city planning almost the identical relation which railway operation management bears to railway construction and maintenance. Control determines the manner in which the facilities shall be used. When the facilities are designed in accordance with the operating characteristics of the traffic which is to use them, a minimum of control is required. On the other hand, where the facilities are improperly designed, a large degree of control is often required to make the use of the facilities at all possible. No small part of the

control activities in American cities at the present time results from inadequate design. Nor does this apply to ancient history. One of the most expensive and spectacular street projects completed within the past five years resulted in such confusion when opened to the public that no semblance of order was restored until traffic was controlled and channelized by islands of sand bags in areas which should have been provided in the construction. Other traffic faults in this same structure will prevent its full use until substantial reconstruction is undertaken to adapt it to a few simple but inflexible requirements of traffic movement. A three-million-dollar bridge completed within the past few years provides an admirable view for drivers of vehicles forced to wait for long periods, because intersection design at each end physically prevents the use of more than a small fraction of the structure's capacity. A two-million-dollar widening recently completed in an eastern city has a capacity in one direction of but one lane of traffic, though the street provides for three lanes in each direction. This restriction results from the failure to remove a useless landmark which did not even possess the justification of sentimental attachment.

In such typical cases it is only through the application of stringent control methods that some fraction of the capacity can be retained. But it is just as impossible for control to fully compensate for structural faults, as it is for it to serve originally as a substitute or alternative for necessary physical development.

Even the most adequate traffic structures require control protection if they are to serve in a safe and efficient manner. It would be interesting to compute the number of millions of dollars which have been spent in street widening in American cities with the sole traffic result that a few local merchants have obtained the blessing of angle rather than parallel parking.

Control methods which have been developed during the past ten years are far from perfect even as displayed in the most progressive cities. In many instances, however, they have served to increase by 50 per cent or more the capacity and safety of critical streets. In no case have they precluded planning activities or rendered these unnecessary. Rather they have shown clearly that there is no adequate preventive other than sound planning.

Perhaps the most important result of control activities is found in the discovery of certain fundamental characteristics of modern street movements, and the special design requirements which these characteristics make necessary if the troubles of the past are not to be duplicated in new facilities.

There are a number of immediate problems which concern both planning and control and which can be solved only by an understanding of the principles effective in both fields. Among them are these:

- (1) How can adequate parking space be provided without an unwarranted use of street space?
- (2) How can streets be designed to reduce mutual obstruction between rail and rubber traffic?
- (3) How can streams of traffic moving in opposite directions be separated in an effective manner?
- (4) How can streams of traffic moving in the same direction be aligned in such a manner as to maintain a full capacity?
- (5) How can complex and irregular intersections be designed to reduce hazards and delays?
- (6) How can normal intersections be designed to give added capacity with greater safety?
- (7) How can critical arteries of travel be designed to eliminate the necessity for restrictive control, and under what conditions are such methods economically justifiable?
- (8) How can streets and buildings in central districts be adjusted to meet current requirements?
- (9) What type of design is best suited under varying conditions to give maximum pedestrian protection?

These and related problems are not mysterious nor without their solutions. Present developments indicate that some answers are not far distant. Their translation into physical construction as standard practice will serve to adjust cities to their new problems. If perchance they serve to eliminate the necessity for much of the present restrictive control, no one will regret the loss.

REHABILITATION OF BLIGHTED AREAS: THE PART OF CITY PLANNING*

By JOHN IHLDER

This paper is an attempt to put into coherent form tentative conclusions drawn from field studies. It is based upon certain assumptions that I believe are sound; i.e., that we have passed the peak of the era of cramping and herding and have entered an era when a better knowledge of how cities should be built, combined with a decreased rate of population increase, greater wealth, improved transit facilities,—chief among them the automobile which has revolutionized transit by giving the individual greater freedom of movement,—and a rising standard of living will make for greater spaciousness in the older sections of our cities. While there will, of course, be need for additional buildings in the future, there will be more emphasis on provision of better accommodations to supersede those we now have. Inherent in "better accommodations" are more space, more light and air, more sun.

PRACTICALLY all our cities have blighted areas that are serious civic and social liabilities. City planning heretofore has given most attention to the development of new areas. This was logical not only because the new areas presented easier technical problems and a freer field for the new art or science, but because in the new areas support was more readily secured, opposition more readily overcome.

The very success of city planning in new areas has, however, intensified the blight on some of the older areas, both by distracting constructive interest from them, and also by converting some into mere passageways to outer districts, others into forgotten backwaters.

The result has been an increase in the civic liabilities due to blighted areas: values so depreciated that properties return less in taxes than they cost for public services.

These blighted areas fall under all three of the principal zoning classifications:

Industrial—due to changes in transportation, to intensive land use, to change in character of industries, to obsolescence, to plant expansion, to lack of employees' housing and recreational facilities, or to other causes that made new areas more efficient or more economical for industrial operation.

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Commercial—due to shifts in population or purchasing-public centers, that made new areas more accessible; or to an overintensive development of land use that rendered the old areas less susceptible to improvement or less comfortably accessible or attractive to customers. Removal of a prominent store or erection of a large office building in a new area, sometimes cited as causes, really are results.

Residential—due to a wide variety of causes: new lines of transit and habits of travel, invasion by incompatible new residents, invasion by sporadic commercial or industrial establishments or apartment houses, land overcrowding that made "modernization" impractical, and obsolete types of dwellings, coincident with a higher standard of living and the attraction of greater spaciousness and "modern" conveniences offered in new areas.

Probably the most important of the three classes of blighted districts, most important because of number, area, civic and social effects, and the more lasting effect of the blight, is the residential. All three classes suffer from coincident depressing uses, such as railroading. Except when a railroad directly serves an industry or business its noise, smoke, and hazard usually have an unfavorable effect, even on industry and business.

The remedy for this, however, except perhaps for better routing and the provision of wider rights of way, is less a city planning problem than it is a problem of improved equipment and operation of the railroad. The Chestnut Hill branch of the Pennsylvania Railroad in Philadelphia, for example, runs through a high-class residential area where it contributes, because of its service, more than it detracts. Its trains are electrically driven, its roadbed is well made, its right of way is fenced off. Consequently high-priced residential property adjoins its right of way.

Analogous to railroads in depressing effect upon adjacent properties are main street-traffic arteries. Those used by heavy trucks add to the value of industrial and commercial districts, but injuriously affect residential districts. Those used by trolley cars and busses injuriously affect certain immediately adjacent residential property, such as one-family dwellings, while perhaps benefiting or at least not so seriously injuring others, such as hotels and apartment houses. Those used by light free-wheel vehicles, while having a depressing effect upon high-class one-family house properties, may benefit multi-family house property, especially if the building is set well back from the roadway and is protected by a screening of trees or shrubbery.

This matter of main traffic arteries is of major consideration in a study of blighted districts, because the artery may either destroy the present character of a good district by converting it into an unpleasant passageway, or it may revive a run-down district by making it more accessible.

This matter of main traffic arteries is of importance also as indicating the possible effects of airplane routes in the future. So far, chief consideration has been given to location and design of landing fields from the point of view of air transport and transit. Some consideration has been given to the effect of the landing field upon its immediate neighborhood, and to the accessibility of the field to the city center. But very little consideration has been given to the effects of an airplane route on the underlying territory. Again the incidence of these effects is likely to vary with the character of the territory in question, industrial and commercial areas being differently affected from residential.

With the industrial and commercial areas the chief harmful effects seem likely to follow such locations of landing fields as will cause the decay of existing developed areas, as the railroads caused the decay of similar areas developed on the basis of water transport. With the residential areas the chief harmful effect will be due not to the landing field itself, which will affect only a comparatively small area, but to the converging of air routes in its section and to those air routes as they fan out. The constant passing of airplanes will prove an irritation of which only a few people now seem to be aware.

The noise of the airplane, aside from the noise of its engine, which is being mitigated, is a nuisance. The hazard it involves for people on the ground has recently been illustrated by two crashes in New York, one in the heart of the city, one in a suburb.

I have listed these various means of transport and transit,—railroad, truck, trolley and bus, light free-wheel vehicles, and airplanes,—because I believe, from the point of view of the development of private property, and more particularly from the point of view of rehabilitating blighted areas, they must be considered together. To treat each as a separate problem is sure to give us what we are now getting: many fragmentary districts, each too small to have a vigorous life, and so great a frontage on main lines of travel that we shall be unable to find profitable use for more than a fraction of it. The results will be a hampering community burden, the blighting of new areas, and a check on the revival of present blighted areas.

My suggestion therefore is that city planners consider the feasibility of combining in one strip, with separate rights of way, railroad, through truck and other free-wheel vehicle transit, and airplane routes. Admitting that this presents practical difficulties and is an ideal that may be only approximated, should not the rights of way of these various long-distance transport and transit agencies, when two or more of them traverse a given area, be kept as close together as practicable in order to reduce the area and the frontage they affect?

I have begun with transport and traffic facilities because I believe they constitute the major factor in determining the character of a district. They

may build up, they may destroy, they may revive. They are the basis of a city plan. But in spite of their potency, they are subject to modification by other community needs. They are a means to an end, not an end in themselves,—a fact some of us seem to forget when we talk of traffic movement and neglect traffic destination.

Failure to provide properly for other community needs sometimes has caused the blighting of areas. Meeting these needs will have a part in reviving blighted areas. If we are to cure our patient, we must first diagnose his disease and, if we are to prevent a relapse or an epidemic, try to find out what made him sick.

In this attempted diagnosis, I shall confine myself to older, in-town blighted residential areas. We have areas on the fringes of our cities that need treatment, but for the time being let us disregard them unless they have something to contribute to our understanding of our immediate patient.

CAUSES OF BLIGHT

It has been said that hope for increment in land values is a cause of blight. But even those of us who believe that inexpensive building sites are one of the greatest assets any community can have must in fairness admit that increment of land values has been a great stimulus to good development as well as to bad, that the bad has been in large measure an illustration of the result of pushing a virtue to an extreme. Supplementing the proponents of this idea are those who say that lack of adequate and vigorously enforced building and housing codes is a cause of blight. Such codes would have held in check the greedy who overreach themselves and incidentally injure the community. If hope for increment of land values is accepted as a cause it should perhaps be rated as antecedent to all other causes,—the cause of causes. But what we are dealing with here are tangible manifestations, not an intangible motive. If we can show that the manifestations are bad, anti-social, and economically unsound, then possibly the motive may be diverted into other and better channels of expression. As for building and housing codes, they are methods of dealing with the causes of blight, as are city planning and zoning, and so are supplementary to the subject of this paper.

Granting the above, my belief is that the causes of blight in old residence districts are:

PRIMARY CAUSES

I. *Land overcrowding*

District: inadequate public open spaces

Lot: buildings occupying too much of lot; lot sizes too small

Building: multi-family dwellings overshadowing old one-family dwellings, raising land values and depreciating old building values

2. *Obsolete buildings which could not be modernized*
 - (a) because lot is filled
 - (b) because of plan and size
3. *Invasion by incompatible uses*
 - (a) social or racial groups antipathetic to earlier inhabitants
 - (b) degenerate uses of dwellings, as for boarding houses
 - (c) deterioration of border lands producing bad conditions that progressively worked inward
 - (d) sporadic business or industry
 - (e) development of heavy traffic
 - (f) development of conditions outside the district that adversely affected it, as production of smoke or smells in the direction of prevailing winds

Such invasions usually have followed the development of weaknesses in the defense due to other causes, especially land overcrowding and obsolete buildings. Where there have not been such weaknesses, where, consequently, a group of dwellings have maintained solid front, old districts have maintained themselves (Washington Square, New York; the Battery Section, Charleston, S. C.; Louisburg Square, Boston; some streets in southeast Philadelphia).

4. *Inaccessibility* compared with other districts, due to transit facilities that made new areas more accessible in terms of personal effort, and that established currents of travel and a consequent habit or attitude of mind. A backwater, off the established line of travel, seemed less accessible than an area much less quickly reached.

SECONDARY CAUSES

5. *Obsolete buildings* whose design or equipment was out of date. Where a primary cause does not prevent, these can be and now are being "modernized."
6. *Natural handicaps*, as swampy soil (mosquitoes), steep hillsides, a basin location such as Cincinnati's old town. When pleasanter areas became accessible, these were condemned to deterioration. But modern means and methods are converting such one-time handicaps into assets. Where there was no easy alternative of accessible new areas, the old area was constantly improved. Venice is perhaps the outstanding illustration.
7. *Rising standard of living* expressed in terms of
 - (a) greater spaciousness
 - for the district: parks and playgrounds, open country more accessible
 - for the lot: larger yard area

- (b) more light and air and sun, due to spaciousness
- (c) "modern" buildings
 - arrangement and equipment
 - architectural design

The rising standard could be more readily met in new developments.

8. *Fashion*, advertising, a deliberately created attitude of mind; nostalgia for open spaces, snobbishness, craving for change: a complex of desires played its secondary part in developing new areas and abandoning old. Sometimes a single one of these, like fashion, is credited with having done the trick. Yet if one investigates an area upon which fashion has turned its back, he is almost sure to find that fashion had a reason in one of the primary causes.

Who to-day would live in the old, or rather middle-aged, mansions about Rittenhouse Square? Crowding their tight little lots, containing dark middle rooms, what is there to commend them to a generation that is reaching for the spaciousness that its grandfathers appreciated but its fathers sacrificed on the altar of immediate profit,—and long-time loss? Contrast with this Philadelphia district not only nearby areas that have endured or been revived but such districts in other cities as the north side of Washington Square, Louisburg Square, the Battery in Charleston, where the old character has been maintained. As far as I know each of these enduring areas has had some open space, public or private, perhaps both. This, of course, is not an assertion that open spaces always save residence districts any more than is the statement that all horses are quadrupeds an assertion that all quadrupeds are horses. Smoke and fumes from a nearby industrial development may blight a park-like residential neighborhood.

SEQUELS

In studying a blighted district one notes other depressing factors which he may take to be causes whereas they are no more than sequels, but sequels that accentuate the blight and so must be dealt with. Among these are absentee landlordism with slack agent management and unduly high tax assessments. Both of these fall outside the scope of this paper but are so present in our minds that they must be mentioned if only to be dismissed. They are difficult housing problems with which housing workers are wrestling. But the second of them has an interest for city planners. If an old district is zoned for business unjustifiably and the tax assessor takes the zoning as his guide he may ruin that district by imposing a burden upon it that it cannot bear. If a new district is built up with one-family houses and the assessor states that multi-family houses are permitted and that the land therefore must be taxed on a multi-family basis, he may compel a lower standard of living. If an old district, once fashionable but now deteriorated, is taxed as in the

days of its prime, a serious handicap is imposed on those who would revive it. Yet the removal of this handicap is not simple, for many of the properties are mortgaged on the basis of their assessed value.

SUMMARY

The above list of causes of blighting is, of course, not complete. Further study will add new ones. But it is believed to be complete enough for our present purpose, which is to secure a basis for a constructive program. Knowing what caused the trouble we are in a better position to cure the trouble.

While all these causes, and the added ones, must be taken into consideration and evaluated in any attempt to rehabilitate any particular blighted area, it may help to clarify the problem if we restate the four primary causes:

- (1) *Land overcrowding.*
- (2) *Obsolete buildings.*
- (3) *Invasion by incompatible uses.*
- (4) *Inaccessibility.*

If these headings really do indicate the causes of blighting, it is obvious that city planning (including zoning) must be relied upon to help prevent future blighting and to help rehabilitate areas already blighted. Prevention is easier than rehabilitation.

WE HAVE DEALT WITH RESULTS, NOT CAUSES

Such a recital of causes, assuming that it is valid, makes the cure seem almost obvious. Yet it has not been obvious to all who have attempted cure. The English, for example, began by attempting to deal with results rather than causes. Their slum clearance schemes assumed the permanence of certain factors in the existing situation: location of factories or other centers of employment; same size and character of population on the same area, even the identical persons so far as practicable; a fixed wage-scale below the line of self-support, assuming that self-support involves ability to pay an economic rent for a proper dwelling. With such handicaps as these they attempted slum clearance.

One of the axioms of those days was that the poorest people live on the most expensive land. Being an axiom it was, of course, not questioned. In most of our American cities at any rate, the reason for its acceptance—for we borrowed it—was discoverable. The natural habitat of the poor was on the fringes of our towns and cities where they erected the shanty-towns and Little Dublins once familiar. These were on cheap land. But they were temporary. The march of progress, the rise of their inhabitants in the economic scale, wiped them out. The memory of them has grown dim.

But, in-town, weaknesses began to develop in established fashionable districts, and a new element began to occupy the old mansions. Having been fashionable these districts were also expensive. As they lost caste, owners sought to maintain income by putting several families of lower rental ability

into space formerly occupied by one of higher rental ability. First they subdivided existing houses; then they built rear houses in the interior of blocks; then they borrowed the invention of ancient Rome in the period of its decadence and erected multi-family dwellings that filled the land as full as the law allowed. By this means they even *increased* income from a given lot, and naturally the lot increased in sale value. The process stopped only when the limit of crowding had been reached. When that limit had been reached values began to decline because of deterioration, and a wail of distress arose.

The English never went so far as we in land overcrowding. New York and Boston had things to teach them. But that was before we began to lend them money, so it never occurred to a London slum landlord that he could learn as well as borrow from New York. Consequently the English cities—I leave out those of Scotland—when they began rehabilitation had a problem no more difficult than that of Philadelphia or Baltimore. Their first thought was to demolish unsanitary buildings, clear the site, and then let private enterprise take its course. But being hampered by the conception that everything except the dwelling must remain as it was,—the same population, the same standards and customs and habits, the same rent-paying ability, only a new house and more open space,—private enterprise declined to function. So, having started the job and laid down some at least of the conditions, government took up the task of building.

Were it not for an American philanthropist who transplanted back to the old world the mislearned lesson of the philanthropists who built Gotham Court and so turned New York into a tenement-house city, the British Government might have been stumped. But George Peabody's "model" tenements showed them how they might rehouse the same population on the same land with more open space. Fortunately or unfortunately the English are a conservative people who change slowly. So in spite of slum clearances and municipal tenements they have made so little alteration in their cities as a whole in all these years that even to-day they are still debating with enthusiasm the "block" building as a solution of their problem, have constructed some models to exhibit before Parliament, and don't seem to realize that New York and even Boston have well rounded experience to place at their disposal.

It seems to me that the lesson of this experience of ours, supplemented by our experience with shanty-towns, supplemented further by the costly and unsatisfactory experience of England with slum clearance,—I am not here speaking of the reconditioning of existing small houses that has been successful, especially in some of the provincial English cities,—is that while we approach the problem primarily as a social one, we must have constant regard for sound economics. Sound economics involves provision of facilities for a wholesome and a *rising* standard of living. Profit derived from lowering the standard of living is *not* sound economics.

Provision for a wholesome and a rising standard of living involves spaciousness. Consequently any proposal for rehabilitation that means an increased population burden on the land is immediately open to question. Further, in many instances a sound proposal must involve decreasing the burden on the land. This is directly contrary to traditional practice; it at once challenges the assumption that the same population either in numbers or in economic condition is to continue to inhabit the district, or, if they do so continue, that their incomes will remain at the present level. It is based upon the presumption that we shall try to find the best economic and social use for the district in question no matter how greatly at variance that may be with the present use.

There is in this no blinking the difficulties such a policy raises. The conservatism of the English is different from that of Americans only to a degree. The imagination of the average citizen, let alone the average real estate owner or agent, is not his most highly developed faculty. He sees what he sees, and beyond that he sees practically nothing. So life, for him, is a continual series of surprises, many of them disagreeable.

Advocates of this proposed policy may expect to find—as the English found when some brave souls proposed to decimate slum populations by moving part of them to new areas—that landlords and their agents, shopkeepers, churches, fraternal organizations, politicians, etc., etc., objected. They took very literally the story of Aesop's dog and held tight to the bone they had.

But we in America to-day have an opportunity. The immigration quota law already has decimated the population of many of our blighted areas. So landlords and others are in a frame of mind to at least discuss new suggestions, to consider the proposition that when numbers fail, quality may prove a saving grace.

Assuming then that we accept the proposition that we are to make the best economic and social use of our blighted district even though it may involve moving "the poorest people" off "the most expensive land" (provision for them involves factors that are outside the scope of this discussion though it is in line with what is here proposed), the problem becomes basically one of city planning and zoning. To be sure there is also a housing problem, even though the blighted area becomes again the habitat of the well-to-do. But success in solving the housing problem is to a large degree dependent upon success in solving the city planning problem.

We revert then to our four main headings that are so evidently within the field of city planning:

I. LAND OVERCROWDING

Those cities whose blighted areas are filled to the limit present the most difficult problems. But fortunately in many of our cities the land of blighted areas is not so crowded; rather it is poorly subdivided so it is not fully usable.

Such an area as New York's Lower East Side seems at first glance hopeless. To provide adequate parks and playgrounds for a wholesome standard of living for a normal population—normal in the sense of normal distribution by age and sex—would be very expensive. To provide proper dwellings for families on land now occupied by solid ranks of old-law six-story tenements, would again be very expensive.

City planning may do what it will in the way of putting a boulevard along the East River and so bringing this region back into the consciousness of New Yorkers. It may, if subways do not continue to absorb its debt capacity, multiply the number of parks and playgrounds. It may make every block more easily accessible to Wall Street than is Morningside Heights or New Rochelle, but it will not make it a desirable place for year-round family residence. But that may not be necessary. After all, the future of Manhattan seems to be that of a caravansary, a convenient stopping place. And to that use the Lower East Side seems to lend itself. Apartment hotels, twice the height of present walk-ups but occupying less of the lot, have their place, an extravagant one but one we seem able to afford. The question is whether zoning can limit lot occupancy enough to give all the Lower East Side opportunity to share in this possible future of a smaller population but one economically more able. The struggle between immediate profits and permanent values has already been resumed there, on a somewhat higher economic level.

As with Manhattan so with that part of Boston on and beyond Beacon Hill. Boston has not gone as far down, or up, as has Manhattan, but it has overcrowded its land quite as badly. A considerable proportion of the houses in this district are old-time mansions, but unfortunately they were built too late, after Bostonians had acquired wealth and many servants. Because of their size they do not lend themselves readily to the more modest modern ideas of town living. And they usually have very little garden space. Yet it is remarkable what the ingenious New Englander can do with very little. He has discovered plants that grow without sun. These he supplements with plants in tubs that can be moved for a daily sun bath. And above all he gives thanks for the Tree of Heaven that flourishes in the most unlikely places.

The Charlesbank improvement is perhaps our best demonstration of what city planning can do to rehabilitate a blighted residence district. Starting with that, led by a bold band of Bohemians who converted old tenements into Gift Shoppes and tea rooms, fortified by the knowledge that over near Louisburg Square an unyielding group of perfectly respectable Brahmins were still holding out, an increasing number of the well-to-do are reviving one of our most blighted areas. But the job of city planning and of zoning is just at its beginning. The hope of Beacon Hill lies in securing more open space.

So in Philadelphia. The drawing power of accessibility has made itself felt there. The glory of Rittenhouse Square has departed. The fashionables have betaken themselves to the suburbs. Yet, in the winter at least, they

must be in-town. First they tried hotels. Then they tried apartments. Then, like Mrs. Vanderbilt's colony in Sutton Place, they tried reconditioned houses.

But in Charleston it was different. There the old district never was blighted except as the whole town was blighted following the Civil War. The Battery, small private gardens, perhaps the lack of an ambitious race of newcomers to take advantage of any weakening of defenses, have kept the old best residence district still the best, as it was when Cherry Street in New York housed President Washington. But Charleston has a revival exhibit. Catfish Alley of *Porgy* fame is on the way up.

Washington perhaps illustrates best what can be and is being accomplished. Georgetown, a neglected backwater, was brought back into the stream of progress by a new bridge, and then saved from a Manhattan debacle by a zoning ordinance that prohibits new multi-family houses. Meanwhile the section west of the White House, near the river, part of it once a fashionable residence district, part of it utilized only by flimsy negro cabins, was brought to life by the development of Potomac Park and the building of the Lincoln Memorial.

2. OBSOLETE BUILDINGS

We already have spoken incidentally of obsolete buildings. Those blighted areas where small one-family houses predominate, especially where these houses have good-sized yards, are easiest to rehabilitate.

A commenter on New York's latest skyscraping office buildings recently raised the question of what we shall do with them when they become obsolete. His interest was not in traffic congestion. It was in investment values. He spoke of the problem now presented by the smaller obsolete buildings and then scaled it up. He did not answer his own question.

Those of us who are interested in blighted residence areas understand his concern. The larger the dwelling, even if built for one family, and the more families it was expected to shelter, the more difficult the problem it presents when it becomes obsolete. The more of its land it fills, whatever its size or type, the more quickly it becomes obsolete and the more difficult the problem it presents when it becomes obsolete.

The small, free-standing, one-family house can be indefinitely "modernized," internally as well as externally. Even the row, one-family house, if wide enough and shallow enough and with yard enough, can be kept up with the times. In Washington to-day, ugly mid-Victorian row houses are having their protuberant bay windows cut off and graceful, pleasing, boyish silhouettes substituted. If a new style wins favor they can again be modernized.

The Rittenhouse Square mansions of Philadelphia, with their dark middle rooms, their patches of paved rear yards, are practically hopeless. They must, after a period of misfit uses, be demolished. It is the task of zoning to see that they are succeeded by something better.

The old-law tenements, even the new-law tenements, of New York, are a still more hopeless proposition. Mr. Coffin and the City and Suburban Homes Company are showing us how much, or rather how little, can be done with them.

3. INVASION BY INCOMPATIBLE USES

This is so patently city planning and zoning that it need not be dwelt upon. Some of our blighted districts, blighted in part at least by injurious uses outside their borders, may now be revived because those uses have ceased or diminished. The Hill District of Pittsburgh, once enveloped in smoke, now has a clearer atmosphere than some of the outlying residence areas. Steel mills have moved away from their in-town locations; down-town office buildings have central heat or janitors who know their business. The moving process may be hastened by city planning which will make new sites more attractive.

4. INACCESSIBILITY

In distance our blighted areas usually are more accessible to centers of employment or urban entertainment than are the outlying districts whose rapid development in recent years has astonished even Americans. Their actual inaccessibility has been due to the establishment of lines of transit that passed them by, to a crowd psychology that caused them to be overlooked, to an unsavory reputation that caused them to be put aside.

The first of these can, of course, be remedied by city planning. When new, convenient means of access have been provided, when the crowd goes by and sees some of its more adventurous members stopping off, the crowd psychology will change, and when because of this the unsavory reputation is undermined, the blighted area will cease to be inaccessible either physically or mentally. Instead it will become more accessible than its younger rivals. Note New York, Boston, Washington for the process already well begun.

CONCLUSION

If there is any value in this inquiry into the causes of blight and the possibility of dealing with those causes, it should be applicable to new areas as well as to old. We are so in the habit of judging a new thing, whether it be a district, a building, or a mechanical contrivance, in large measure by its newness, that we overlook essential resemblances to old things. The causes of blight in the past are likely to operate in the future. Newness wears off

very quickly. The question is whether the thing we are creating will grow better with use, mellow, and pleasing, or whether it will become merely shabby and irritating once the gloss has worn off.

Those of us who deal constantly with old districts and old dwellings, have at best a restrained enthusiasm for some of the newer developments.

DISCUSSION BY ROBERT WHITTEN

As an analysis of the causes of blight in residential areas, Mr. Ihlder's paper is a very important contribution to the science of planning. Important as is the problem of rehabilitation, that of the prevention of blight in the areas as yet unspoiled is of vastly greater importance. Prevention is always more important than correction. The lessons learned as to causes of blight should, if possible, be applied in safeguarding unblighted areas and in planning new residential areas. The important problem for us to decide is whether we in our planning are taking adequate precautions to prevent in the new areas the recurrence of conditions that have caused people to move from the present blighted areas.

Air pollution due to imperfect combustion in furnaces is doubtless a leading cause tending toward the blighting of central areas. Traffic congestion and noise incident to dense motor vehicle and electric railway traffic is also a contributing cause of blight in the central areas. Where practically every street is a traffic street, there is no possibility of preserving the peace and quiet essential for a good residential district. One of the best ways to prevent blight is to establish self-contained neighborhood units from which all but strictly local traffic will be excluded.

Mr. Ihlder's suggestion for combining in one strip the railroad and the express road for vehicles is good and can be applied in many cases. The parkway is an ideal method of handling heavy traffic without injury to a residential area. The Bronx River Parkway throughout much of its length follows a railroad right of way so that rail traffic and automobile traffic are really combined in one strip. If in addition, provisions could have been made in this same strip for commercial vehicles so as to take them out of the residential areas, this great traffic route would have been of even greater value to the communities that it serves.

AIRPORT SYMPOSIUM

*Discussion of the Question:
Should Airports be Administered by Park Departments?*

THE AIRPORT A TRANSPORTATION TERMINAL

By L. H. WEIR

Playground and Recreation Association of America

The decision as to whether airports should be administered by park departments rests, in my judgment, on the probable functional uses of the airplane and whether these functional uses fall within the scope of the functions of park departments as we understand them to-day.

The airplane is a comparatively new mechanical device for the transportation of people and things. Aside from the transportation of mail, it is used commercially at the present time chiefly for the transportation of people.

The number of airplanes in active service in America in 1929 was said to be about 8,064. This was almost exactly the number of automobiles in use in America in 1900. To-day there are over 25,000,000 automobiles in use in America and the number is constantly increasing. While the probabilities are that the airplane will not increase as rapidly in numbers within the next twenty-five or twenty-nine years as the automobile has done in the past twenty-five years, yet in the face of the remarkable things that are happening in the scientific-mechanical world one would hesitate to say that we may not have as many airplanes in the year 1958 as we have automobiles to-day. Even if the increase in airplanes within the next twenty-five years is only fifty or twenty-five per cent of the increase of automobiles in the same past period of time, it will mean that the airplane has taken its place as a major means of transportation falling in the same category as railways, electric railways, automobiles, busses, and trucks. While large numbers of airplanes will no doubt be privately used just as the automobile is used, both for pleasure and business, it is reasonable to expect their use as vehicles of transportation to be organized on a vast corporate basis just as the railways, electric railways, and the bus and truck systems of transportation are to-day. We may expect the development of comprehensive and complex systems of passenger and freight-carrying air lines with great terminal landing fields equipped with an unbelievable array of facilities and conveniences.

From this viewpoint of the probable functional use of the airplane it will be just as illogical for park departments to establish and administer great terminal landing fields as it would have been for such departments to establish garage and parking facilities for the vast number of automobiles now in use in this country or to operate great terminal facilities for railway systems or bus and truck lines.

It was thought at one time that the individually-owned automobile would be used chiefly for recreation, and park departments attempted to expand their carriage driveway systems into more or less extensive automobile pleasure driveways. Not a few park departments went into the development of an elaborate system of boulevards and parkways for the purpose of meeting this supposed function of the automobile. While it is true that the automobile is used largely for recreation, park planners did not foresee the great speed of which the modern car is capable,—a development in the motor car which has made of the boulevard and parkways for the most part merely rapid transit ways, not widely different from great numbers of other very fine and often better highways. The owner of the high-speed motor car of to-day when he wishes to drive for so-called pleasure gets out onto the magnificent country highways which radiate to-day from most cities.

It is the hope of most park executives to-day to preserve their properties from too much intrusion of the automobile so that these properties may the better perform their primary functions as centers for beauty, rest, or activities for the people. Certainly it is generally conceded that it is not the function of modern park departments to build and maintain extensive systems of highways under the name of boulevards or to be responsible for a large mileage of highways even in parkways. Park departments may still logically be responsible for a limited mileage of pleasure driveways in large parks, numerous service driveways, and adequate parking spaces in the vicinity of various special scenic or activities centers in parks. Likewise it may be quite within the functions of park departments to give consideration to providing landing fields in connection with large parks and outlying reservations, golf centers, large bathing beaches, etc., but this is something quite different from the administration of terminal facilities for air lines.

THE MUNICIPAL AIRPORT A PROPER FUNCTION OF PARK ADMINISTRATION

By THEODORE WIRTH

Superintendent, Board of Park Commissioners, Minneapolis

A park administration, as has been so forcibly and convincingly demonstrated during recent years, must be alert to use its power and means to assist in every movement beneficial to the community it serves. While it should steer clear of assuming duties rightfully belonging to another department of the municipal government, it should not shirk the labors and responsibility of any community service to which its facilities may be adapted and for which it has the necessary power and means. One of these functions which has come very forcibly and rapidly to the front during the past two years, because of the astounding progress in aviation, is the provision and administration of municipal airports.

I wish to state at the outset that it is not my contention that the park administration of a municipality is the only proper department that could or should undertake the rendering of this service, but it is my belief that in the majority of cases it is as well if not better adapted to assume that duty than any other branch of the city government, including any special or new department that might be created.

I believe it is universally conceded that aviation is a coming important factor in transportation of mail, merchandise, and passengers, and that the airship has fair prospect of becoming an attractive and much utilized craft for private pleasure. It is said that within five years a community, large or small, without its own aviation field is likely to discover itself as much of a backwoods anomaly as a community would be now without a public garage. Every municipality will want to provide facilities for the accommodation of this new method of rapid transportation, and it is up to the community to make such provision, and not the business of a few individuals.

Not every community has a park department, but all larger cities have, and my reasons for advocating that park administrations should willingly assume the administration of the city's airport are as follows:

- I. It has been conceded by the Supreme Court of Kansas that municipal airports serve recreational as well as commercial purposes, and the management of such ports is therefore a proper function of park administration.
- II. The park department may have in its possession grounds adapted for such purposes, but if this is not the case, it has or should have the power to acquire the necessary lands for such a port.
- III. A municipal airport, in order to serve its purpose well and be a credit to the municipality, must be landscaped and made otherwise attractive, sanitary, and serviceable to a high degree, just as with any other part of the park system; and the park administration is certainly the best-equipped department to fulfill such requirements.
- IV. The real needs of the public in the proper use of the field must be provided and protected and the service to the people properly arranged for and controlled,—all of which is a function that a park department exercises over its other properties and which it is therefore competent to render.

I am not in favor of allowing the operation of a municipal airport to become a drain on the department's funds, but am of the opinion that these ports can be made self-sustaining. It is the department's duty to arrange for rental spaces of ground to be leased to commercial establishments making use of the field. Further, it is possible to derive means from revenue-producing activities of all kinds, which should be conducted by the department itself.

AIRPORT MANAGEMENT AN INDEPENDENT FUNCTION

By ERNEST P. GOODRICH

Consulting Engineer, New York

The paper by Lieut.-Colonel U. S. Grant, 3rd, printed in the January, 1930, issue of CITY PLANNING is almost convincing. Naturally, only one side of the case is presented. What seems to the writer to have been proved conclusively by Colonel Grant is that a well run and adequately managed, manned, and equipped park department can advantageously be made to cooperate with any municipal airport organization. The very last words of the paper premise a "suitable airport superintendent." There must obviously be other personnel, in addition. This problem of the administration of the necessary personnel is the crux of the problem, assuming the condition tacitly accepted in this paper that a municipal airport is a thing to be advocated.

How best can the airport personnel be managed? It is the writer's belief that it can be done by a proper coordination of park and airport departments under a city manager. The contention that the airport department, like the park department, should be kept out of politics is only stating that all departments should be so administered. Why not arrange to have the park personnel do all the things which it can do best with its experience and equipment, and still have the airport superintendent report directly to the city manager or his equivalent? There are fully as many special types of knowledge necessary to adequate airport management as to park administration. Why try to combine them? One might just as logically combine the airport with the school system. Both demand land acquisition, building construction and administration, open area maintenance, swimming pool and tennis court management, restauranting, and pleasing the public by the facilities provided. Both are parts of the city plan. Both involve the management of crowds. Both provide a measure of public recreation. Both plants should be kept in an attractive condition. Both should be out of politics. In fact, there are fully as many reasons (partly different in the two cases) for coupling airports with schools as with parks.

In other directions also, Colonel Grant's arguments are not conclusive. Development of municipal trunk-line steam railroad terminals is hardly feasible. Their control as to location and design is, however, entirely proper and practicable. The planning of the new passenger facilities in Cincinnati is a case which demonstrates this point. No privately owned railroad system would tolerate municipal terminals, and it is believed that air terminals will eventually be private in character for the same reasons. This, however, does not preclude their control as far as location and access facilities are concerned, for example, by the municipality. Certainly, a private corporation is much more likely than is a municipal one to make them self-supporting,—

as Colonel Grant suggests would be advisable. In fact, at least one municipally owned airport has already been taken over completely by a private corporation, and several other municipal airports are being privately operated.

On the whole, permanent municipal airport ownership and operation are open to question, and a combination of municipal airport management with that of a park system is still more so. Private operation of a municipally owned field seems better.

THE AIRPORT IS SPECIALIZED COMMERCIAL SPACE

By GILMORE D. CLARKE

Landscape Architect, Westchester County Park Commission

I wish that I could agree with Colonel Grant; I wish I had sufficient confidence in the ability of the majority of the park boards of the country to include the airport in the list of areas to be planned, built, and operated by them. If it could safely be assumed that even fifty per cent of the park boards of the United States could handle this new problem, I might be tempted to agree with him. Possibly it is fortunate that park organizations are not justified in adding the airport to the list of legitimate park areas, if I may presume this to be so, since to me the airport is more or less comparable to a garage and we do not put public garages in parks. The airport is a specialized sort of space, not only given to pleasure, but as well to business and to industry. The airport must ultimately be operated for profit if it is to justify its existence and I think this also applies to the municipal port. If we may assume that parks are not primarily business enterprises and that airports are, or at least should be, then the two had better be independently operated.

To class the airport as a feature to include in the program for park boards, seems to me to be an extremely dangerous policy, particularly at this critical period in the development of the aviation industry. The airport is bound to grow in importance as a means for transportation of passengers, mail, express, and freight. It may already be termed a common carrier. This being true, then airports are too important in themselves to be classed with parks or recreational areas and thereby made secondary adjuncts to them.

The recreational value of the airport is secondary to its commercial value and it will be a long time before any but the wealthy class will be able to use planes for sport and pleasure. Even though the airplane may have some recreational value, there appears to be no good reason for placing the airplane garage or hangar, together with its get-away field or airport, in the hands of men trained to maintain and preserve parks, works of art out-of-doors, for the use and enjoyment of people of this and future generations. Let the airport and the airplane industry stand on their own feet; they will have to walk some time and, though toddling now, there is little use for park people

to nurse them, for either they will become weak and have difficulty in striking off alone, or else they will suddenly become so strong as to govern the parent organization. If this should be a park organization, then suggestions would soon be made to turn many of our parks into airports. Already Central Park, in the City of New York, has been suggested by several aviation enthusiasts as a suitable place for an airport.

I agree that airports should be attractive; but rather than accept Colonel Grant's recommendation I think it would be more practicable for the airport management to employ an experienced park maintenance man to care for the area than for the park board to employ an airport manager.

I hardly think it necessary to comment upon the subject of the park as an emergency landing field. The several recent serious accidents where planes have fallen out of control into urban areas will necessitate the enactment of legislation to prevent the plane flying over urban areas unless at safe altitudes. This would preclude the landing of planes in urban park areas. If parks were to become emergency landing fields then they would no longer serve as parks, for they would be unsafe places for recreation. When an emergency arises necessitating that a plane land, notice in advance to the park occupants would naturally not be given, and we can therefore anticipate disastrous results.

Let us keep parks and airports separated in every respect, for in my opinion they have nothing in common with the possible exception that it may be desirable, from the standpoint of airports, to have park areas surround them to insure a border of unencumbered open space. The airplane industry is dependent upon proper airport facilities for its future growth and I feel sure that it is going to be big enough to paddle its own canoe.

NO PRESENT OBJECTION TO PARK ADMINISTRATION OF AIRPORTS

By PHELPS WYMAN

Landscape Architect, Milwaukee

The proposition is not whether airports shall be administered by park departments twenty-five years from now, after the industry has assumed larger proportions and much experience has been accumulated, but whether in this year of grace 1930 and a few years thereafter.

A weak point in one of the arguments given in CITY PLANNING against such administration is apparently the same view of park board duties that seems to be held by many park commissions,—one often disastrous to effective park work. This view seems to hold that a park commissioner is a park expert and not a governing authority whose business really is, except in smaller cities

with smaller funds, to employ the park expert. For instance, on page 29 of the January issue, the Editor refers to park commissioner and highway engineer as similar positions, while one should be legislative and the other executive.

Lieut.-Colonel Grant's contention against the multiplication of new commissions is sound. A park commission can employ an airport expert as well as it can employ a park expert. A strong park superintendent who is a good administrator need not hold so strong a park bias that he cannot work effectively with an assistant in charge of an airport. There is, too, the added advantage of the park working force in the construction and maintenance of the land, but that is minor.

The main point is that if a park commission, like any other commission, holds itself to legislation, and, if under a capable general superintendent, it employs an airport administrator and keeps its airport funds separate from its park funds, there is no reason why, for some time, park administration of airports should meet with objection.

UNDER WHAT JURISDICTION SHOULD PUBLIC AIRPORTS BE PLACED?

By JOHN NOLEN

City Planning Consultant, Cambridge, Mass.

Research into the subject of park administration of airports might naturally begin by asking what are the facts as to the present administration of the nearly five hundred municipally-owned airports now in use in this country. Unfortunately, definite information is not yet available. Likewise, some investigation into the methods employed abroad might be instructive, because the development of airports in Europe has reached a higher stage than in the United States.

It is easier to ask questions than to answer them, and it is more diverting to propound problems than to solve them. Such is the case with the query as to the administration of airports. Such natural questions as these occur: What are the administrative functions of a municipality? Are they, briefly, public safety, public works, recreation, finance, legal? In which of these does the municipal airport have closest relationships, and why? Another leading question is: What are the functions of a municipal airport? And what character of administration is best suited for it, considering the fact that the airport is an important link with outside, nation-wide communication?

What is the essential character of aviation? Like most large agencies, it is varied in character. From one point of view, and it is probably the primary one, aviation is transportation, a form of communication. Again, it is an industry. It is also a large open space, or a series of open spaces, with

its own special technical development. It may be a resort in itself, or there may be combined with it a resort for a special kind of recreation, and as a resort, other forms of recreation may be associated with it. However, it is primarily a form of transportation.

The closest analogy that occurs is with water transportation in cities with navigable waters. The common words "ports," "harbors," "channels," "airways," "signals," "lighting," "navigation of the air," all indicate the ways in which the navigation of the air corresponds to the navigation of water.

What has been the experience of municipal administration in connection with docks and harbors and water terminals or other municipal functions?

The jurisdiction is not by any means the same in all places. Accidental causes, personal and political interest, location of land, and other factors bring variation in various cities and in different parts of the country.

The jurisdiction is often not the same eventually as at first. The administration, in other words, goes through an evolution of control.

There is a tendency in many fields with this and other public projects to begin as a private enterprise; later, when success has been demonstrated, to organize under public jurisdiction, often by a special commission to look after this particular subject; finally, in many cases to be absorbed by other commissions, and to be combined with the administration of other subjects.

If aviation is primarily a form of transportation, it would be profitable to consider the history of transportation in cities and its present status and efficiency. Transportation facilities in cities at the present time are mostly in private hands. The only important exception is that of the water terminal already mentioned. Railroad stations, rights of way, electric lines, the subway and elevated, motor bus lines, automobiles, and to a great extent, water transportation, are largely privately owned or privately administered, or both. The result is that there is not usually any municipal department equipped and experienced for the administration and maintenance of transportation terminals or transportation systems. The ownership of transportation facilities is not only in private hands, but each form of transportation is frequently in different private hands, which is one of the explanations for the failure to have more coördination and coöperation of transportation agencies.

In attempting to help formulate this subject—and that is all that can be done at present—consideration should be given to the municipal requirements of aviation, now and in the future. It should be recognized that in cities of importance not only one airport will be required, but a series distributed over a wide area. Also airways connecting the airports, and landing fields of various classifications, all properly lighted and with complete ground equipment. The New York Regional Plan Committee has recommended the provision of nearly fifty airports in the New York region. The National Capital Park and Planning Commission has located perhaps forty-eight areas suitable for such use. The number for a city like Chicago will ultimately be

large. So also for Philadelphia, Boston, Los Angeles, San Francisco, and other places. These airports and landing fields are not unrelated open spaces. They should be developed into a closely coördinated system over a wide region, and the administration of them will be a large and important undertaking.

What conclusions can be reached? Nothing very definite. It would seem, however, that the natural, efficient administration of municipal aviation systems would be from the point of view and for the normal requirements of *transportation* rather than recreation. The control might be by the public direct, or by private franchise or concession, as seems best, varying in different places, probably. It would also appear likely that the importance of aviation, the great extent of its properties, and the peculiar qualities of its technique, might well justify a separate public department for its maintenance and administration. If that were true, the jurisdiction of the department might be enlarged later to include to some extent the supervision, as far as public supervision is called for, of all the various agencies in a municipality concerned with transportation.

THE AIRPORT A BUSINESS PROPOSITION

The contribution emphasizing this point of view received from B. Russell Shaw, Airport Construction Engineer, St. Louis, too late for this issue, will appear with other comments in the July issue.

HARVARD LECTURES ON AIRPORTS

The Harvard Engineering School sponsored a series of lectures in March on airport problems of design, construction, and management for the engineer, architect, and business executive, given by Mr. Stedman S. Hanks, author of *International Airports*.

EDITORIAL

OUR NATIONAL CAPITAL

On page 133 we give a brief account of the public presentation of the Regional Plan of Washington and Its Environs by the National Capital Park and Planning Commission, and opposite, the letter sent by President Hoover in honor of the occasion. This is the second great regional plan to be presented within a year,—first, New York's for the vast and complicated metropolitan region embracing three states, and now Washington's, also embracing three states, but in many ways more unified and more directly capable of fulfillment because of the less complicated character of the region and the problems involved.

For the last thirty years there has been an increasing appreciation by the Nation of its responsibilities toward the National Capital. The revival of the L'Enfant Plan by the Senate Park Commission in 1901, the creation of the Commission of Fine Arts in 1910, the establishment of the National Capital Park and Planning Commission in 1926, have all been steps toward the molding of a worthy and dignified capital city, adapted to modern needs and providing for appropriate future growth.

The Regional Plan which has just been developed is already serving as guide in the acquisition of a regional park system, in the control of new subdivisions, and in the development of an adequate system of regional thoroughfares. It should not only stimulate the coöperation, already initiated, of the State Legislatures of Maryland and Virginia with the Congress of the United States for the District of Columbia in carrying out the main features of an orderly plan for the National Capital Region, but should also implant in the minds of members of Congress a conception of regional planning which may have a far-reaching influence in promoting comprehensive planning in other parts of the country. The Regional Plan of Washington can help to teach that isolated spots of beauty, single features of interest be they natural or monumental, can never be as effective or valuable as if they formed part of an organized scheme in which many related units contribute to a dominating motive which gives a single soul to the whole conception.

THE WHITE HOUSE
Washington

Mr. Frederic A. Delano, Chairman,
National Capital Park and Planning Commission,
Washington, D. C.

January 17, 1930

Dear Mr. Delano:

I deeply regret that I am unable to be present at this meeting under the auspices of the National Capital Park and Planning Commission. I should like to have been present on such an occasion dealing with the upbuilding of the capital city.

The creation by Congress in 1926 of the National Capital Park and Planning Commission is one of the fundamental steps taken in national recognition of our need and opportunity to build the most effective and most beautiful capital city in the world. Just as the minds of many men of diverse experience took part in the original planning of the city under President Washington, so it has been recognized by Congress that we should have the advantage of the diversity of skill and experience in this renaissance of the City of Washington through our new undertaking for the expansion and revision of our capital city.

President Washington was the founder of city planning, and after more than a century of neglect the need and purpose of city planning received a great impetus as the result of conferences held in Washington a few years ago. I am glad to learn that over 800 towns and cities have since then proved the value of advance planning, not only in the better application of public funds but also in the intelligent development of the many and complex phases of life which go with the modern city. It is not the purpose of these commissions to execute or administer but to determine the facts and to plan.

A continuous study of the character and probable growth of this city, with intelligent anticipation of such growth, is to-day a first necessity of city progress and of the great national function of our capital. The determination of the scores of problems of transportation, of abolition of slum areas, development of park and recreation facilities, provision for the needs of the school system and for the safety of children, coördination of governmental, industrial, and residential sections, and above all, beautification, presents a combination of problems for which there must be not only advance plans but also constant guidance. This Commission has made a notable record in all of these directions.

It is our national ambition to make a great and effective city for the seat of our government, with a dignity, character, and symbolism truly representative of America. As a nation we have resolved that it shall be accomplished. To succeed in the fullest measure we have need for planning not only within the District of Columbia, but also for coöperation from the adjacent states. I greatly appreciate the presence here upon this mission of the leaders of both Virginia and Maryland.

Yours faithfully,

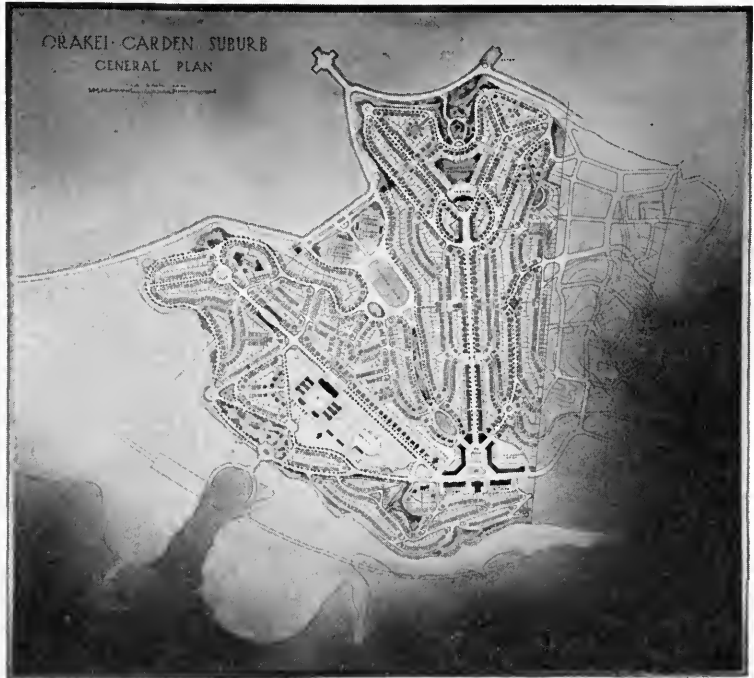
(Signed) HERBERT HOOVER

CURRENT PROGRESS

Conducted by GEORGE B. FORD, Chairman
LAWRENCE VEILLER HAROLD S. BUTTENHEIM
ARTHUR A. SHURTLEFF CHARLES W. ELIOT 2nd
GORDON J. CULHAM

TOWN PLANNING IN AUCKLAND, NEW ZEALAND

To advance the development of Auckland, in three years the New Zealand Government has incurred an expenditure of \$11,250,000, representing the cost

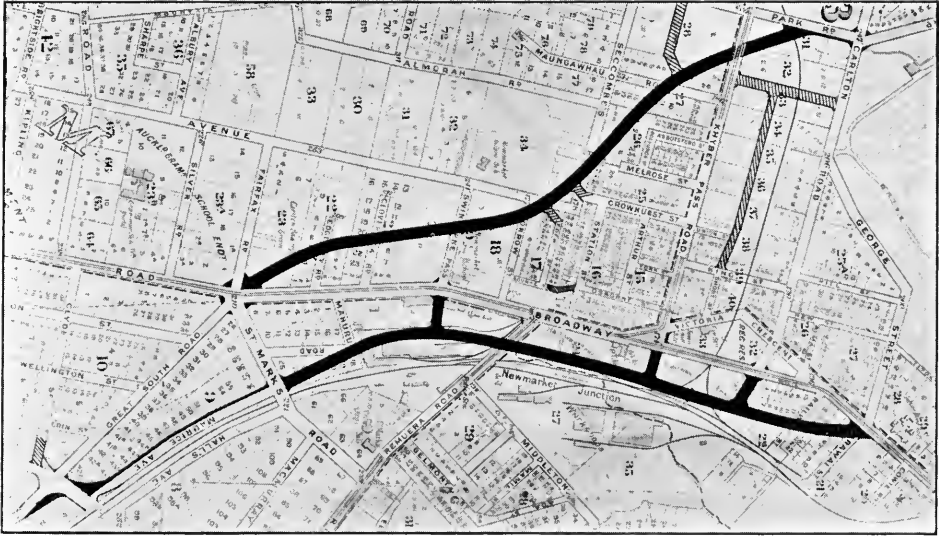


Designed by R. B. Hammond

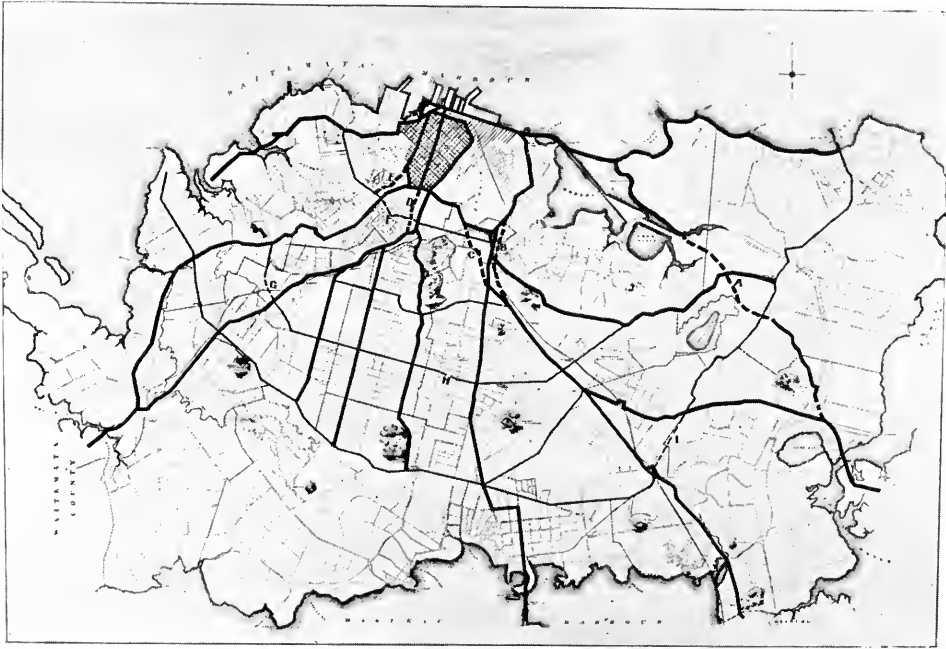
Garden Suburb Planned by New Zealand Government

of a new railway deviation and tunnel, a metropolitan station and terminus for the main southern and northern trunk lines, and other commitments necessary in carrying out the scheme of the Orakei Garden Suburb, one of the leading indications of the garden city movement in New Zealand.

To civic authorities in Auckland, Broadway's bottleneck has for some years been a baffling problem. After many months of study and research the technical group of the Auckland Town Planning Association, an advisory body,



Proposed Routes to relieve "Bottleneck"



METROPOLITAN AREA, AUCKLAND, N. Z.

Showing proposed radial and circumferential arteries

has reported that Auckland city will have to overcome the traffic congestion at this point at any cost. Broadway is a main arterial thoroughfare that runs through the borough of Newmarket to the suburbs and the country south of Auckland. It is the principal highway through the borough and its volume of traffic is not exceeded by any city outlet in New Zealand. Newmarket borough stands as an island borough, in the midst of the city, isolated from the suburban boroughs that fringe the city on most sides.

A ring of suburbs clamoring to-day for new outlets frets at the irksome squeeze in Newmarket. Tampering with the traffic by-laws has brought only



Photograph by H. Winkelmann

ALBERT PARK in the center of Auckland, N. Z.

slight relief. Broadway, for a great part of its length a popular shopping center, is a street only one chain wide, and is a bottleneck from end to end. At each end of its half mile or less, traffic routes converge and traffic is delivered into the narrow pass. Three main tram lines junction in it, and at both ends are bad crossings and sharp turns. On the west are the foothills of Mount Eden, and on the east a gully that leads up from Hobson Bay.

Two new arterial ways are proposed to relieve Broadway, and details of a scheme are now being worked out. In addition to a direct unobstructed

Southern route, adequate arteries to the east of Newmarket are required. Of vital importance in this connection is a waterfront roadway across Hobson Bay, constructed at a cost of over \$1,000,000, which will link up with the route marked (A). The whole trend of settlement is eastward and southward, and Auckland is giving its attention to developing an expanse of what is now open grass country.

Nothing is being done at the moment for the west and southwestern areas. Already, at the top of Symonds Street, close to (D), is a bottleneck, second only to that of Newmarket. Away to the west, at Whau Creek, where two routes junction close to the boundary of the Waitemata County, is another bottleneck.

Suburbs on the northern side of the Waitemata Harbor have entered a strong plea for a trans-harbor bridge, which would serve not only as a direct way north, but would also open up much country for settlement that would have been populated years ago if it had been on the southern side of the harbor.

The letters (A) to (I) on the principal plan show the Town Planning Association's proposals for linking through to the Auckland waterfront from all the residential areas, and a glance at the topographical map would indicate that these roads follow the contours of the country, running along ridges or between verdant volcanic cones. The scheme for providing circumferential roads is a natural complement to the formation of radial arteries. Some of the Association's proposals are drawn from schemes previously prepared by the Auckland City Council and suburban local authorities and which have been definitely adopted.

ERIC C. FRANKLIN,
of The Auckland Star.

NATIONAL CAPITAL REGIONAL PLAN

The presentation of the Regional Plan of Washington and Its Environs was made by the National Capital Park and Planning Commission at Constitution Hall in Washington, D. C., on the evening of January 17 before a distinguished and representative audience including the Secretary of the Treasury, Mr. Andrew Mellon, District Commissioners, United States Senators and Representatives, the entire Virginia State Legislature, and members of the American Society of Landscape Architects and the American Civic Association. The latter two organizations had especially arranged their meetings to take advantage of this important event.

Preceding the presentation, the American Civic Association was host at a dinner at the Cosmos Club in honor of the National Capital Park and Planning Commission and the Speakers of the Evening, having the Landscape Architects as their guests. Following the dinner, there was a suitable opportunity at Constitution Hall to inspect the exhibition of plans, maps, and studies prepared for the development of Washington and Its Environs.

In opening the program of the evening, the presiding officer, Mr. Frederic A. Delano, Chairman of the National Capital Park and Planning Commission, read a message from President Hoover.*

His Excellency, Albert E. Ritchie, Governor of Maryland, recognizing the interdependency of the District of Columbia and Montgomery and Prince Georges counties in Maryland, pledged Maryland's fullest coöperation in the work of the National Capital Park and Planning Commission. He described some of the things which his state has already done to make a Greater Washington Region,—the setting aside of parks in Montgomery and Prince Georges counties to connect with the parks of Washington, and the creation of the Washington Suburban Sanitary Commission and the Maryland-National Capital Park and Planning Commission.

His Excellency, John Garland Pollard, Governor of Virginia, pledged the support of Virginia and told of the close coöperation between the Arlington County Zoning Commission and the National Capital Park and Planning Commission. He repeated his recommendation to the Virginia Legislature that all necessary laws be passed to facilitate the planning and development of the Washington Region. In closing, he expressed the hope that Maryland, Virginia, and the District of Columbia might work shoulder to shoulder to make these well-considered plans for Washington and Its Environs a reality by 1932 when the Nation will celebrate the two-hundredth anniversary of George Washington's birth.

Lt. Colonel U. S. Grant, 3rd, Executive Officer of the National Capital Park and Planning Commission, described in an illustrated talk the work of this Commission and explained some of its many plans for highways, transit systems, parks and reservations, and so on. Mr. Arthur A. Shurtleff, President of the American Society of Landscape Architects, declared that the splendid work of the National Capital Park and Planning Commission merits the support and plaudits of every citizen of the United States.

When the plans for Washington and Its Environs which were presented to the public on this occasion are successfully carried out, we shall have a Greater Washington which will truly stand as a symbol of the wisdom, culture, and aspirations of our Nation.

H. K. M.

BOSTON CONFERENCE ON MUNICIPAL ISSUES

In January, under the auspices of the Boston League of Women Voters, the Women's City Club, and the Women's Municipal League, a successful Conference was held, with a view to examining and bringing before the public outstanding municipal problems confronting the new administration of Mayor Curley, just returned to office. Rapid transit, problems of metropolitan gov-

*See page 129 of this issue.

ernment, paying for public improvements, smoke abatement, recreation, housing, and "the place where the great city stands" were discussed by distinguished speakers, including Professor T. H. Reed, Mr. Flavel Shurtleff, Professor Ernest L. Griffith, Mr. Joseph Lee, Miss Elisabeth M. Herlihy, and Mr. John Nolen. Shortly after the Conference, Mayor Curley appointed a Committee to study problems of metropolitan government for Boston.

T. K. H.

REGIONAL PLAN OF NEW YORK

The Regional Plan Association, Inc., is undertaking an expanded program under the leadership of George McAneny, President of the Association, and George B. Ford, recently appointed General Director. A Regional Council is to be formed including representatives of the county councils and local community committees in the Region. Mr. Thomas Adams, who has retired as General Director of Plans and Surveys for the Committee on Regional Plan, will continue in an advisory capacity to the Committee and as consultant to the Association.

AIRPORT DESIGN

The Lehigh Airports Competition (in which announcement of the prize awards was released too late for inclusion in CITY PLANNING for January) has created widespread interest and been extensively illustrated and commented upon. Reproductions of the winning drawings in *The American City* for January were accompanied by significant critical comment by Mr. Archibald Black, the well known authority on air transport. He pointed out the fact that while the winning design by Messrs. A. C. Zimmerman and William H. Harrison of Los Angeles contributed certain new ideas, among the sixteen designs selected by the Jury practically none which varied widely from the conventional airport were satisfactory, either because they provided inadequately for traffic or involved excessive construction cost. Mr. Black remarks that of the selected designs, the most practical appeared to be those almost identical with the best present-day practice, of course with provision for enlarged facilities.

The appropriate location and efficient design of airports are of tremendous importance to the city of the future, as officially recognized by the Government of the United States and by a growing conscious scrutiny of what has been and is being done. The Lehigh Airports Competition brought to the front a great variety of features and elements of the airport itself—buildings, traffic arrangements, combinations with other uses—which are interesting to consider. The designs showed that the convenience, comfort, and safety of travelers by air lines can be brought to a far greater degree of perfection than is common at present and that, by these superior accommodations, de luxe travelers can undoubtedly be attracted.

T. K. H.

LEGAL NOTES

Conducted by FRANK BACKUS WILLIAMS

PROGRESS OF CITY PLANNING LAW DURING 1929

This department is devoted this month to a review of the major events in the field of city planning law during 1929.

LEGISLATION

An examination of the statutes passed by the various states, island possessions, Alaska, the District of Columbia, and the United States Government from year to year for the last few years reveals a steadily increasing amount of legislation of interest to the city planner. It is during the odd-numbered years that the legislatures are in session in most of these jurisdictions, forty-nine of which passed laws during the last year on some phase of city planning; and while many of these laws were in amendment of existing legislation or for some other reason chiefly of local interest, there remains a considerable amount of general importance.

AIRPORTS

Most of the jurisdictions in this country have, prior to 1929, enacted laws authorizing local governments to establish airports, and regulating the use of airplanes. Nevertheless in 1929 in most of them additional laws on these subjects were passed. Universally in these laws the establishment of airports was recognized as a public purpose, for which municipalities were authorized to expend public money and employ the power of eminent domain. With few exceptions, these municipalities were allowed to acquire land for this purpose either within or without their limits.¹

BILLBOARDS

The number of laws regulating billboards is constantly increasing, and in them is evident a growing desire to include in their regulation a control of these boards on private land in sight of public highways and parks. Thus Vermont (in 1929, No. 28) has provided for the licensing of this form of outdoor advertising, and forbidden it within fifty feet of any public park, playground, or cemetery, as well as within thirty-five feet of the center of the traveled part of any highway outside the thickly settled or business portion

¹The statutes, of which there are usually several in the session laws of each state, are too numerous to be referred to with profit here in detail.

of any city or town. In spite of the doubt which still exists of the validity without constitutional amendment, of forbidding this use of private property solely because it is near a park or other open space,—by appropriate zoning it may often be accomplished,—such legislation is welcome as an indication of a growth of public opinion that is sure ultimately to prevail.

Interesting for the same reason is the Minnesota Statute (1929, ch. 389) forbidding signs within an eighth of a mile of the State Capitol.¹

BUILDING LINE

Massachusetts has authorized the public authorities (1929, ch. 331) in laying out a parkway to protect by setback the entire slope adjoining the new thoroughfare. The purpose usually perhaps is esthetic, and the provision is undoubtedly valid in law, since the taking of this right in private property is by eminent domain with compensation.

EXCESS CONDEMNATION

California (1929, ch. 795) has established a procedure for the excess taking of land under her recent Constitutional Amendment authorizing such takings.

PLANNING COMMISSIONS

The examination of the legislation of 1929 reveals a decided increase, relative to other planning legislation including zoning, of laws relating to City Planning Commissions, including, as it has now come to include, regional planning and the control of subdivision. For one reason especially this is gratifying to the thoughtful city planner. He had come to fear the rapid spread of zoning, not in itself but because of its tendency to engross popular attention to the far too great exclusion of progress in the direction of comprehensive planning. The recent increase of City Planning Commission legislation alleviates this fear.

In no small degree the increase in the laws with regard to City Planning Commissions seems to be due to the Standard Act of the United States Department of Commerce; or perhaps it would be more accurate to say that this increase marks the greater attention of City Planning leaders to this phase of the subject. Most of the new laws show the influence of this act, although by no means all of them show a full understanding of it. A list of the 1929 laws dealing with City Planning Commissions and not commented

¹Other billboard statutes are:

Connecticut, 1929, ch. 76, sec. 5a.

Florida, 1929, ch. 13801.

Maine, 1929, ch. 283 (amendment of "clear view" provisions).

New Mexico, 1929, ch. 123.

Pennsylvania, 1929, p. 905 (No. 403), sec. 1107.

on is given below.¹ Only a few characteristic or material features of these laws are mentioned in more detail.

The noteworthy California Act of 1927 has been practically superseded (perhaps not altogether for the better) by a new act (1929, ch. 838). In so far as the prevention of building in the bed of mapped streets is concerned, the act adopts the eminent domain method, as do most of the new laws in dealing with this subject.

North Dakota (1929, ch. 177) has practically followed the Standard Act, as has Colorado (1929, ch. 67) to some extent, while Arkansas has departed from it rather widely. There are a number of laws amending early acts in detail and empowering special communities to appoint commissions.

PLATTING

Almost invariably the City Planning Commission statutes (to which the reader is referred in this connection) provide for platting control.² The statutes in platting often give a municipality control beyond its limits.³

REGIONAL PLANNING

Many of the Planning Commission statutes (to which in this connection the reader is referred) provide for some form of regional planning; and there was during the year little other legislation⁴ on this subject.

ZONING

During the year a Constitutional Amendment authorizing zoning was passed for the first time,⁵ a number of more or less complete zoning enabling

¹Delaware, 1929, ch. 148 (Wilmington).

Hawaii, 1929, No. 168 (City of Hilo—Advisory).

Kansas, 1929, ch. 108.

Maryland, 1929, ch. 443 (Frederick City—Standard).

New York, 1929, ch. 60.

Pennsylvania, 1929, p. 1276 (No. 447). See 1929, p. 1706 (No. 552).

Wisconsin, 1929, chs. 178, 276.

²Statutes not mentioned above, are:

Arkansas, 1929, No. 91.

Michigan (a full revision of former law), 1929, ch. 172.

Maine, 1929, ch. 161.

Pennsylvania, 1929, p. 769 (No. 323).

Wisconsin, 1929, ch. 278.

³California, 1929, ch. 837: 3 miles.

Kansas, 1929, ch. 108: 2 miles.

Nebraska, 1929, ch. 49: 3 miles.

North Carolina, 1929, ch. 183: 1 mile.

⁴Such statutes are:

Maryland, 1929, ch. 286, amending the Maryland-Washington Metropolitan District Act.
New York, 1929, ch. 615, providing additionally for federation of cities, villages, and towns.

⁵Delaware, proposed to Art. 2, by adding sec. 25. See laws Delaware, 1929, p. 3.

acts were enacted,¹ a number of local governments (notably Philadelphia) were authorized by law to zone themselves² and many amendments of existing statutes became law. Such amendments in some cases provided for boards of adjustment or appeal.³ Of special interest is the Wisconsin statute (1929, ch. 356) allowing counties by zoning to determine the areas within which agriculture, forestry, and recreation may be carried on.

COURT DECISIONS

The legal decisions of the last year, while they have not, perhaps, established any new principles of importance, have been helpful in confirming or amplifying principles already laid down.

PLANNING

In the field which, to distinguish it from zoning, may be characterized as planning, three cases may be mentioned. In Michigan⁴ the Court has held that the county master plan must be complied with by the local authorities in the county. In Pennsylvania⁵ the judges have further clarified the planning law of that State, showing that in principle it is much the same as that of the recent New York statutes. And in New York,⁶ the highest Court has rendered a decision sustaining the platting features of the new planning legislation and showing an intelligent friendliness toward it as a whole.

In all the courts in this country in which the question has arisen, the validity of statutes authorizing local governments to establish, maintain, and

¹Arkansas, 1929, No. 108.

Michigan, 1929, ch. 79.

Montana, 1929, ch. 136—Standard.

Nebraska, 1929, ch. 49, giving municipalities control three miles beyond their limits.

North Dakota, 1929, ch. 181.

²Florida, 1929, many local laws.

Maryland, 1929, ch. 443 (Frederick City).

Rhode Island, 1929, ch. 1450 (Bristol).

Pennsylvania, 1929, p. 1551 (No. 469) (Philadelphia).

³*Laws providing for Boards of Adjustment:*

Indiana, 1929, ch. 14.

Minnesota, 1929, ch. 340.

Pennsylvania, 1929, p. 529 (No. 231)—Standard Act.

Other amendments:

California, 1929, ch. 398.

Idaho, 1929, ch. 103.

Massachusetts, 1929, chs. 39, 88, 286, 338.

Minnesota, 1929, ch. 176.

Wisconsin, 1929, ch. 279.

⁴*LeFevre v. Houseman-Spitzley Corporation*, 224 N. W. Rep. 659

⁵*In re Philadelphia Parkway*, 145 Atl. Rep. 257.

⁶*Village of Lynbrook v. Calvo*, 252 N. Y. 308.

operate public airports has been sustained, in accord with existing precedent and principle in other municipal activities.¹

ZONING

As in other years, by far the greater number of decisions with regard to the general subject of planning relates to zoning; and here again there is little novel to be noted, but much that is interesting and of value. Home rule is spreading and vitally affects zoning procedure. In Illinois² the courts held that no rights exist and no powers are conferred on local governments to zone except by more or less specific legislative grant. And much to the same effect is a case in Iowa.³ In Ohio home rule provisions of the City of Akron were held to be specific enough to confer full zoning powers upon the municipality.⁴

The right of the landowner to carry on the business of taking sand and other elements of the soil in a residential district is frequently in contest, and, partly no doubt because of the difference in locality as well as law and ordinance, the decisions are in conflict. Last year added two important California cases to those on this subject;⁵ and also two cases on the propriety of locating a hospital in a residential district.⁶

Much debated is the question whether a fraternity house is rightly placed in a single-family house district. In Michigan⁷ it was decided that a private restriction limiting an area to single-family use does not exclude them.

There are few decisions with regard to the validity of requiring more than a majority vote of the local legislative assembly to pass an amendment to a zoning ordinance to which there has been a 20 per cent protest of interested landowners. It is gratifying to be able to note a decision⁸ upholding this provision so vital to stable zoning.

¹City of Wichita v. Clapp, 125 Kans. 100.

Douty v. Mayor of Baltimore, 141 Atl. Rep. 499 (Md.).

City of Grand Rapids v. Barth, 226 N. W. Rep. 690 (Mich.).

Dysart v. City of St. Louis, 11 S. W. (2d) 1045 (Mo.).

Ennis v. Kansas City, 11 S. W. (2d) 1054 (Mo.).

Hesse v. Rath, 249 N. Y. 435.

State ex rel. Hile v. City of Cleveland, 160 N. W. Rep. 241 (Ohio).

McClintock v. City of Roseburg, 273 Pac. Rep. 331 (Ore.).

²Park Ridge Fuel & Material Co. v. City of Park Ridge, 167 N. E. Rep. 119.

³State v. Bowers, 227 N. W. Rep. 124.

⁴State ex rel. Underwood v. Baurman, Court of Appeals, Oct. 1929.

⁵People v. Hanley, 272 Pac. 1076; Marblehead Land Co. and Standard Oil Co. of California v. City of Los Angeles, U. S. Dist. Court, for S. District of Cal., Central Div., Sept. 6, 1929.

⁶Jewish Consumptive Relief Society v. Town of Woodbury, Supreme Court, Orange County, New York, July 1929; Law et al., Members of Spartanburg County Board v. City of Spartanburg, 146 S. E. Rep. 12 (S. C.).

⁷Seeley v. Phi Sigma Delta House Corporation, 222 N. W. Rep. 180.

⁸Matter of 40th Street and Park Avenue, Inc., Supreme Court, New York County, reported in *N. Y. Law Journal*, Apr. 19, 1929.

The possibility of requiring the removal of a nonconforming use has been recognized in law ever since the well known Hadacheck Case in California,¹ but the limits of that right have never been stated. In Louisiana² the provision requiring the removal within one year in one case of a nonconforming grocery and in another of a nonconforming drug store from a residential district was sustained, in accordance with the principle of the earlier California decision.

Most important is the Wisconsin decision³ overthrowing a zoning setback intended to provide for street widening. The decision is in accordance with our tradition, by which rights in land for streets are secured by eminent domain, with compensation; and perhaps the cause of zoning will be helped rather than hindered by recognizing this tradition which we are so unlikely to combat successfully.

F. B. W.

¹Ex parte Hadacheck, 165 Cal. 416, Hadacheck v. Sebastien, 239 U. S. 394 (1913-1915).

²State ex rel. Dema Realty Co. v. Jacoby, 168 La. 171, 121 So. Rep. 613, 168 La. 752, 123 So. Rep. 314.

³State ex rel. Wittenberg v. Board of Appeals of City of West Allis, Circuit Court, Milwaukee County, Dec. 6, 1929.

REGIONAL PLANNING ACT FOR NEW ZEALAND

The importance of regional planning in undeveloped areas has been recognized by the New Zealand Town Planning Amendment Act of 1929. In addition to certain important modifications in the original Act of 1926 (especially the subsection granting to local authorities the power to prohibit building that would contravene a town planning scheme pending completion and approval of the scheme), this 1929 Act changes the term "regional planning" as used in a limited sense in the 1926 Act to "extra-urban," and then makes extensive provision for real "regional planning," permitting two or more local authorities to coöperate in making regional surveys with a view to land classification and preparing regional planning schemes, in much the same way that English regional planning is being carried on. CITY PLANNING is indebted to the Director of Town Planning, Department of Internal Affairs, Wellington, N. Z., for copies of this progressive act.

T. K. H.

ZONING ROUNDTABLE

Conducted by EDWARD M. BASSETT

THE BOARD OF ADJUSTMENT

The effective handling of the board of adjustment provisions in an ordinance is difficult even to those having considerable experience in determining districts and the regulations for each district. Probably the reason is that the subject partakes so largely of legal considerations. The ordinary sample ordinance procured by a city engineer for suggestions in preparing an ordinance for his own city is more than likely to limit the board of adjustment provisions to a restatement of clauses from the state enabling act. This sample ordinance usually does not give the state law accurately and the author often tries to improve it under the mistaken belief that the municipality can alter the state law. This error is so prevalent and has brought confusion into so many ordinances that we have no hesitation in recommending that the provisions of the state law should not be repeated in the ordinance. Cities that omit the state law provisions bind the state enabling act at the end of the pamphlet containing the zoning ordinance. Citizens and officials then have the whole matter before them in the simplest possible form. These state law provisions cannot be added to or subtracted from by the local legislative body. They are available to the board of adjustment as soon as it is created. It is well to place a footnote in the print of the ordinance stating that the reader should refer to the state law for all matters of appellate jurisdiction of the board of adjustment.

The standard enabling act gives all the provisions controlling the appellate jurisdiction. This consists of the power to reverse on appeal the determination of the building inspector and to make a variance on appeal in cases of unnecessary hardship.

On consulting the standard enabling act or any good state enabling act, one will find that the local legislative body can prescribe for the board of adjustment certain cases or items wherein, subject to appropriate conditions and safeguards, the board of adjustment can make special exceptions for the board of adjustment to pass on. It is evident that these are items of original jurisdiction. The building inspector could be omitted entirely in the application, but as a matter of practice these items usually go up to the board of adjustment in the same manner as if they were appeals. This, however, is for the sake of uniform practice and does not alter the original character of the jurisdiction.

Now we are prepared to consider what the ordinance should contain under the head of board of adjustment.

1. A statement that a board of adjustment is hereby established. The method of naming the members should be stated, whether by the mayor or by the council. The number of members and the specific terms of office will depend on the state law.

2. Next the ordinance will prescribe the subject of original jurisdiction. Probably no better general provision can be used than that employed in the ordinance of Greater New York, the words of which are substantially followed in the standard enabling act.

The board of adjustment may, in appropriate cases, after public notice and hearing and subject to appropriate conditions and safeguards, make special exceptions to the terms of this ordinance in harmony with its general purpose and intent as follows:

The Greater New York ordinance did not use the words "make special exceptions," but instead used the words "determine and vary the application of the regulations herein established." These latter words are used in all the New York State enabling acts and in a considerable number of the acts of other states. Of course, the ordinance of each city should use the words that are employed in the zoning enabling act of that state.

This general statement will be followed by the items. Where possible the items should contain a specific rule of conduct. Different municipalities will require different items. Here are some examples of items taken from the Greater New York ordinance:

(a) Permit the extension of an existing or proposed building into a more restricted district under such conditions as will safeguard the character of the more restricted district;

(b) Permit in a business district the erection of a garage or stable in any portion of a street between two intersecting streets in which portion there exists a garage for more than five motor vehicles or a stable for more than five horses;

(c) Grant in undeveloped sections of the city temporary and conditional permits for not more than two years for structures and uses in contravention of the requirements of this article;

(d) Permit in a business or residence district the erection of a garage provided the petitioner files the consents duly acknowledged of the owners of 80 per cent of the frontage deemed by the Board to be immediately affected by the proposed garage. Such permit shall specify the maximum size or capacity of the garage and shall impose appropriate conditions and safeguards upon the construction and use of the garage.

Sometimes it is found convenient to allow certain construction or uses in the body of the ordinance "on the approval of the board of adjustment as hereinafter provided." For instance, a public utility building may be allowed in a residence district "on the approval of the board of adjustment as hereinafter provided." Where this is done there should be an additional provision under the board of adjustment items:

(e) Grant a permit wherever it is provided in this ordinance that the approval of the board of adjustment is required.

E. M. B.

N. C. C. P. & A. C. P. I. NEWS

Conducted by FLAVEL SHURTLEFF, Secretary

NATIONAL CONFERENCE ON CITY PLANNING DENVER, 1930

SUBJECTS PLANNED FOR PROGRAM OF ANNUAL MEETING

THE BETTER USE OF THE CITY STREET

Off Street Loading and Off Street Parking
Trends in Mass Transportation on the City Street

DENVER'S PLANNING ACCOMPLISHMENTS

The Civic Center and Its Influence
Mountain Parks

There will be Denver speakers for both of these subjects, but the civic center subject calls for a review of civic centers in the country and their shortcomings. The same is true of the mountain parks, because the subject suggests metropolitan parks.

SUBDIVISION REGULATION IN UNINCORPORATED AREAS

This may be handled in one or two papers. Jacob L. Crane, Jr., of Chicago, has accepted the invitation to prepare a paper.

AVIATION FIELDS AND THEIR ENVIRONS

Probably handled in two papers, including a brief preliminary report of the Harvard airport study.

REGIONAL PLANNING

The Better Distribution of Land Uses, or The Organization of Urban Areas
Modern Motor Arteries

This subject is expected to fall into two papers, one on grade separation and one on roadway design.

THE ACQUISITION OF LAND FOR PUBLIC IMPROVEMENTS: HOW TO GET IT AND HOW TO PAY FOR IT

W. C. Bernard, of St. Louis, will prepare a paper on the eminent domain phase of this subject.

THE ADMINISTRATION OF A ZONING ORDINANCE

This will take the form of a symposium led by the Chairman of an active zoning board of adjustment.

MAYORS AND CITY ENGINEERS CONFERENCE

At this meeting the nature of the planning commission and its value to the city administration will be considered. This item has been requested by Denver because the great territory within a day's journey of Denver seems the least well supplied with planning commissions in the whole country.

EDITORS AND NEWS WRITERS CONFERENCE

INSTITUTE MID-WINTER MEETING

The mid-winter meeting of the American City Planning Institute was held at the Russell Sage Foundation Building in New York, on January 20. There were morning and afternoon sessions.

At the morning session Mr. Hubbard presented the problems of the new Planning School at Harvard. He said that the School was trying to do three things: to give to the college undergraduates some adequate conception of city planning; to teach engineers, landscape architects, and architects that coöperation between these professions was essential for best results; and to turn out men who would make planning their profession. The degree of Master in City Planning is given only to the latter very limited group. Asked whether the degree should not be Bachelor in City Planning, Mr. Hubbard said that although there were inconsistencies and difficulties in awarding the degree of Master, it had been done partly for traditional reasons and partly because a Master's degree at Harvard connoted a previous Bachelor's degree. That city planning is essentially coördination in municipal improvements is stressed in all the work of the School.

Mr. Ford talked on "City Planning Legislation—What Ought We Be Doing About It?" After the consideration of his paper, it was the consensus of opinion:

1. That planning commissions should be granted some power.
2. That the preparation of a master plan should precede the adoption and even the preparation of an official comprehensive plan.
3. That official planning procedure which includes police power control promises greater effectiveness and is just, as between the public and the property owner, provided the details of the procedure are correctly worked out.
4. That the comprehensive master plan as adopted by the planning board should include all desirable public improvements that cannot be shown on an official map, and that the governing board of the municipality should not depart from this master plan except by a three-fourths vote.
5. That advisory commissions on capital budgets should be established.

The paper by Mr. John Ihlder on "Blighted Areas," with full discussion, is given in revised form on page 106 of this issue.

BOOK REVIEWS

Conducted by THEODORA KIMBALL HUBBARD

THE METROPOLIS OF TOMORROW. By HUGH FERRISS. New York, Ives Washburn, 1929. 144 pages, including 60 drawings. 12¼ x 9 inches. Price \$7.50.

Mr. Ferriss is one of the most brilliant architectural illustrators in the country, and his drawings of skyscrapers and turreted cities are everywhere known. In this book they have been brought together in permanent form, beautifully reproduced and accompanied by an explanatory text. In this, Mr. Ferriss presents his interpretation, first of the great cities of to-day, with actual skyscrapers built or in process of building; then of projected trends, with drawings of building masses as governed by zoning and of overhead traffic ways and lofty hanging gardens; last, of an imaginary metropolis, in which he makes a synthesis of prophesied elements, and evolves a sort of ideal ground plan. His imaginary future city has soaring towers only at fixed intervals, worked into the pattern of art, science, and business. That Mr. Ferriss has regard for the life of future city dwellers appears in a paragraph: "Certainly there are conscientious city-planners who perceive, in the present trend toward closely juxtaposed towers, a serious menace. The trend indubitably exists; and it is therefore proper, perhaps, for the draughtsman to indicate where it will lead if it is unchecked. Such drawings, however, far from being intended as an inspiration, may serve rather as a warning. 'It may look like this—if nothing is done about it.'"

Whether we like to call the drawings collected in this book a vision of eerie beauty or a magnificent nightmare, their supreme quality as drawings remains. Mr. Ferriss, as an apostle of the skyscraper now and in the future, is not afraid to show us where the metropolitan idea is leading. Some of the warnings he hints at himself. To more of them he would doubtless turn a ready ear in argument. But he is doing something he enjoys doing and does marvelously well, and he now appears to share with us what he really thinks about it all.

He is doing a genuine service "to those men who, as Commissioners of numerous American municipalities, are laboring upon the economic, legal, social and engineering aspects of City Planning," to use the words of his dedication, by setting forth visualized ideals of centralization which are

fortunately not universally held. Let us hope that a few metropolitan centers will permit the rest of the country to develop in a more simple and homelike fashion, and that the race of ant-like city dwellers depicted in the metropolis of to-morrow may be only the lesser part of the future race of American citizens.

T. K. H.

THE CITY OF TO-MORROW; and its Planning. By LE CORBUSIER.

Translated from the 8th French Edition of *Urbanisme* with an introduction by FREDERICK ETCHIELLS. New York, Payson & Clarke, Ltd., 1929. 302 pages. Photos., plans, sketches. 10 x 7 $\frac{1}{4}$ inches. Price \$7.50.

The writings of Le Corbusier (Charles-Édouard Jeanneret) are familiar to us not only in the French, but in the English translation of his previous work, *Towards a New Architecture*. The volume *Urbanisme* from which this present work is translated and the design for "A Contemporary City" first exhibited by Le Corbusier in 1922, around which the book is built, have already been widely discussed. It is not surprising that an English edition should appear by chance in the same year as *The Metropolis of Tomorrow* by Mr. Hugh Ferriss, when we consider that increasing traffic congestion coupled with increasing boldness in skyscraper construction has focused the eyes of all metropolitan cities on what the future will hold.

Le Corbusier makes a philosophy of geometry. To him human order, a geometrical thing, reigns in houses and towns when man really achieves civilization. As an antidote to the mad restlessness of "corridor streets" choked with motor traffic and bordered by a medley of irregular inharmonious architecture, he offers a standardized geometrical city of twenty-four great skyscrapers housing business, set in vast open spaces, served by great traffic ways, leading to six-story "cellular" dwellings again set in open spaces,—the whole city surrounded by open land and then by garden cities, with all industry to one side. This is a tremendous picture, to be created all anew, or, as applied in the "Voisin Plan" of 1925, by stages in the heart of Paris.

Le Corbusier expresses confidence that, at the beginning of this great era of machines and modern power, the irresistible force of man's "spirit of construction and synthesis guided by a clear conception" will achieve civic regeneration.

This vehement insistence of advocates of the skyscraper—of Le Corbusier and Ferriss—on open space as a necessary concomitant may gradually worm its way into the consciousness of those who still build higher and more closely than human comfort can long endure.

T. K. H.

INTRODUCTION À L'URBANISME. L'Évolution des Villes: La Leçon de l'Antiquité. By MARCEL POËTE. Paris, Boivin & Cie, 1929. 360 pages. 32 plans and views. $7\frac{3}{4} \times 5\frac{3}{4}$ inches. (Bibliothèque de la Revue des Cours et Conférences). Price 35 fr. (paper).

To M. Poëte, who has been giving instruction since 1919 at the Institut d'Urbanisme in Paris, the logical approach to the study of city planning is through analysis of the origin and growth of cities, beginning with the great cities of antiquity. In this volume, embodying some of his lectures, he traces the history of cities from their earliest development in Egypt to the Greco-Roman period when he discerns the first characteristics of the modern city.

In a series of chapters there is set before us the panorama of Egyptian and of Chaldean-Assyrian cities, then Athens and the lesser cities of Greece, then colonial cities founded by Greece along the Mediterranean, and finally the Greco-Roman cities which express a high degree of organization and offer most to the city planning designer of to-day.

Prefacing the series of historical chapters are several setting forth the philosophy of city growth: the geographic frame, the site and the changes in it which the hand of man brings about, and the composition of the city plan in the light of the past. There is a thrill in the story of the springing up of towns at points where the caravans of commerce found access to the land beyond. This story is not confined to antiquity, for in his discussion of the geographic frame and the commercial background of city development, M. Poëte devotes a considerable amount of space to the cities of the United States and Canada where the phenomena of accelerated growth have been more recently observed. And, there are naturally many references to Paris and its growth, already separately treated by M. Poëte in an extensive monograph.

The chief lesson of the book to the city planner is perhaps the inspiration for design which may be drawn from the cities of the past,—the splendid adaptation to the site of Athens, the colonnaded streets of Alexandria, Antioch, Ephesus, or Palmyra,—as well as the impulse to logic seen in the cities of the Pharaohs and those of the Greco-Roman world. Then, too, those who would foresee the future of the cities now existing will find invaluable lessons in the rise or decline of urban communities motivated by geographical location, by proximity to minerals and other natural resources, and by changes brought about by invention and science.

Few books relate historical facts so closely to the terms and problems of modern city planning. While the volume is a work of research, it has been evolved by one who has kept in mind the significance of these facts for creating more orderly and more functional cities.

T. K. H.

MASTERING A METROPOLIS: Planning the Future of the New York Region. By R. L. DUFFUS. New York, Harper & Brothers, 1930. 302 pages. Photographs, perspectives, plans. $8\frac{3}{4} \times 5\frac{1}{2}$ inches. Price \$3.00.

Mr. Duffus—whose writings in the *New York Times* are familiar to many of us—has done a skillful piece of work, both as an editor and as an author, in selecting and digesting the main points from the ten volumes of the Regional Survey and Regional Plan of New York, and presenting these in popular, readable form. To anyone who has made an attempt to study the exhaustive analysis of the Region revealed in the Survey volumes as they came out, Mr. Duffus's success is the more remarkable, because the statistics which he gives by no means overweight his book, and are so carefully related to human needs and desires that their inclusion is automatically justified.

Under a series of attractive captions, in a well organized sequence, the great New York Region is depicted as it now is and as, if the Regional Plan be followed, it will be in 1965 when 20,000,000 people are expected to live within its boundaries. There is reflected in the book, too, the sound philosophy evolved in the Regional Plan,—the theory of social welfare based on adequate light and air and recreational open space in an area plenty big enough to provide for all without overcrowding, if proper distribution of population and activities be secured.

The book has an avowed mission,—to popularize the Regional Plan among the citizens who make up the metropolis, most of whom would never care to read the ten-volume original. Citizen pride is constantly appealed to, but in a common-sense way. There is something inevitable about the picture of New York in 1965 as Mr. Duffus builds this up. If coöperation is to be secured from the voting majorities of the 10,000,000 people who now inhabit the City of New York and its metropolitan suburbs, this book, officially authorized by the Committee on Regional Plan, should be of material assistance. It is well written, well illustrated, and full of meat. T. K. H.

REGIONAL SURVEY OF NEW YORK AND ITS ENVIRONS. VOLUME VII. Neighborhood and Community Planning. New York, Regional Plan of New York and Its Environs, 1929. 363 pages. Aerial view frontispiece. Photos., maps, plans and diagrams (part folded), perspectives, charts. $11\frac{1}{4} \times 8\frac{1}{2}$ inches. Price \$3.00.

As Mr. Thomas Adams says in the Foreword, "In proportion as cities are well or ill planned in the early stages of growth, they become well or ill developed in later stages." All city planners know the nightmare task of endeavoring to bring any measure of order and decency to a community which has been "born wrong," when the street system is the result of unregulated

private interest, the zoning mostly a recognition of accidental local growth, and, naturally enough, the very ordinances and regulations under which the immediate future must develop are based on the recognition of this chaos as legal, and almost as inevitable.

The first reaction of anyone who reads the statement of planning conditions in New York—or in many other cities, though New York is an aggravated example—is despair that anything generally desirable can ever come out of this welter of blind drifting which relies for its motive force on conflicting self-interests.

But a thorough reading of this volume ought to be a fairly effective antidote for pessimism. It appears that there really are answers to many of our puzzles, and that some of our worst troubles are not inevitable, but just stupid. The hope arises that if samples of better things are put before us we will choose them in preference to outworn old things, in residential planning, as we do in automobiles and electric washing machines. And suggestions as to some of these better things are to be found in this book.

The chapters are noticeably different in treatment,—some theoretical, some intensely practical, and, of course, not all commending themselves equally to any one reader.

The book comprises three monographs: *The Neighborhood Unit*, by Clarence A. Perry; *Sunlight and Daylight for Urban Areas*, by Wayne D. Heydecker and Ernest P. Goodrich; and *Problems of Planning Unbuilt Areas*, by Thomas Adams, Edward M. Bassett, and Robert Whitten. Space is altogether lacking in this review even to mention the various suggestions, discussions, and helpful hints which anyone interested in the general subject will find invaluable. One of the striking ideas, however, is that of the *Neighborhood Unit*, that is, the area large enough to be locally self-conscious, to be socially self-sufficient, and to have a soul of its own, but small enough, too, to have the first two of these qualities and to be capable of lying between the meshes of the net of great highways, thus not being slashed through by hurrying, alien, long-distance traffic.

This is treated by Mr. Whitten and Mr. Gordon Culham in a plan showing the layout of such a community on a real piece of topography,* working out in some detail with cost figures all the uses of the land and their estimated price to the lot-holder, and proving rather convincingly that the good things here shown can be had for about the price of the present commercially, speculatively produced so-called home,—plus the price of some coöperation and some common sense!

Mr. Heydecker and Mr. Goodrich also illustrate their argument with a plan, based on the same topography as Mr. Whitten's, and showing how the layout may be arranged so that all the houses may have at least a sufficiency

*The preliminary publication of the Whitten Study was reviewed in *CITY PLANNING*, Oct. 1927.

of light and air. The present reviewer thinks it rather a pity, however, that in this plan the orientation of the houses for sunlight has been so rigidly insisted on that the road system is uninteresting, some of the house groupings unattractive, the relations of the houses to some of the roads saw-toothed, and some of the lots probably unsalable. This would seem not to be a necessary result of proper light and air within the price limit, when it is considered what can be done by house shape, interior house arrangement, fenestration, and so on, so that at least the single house, standing sufficiently free, may face almost any way and still be sunny.

No city planner—indeed nobody who wants to keep informed on city planning—can have any excuse for not at once adding this volume to his collection of really important books of reference.

H. V. H.

PUBLIC FINANCE. By HARLEY LEIST LUTZ. D. Appleton and Company, 1929. 751 pages. $8\frac{1}{4} \times 5\frac{3}{4}$ inches. Price \$4.00.

This is a revised and somewhat enlarged edition of what has come to be regarded as a standard text on public finance, by Dr. Lutz, Professor of Public Finance at Princeton University. It aims to bridge the gap between practical experience with public financial affairs and the general unfamiliarity with principles. It is timely, for, as Professor Lutz says, the cost of government has been rising so rapidly of late years, the present burden is so great, and the prospects for reduction are so remote that the problems of public finance have been thrust into the very forefront of current thought and discussion.

The city planner may study with profit the first section of the book, dealing with public expenditures, to discover the causes of the rising costs of government and to ascertain the extent to which the work he is doing and advocating is a justifiable contributing factor. Professor Lutz comes to the conclusion that the efficient expenditure of public funds for public activities which improve the quality of social life, such as education, highway construction, and the beautifying and adorning of cities, makes greater production possible.

The section in Part II which deals with the revenue aspects of such things as Federal lands, conservation, reclamation, and public ownership of forest lands brings out many considerations which enter into regional, state, and national planning.

The relating of the revenue problems of municipal industries, special assessments, and excess condemnation to the entire financial structure is significant for the planner. Professor Lutz states that in the administration of special assessments sufficient attention has not been given to the question of the proper distribution of the cost of an improvement between the landowners as a group on one side and the general public on the other, the net result being that the landowners are often penalized and subjected to an

excess burden for the payment of a share of the cost of local improvements which should have been borne by the public at large out of general revenues. He feels that in view of the obvious risks and uncertainties attendant upon the use of excess condemnation as a means of financing local improvements, this method is of less value, from the financial viewpoint, than special assessments. There may occasionally be justification for its use under circumstances which render paramount other motives than the financial one.

The extended treatment in Part III of taxation will probably be of less interest to the city planner than Part IV, which deals with public credit. This is one of the best sections of the book.

The chapter on the budget, which is part of the general subject of financial administration considered in Part V, is disappointing because the treatment is largely historical.

Taken as a whole, however, this book should be valuable to the city planner as a general background study of the subject of public finance.

H. K. M.

OTHER NEW PUBLICATIONS RECEIVED

Owing to the postponement of the Annual Survey and List of Reports for 1929 until the July issue, mention of important reports received such as those for Louisville, Ky., New Rochelle, N. Y., and The San Gabriel Valley, Los Angeles County, will not be made until July.

Albertini, Cesare. The characteristic of the development of Milan. 1929.

American Road Builders' Association, County Highway Officials' Division. Regional planning. Washington. (Mimeographed.)

Brainerd, Harry B. Controlling the appearance of new and widened streets. Third of a series of Research Studies of Community Problems. Reprinted from *East Side Chamber News*.

———. Campaigning for beautiful streets: legal aspects of architectural control for new and widened streets on the Lower East Side, New York City. Third of a series of Research Studies of Community Problems, Supplement No. 1. Reprinted from *East Side Chamber News*.

International Housing and Town Planning Congress. Part I, papers. Part II, program and general reports. Part III, report. Rome, 1929.

Massachusetts Department of Public Welfare, Division of Housing and Town Planning. Annual report for the year ending November 30, 1929.

National Housing Association. Recent books and reports on housing, zoning and town planning. New York, Oct., 1929. (National Housing Association Publications, No. 59.) Price 50 cents.

———. Light, by Lawrence Veiller. New York, Jan., 1930. (National Housing Association Publications, No. 60.) Price 50 cents.

National Safety Council. Through streets. Chicago, 1930. (Public Safety Series No. 23.)

Nederlandsch Instituut voor Volkshuisvesting en Stedebouw. Het toekomstig landschap der Zuiderzeepolders. Amsterdam, 1929.

An important regional planning report. See review in *LANDSCAPE ARCHITECTURE*, Apr. 1930.

———. Rapport over de monumentenbescherming door middel van gemuntelijke verordeningen. 1929.

Olds, Nathaniel S. Williamsburg and its restoration. Philadelphia, 1929. (Privately printed.)

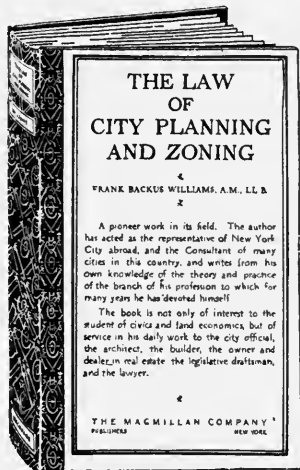
Playground and Recreation Association of America. Recreation areas in real estate subdivisions. New York, 1930. (Limited number available upon request.)

Pollard, W. L. Economic effects of zoning a city. Chicago, National Association of Real Estate Boards, 1929.

Town Planning Institute. Report on the lay-out of cross roads, junctions, and corners. London, 1928. (Circulated under official auspices in Great Britain.)

United States Department of Commerce, Division of Building and Housing. A tabulation of city planning commissions in the United States. Compiled by Lester G. Chase. Washington, Dec., 1929. (Mimographed.)

Werba, Arthur M., and John L. Grunwald. Making Milwaukee mightier: a record of annexation and consolidation and a study of unification of government here and elsewhere. Prepared for the Board of Public Land Commissioners. Milwaukee, 1929.



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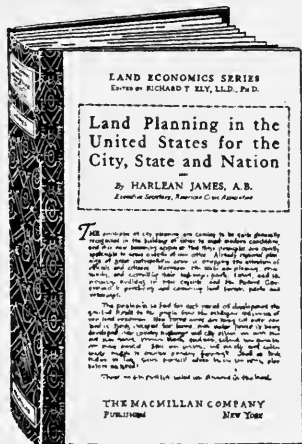
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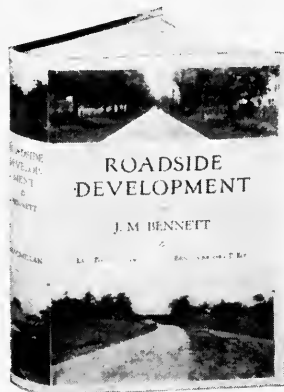
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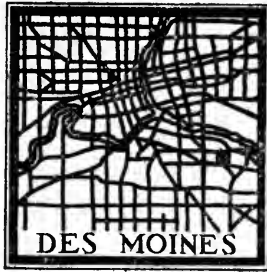
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Courtesy of Des Moines Register and Tribune

DES MOINES
The Downtown District looking Southeast

CITY PLANNING

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QUARTERLY

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July 1930

No. 3

DES MOINES COMPREHENSIVE CITY PLAN ITS BACKGROUND AND PROMISE

By JAMES B. WEAVER
Chairman, City Plan Commission

SUCH special measure of unity of effort as the City of Des Moines has realized in the last twenty years has been due, probably more than to any other cause, to the existence from 1908 to this time of a central committee, with a city-wide vision, for the origination and dissemination of plans for improvement. It was first called the Civic Improvement Committee and was so named in 1908 in the Des Moines Commercial Club.

This Committee soon became the central organization for consideration of what we now call city planning. It originated projects of its own from time to time. It was the forum for presentation of the plans of others. It kept in close touch with public officials and the press. It committed itself as early as June, 1908, to certain major projects, like the improvement of the waterfront, for which it then submitted a comprehensive plan, and a boulevard system. It fought steadily to keep its projects free from the designs of selfish interests. It invited coöperation from both sides of the river. It promoted the employment of a civic expert to draw plans for the Civic Center. It was especially successful in coöperating with the Greater Des Moines Committee, a civic body of great public spirit, through its Chairman's membership in both organi-

zations. It kept in close touch with the women's clubs of the city. It was careful to praise good work by public officials and was not a stickler for credit.

In 1916 this Civic Improvement Committee took the name of The Town Planning Committee. It incorporated, assumed an independent status, and embraced members from both sides of the river. In May, 1916, the City Council did this Town Planning Committee the honor of giving it an official status by the enactment of an ordinance (without express statutory authorization) creating a Town Planning Commission of fifteen members, naming as such commission the fifteen persons then composing the pre-existing voluntary committee. The members served without pay.

This Commission, and the Committee which preceded it, had an important relation to every major project and almost endless minor proposals inaugurated since its formation. Among the things achieved by the City in recent years may be mentioned the following: The planning and completion in part of an extensive system of boulevards; the widening of Grand Avenue (extending clear across the city from east to west) to 80 feet; the lowering of the grade and widening of 5th and 9th Streets and 6th Avenue adjacent to the business district; the widening of University Avenue; the construction of 7th Street Viaduct; the development of the Civic Center; the opening of Keosauqua Way; the establishment of Frederick Hubbell Boulevard; the acquiring of additional park areas, etc. Some of these projects deserve special mention.

THE CIVIC CENTER

The Des Moines River bisects the city. In pioneer days business flourished along the riverfront. With the coming of the railroad, development went farther inland on both sides of the river. The waterfront was deserted and became only the dividing line between two bitterly antagonistic sections. Friction was constant, and destroyed all semblance of civic unity. The riverfront became veritably a dumping ground, a location for junk dealers, livery stables, dilapidated shacks, willow thickets, sand bars, billboards, and rickety old-time bridges. It was admittedly a disgrace, just

a dividing line between two practically separate cities, each with its commercial, social, and political orientation, operating in keen rivalry.

The first overture of moment looking to uniting the two sides of the river arose in connection with the City Library. A library building was to be started in 1903, to cost \$350,000. After much discussion it was placed on the west side of the river facing the stream, amidst a storm of protest from those urging a location up-town. In June, 1908, the Civic Improvement Committee prepared and presented to the Council a comprehensive River Front Civic Center Plan, urging that additional public buildings be thus located. A new Post Office, costing \$750,000, followed in 1909 across the street from the library. The city was definitely committing itself to the location of its public buildings along the dividing line between the rival camps. A Coliseum, built by public subscription, was completed in 1910, with a seating capacity of 7,000. Constant agitation by the Civic Improvement Committee and by commercial organizations and civic clubs resulted in a small annual tax to be devoted to acquiring the ground between First Street and the water's edge on both sides of the river. At about this juncture (1909) Charles Mulford Robinson, on the initiative of the Women's Club and on request of the Council, was brought to the city to advise with a view to its comprehensive development. His report (December, 1909) made a strong impression. He heartily approved of and drew a plan for the civic center and outlined its further improvement. The year 1911 saw the completion of a new City Hall at a cost of \$350,000, a very handsome structure, on the east bank of the river.

Public opinion was further aroused by these tangible proofs of the possibilities. Condemnation proceeded steadily, year by year, to acquire and develop the areas along the waterfront for a distance of six blocks on both banks. A central committee was formed to push the project, with representation from several civic organizations of both men and women. A landscape architect was employed. In 1918 a very beautiful building was erected on the east bank of the river for the Municipal Courts and Central Police Station, at a cost of about \$450,000. In 1917 a site was chosen by

the Federal Government for a new Federal Court House, since constructed. A block has been condemned as a site for the Art Gallery and Art Institute, a magnificent gift which the city has every reason to believe is coming through the generosity of one of its leading capitalists. Four splendid ornamental bridges of stone and concrete, handsomely lighted, and of full street width, have replaced the pioneer structures, at a cost of about \$680,000.

There have been spent in all on the civic center about \$5,000,000 in acquiring land and erection of bridges, retaining walls, and public buildings. While the civic center is by no means completed, the physical change wrought has made a powerful appeal to the pride of Des Moines.

FREDERICK HUBBELL BOULEVARD

A striking instance of individual initiative for the public good is a project inaugurated and financed entirely by one of the city's most prominent citizens, Mr. Frederick M. Hubbell. Coming to the State from Connecticut a poor boy more than seventy years ago, Mr. Hubbell is credited with being the State's most wealthy citizen. As the revolution in transportation developed through the motor vehicle, with true Connecticut horror of waste he conceived the idea of establishing *at his own expense* a diagonal thoroughfare to the city limits and beyond in a northeasterly direction. He had a preliminary survey made in 1908. His scheme was a diagonal boulevard leaving Grand Avenue at East 18th Street and extending thence by a practically straight line to the northeast corner of the city, a distance of 2.93 miles. None of the right of way was acquired by assessment or benefited district. It is purely a personal enterprise for the public use. What it means down the years in convenience and actual saving in time and money is, of course, incalculable.

KEOSAUQUA WAY

In 1916 in the center of the city and at the northwest corner of the central business district was an area about eight blocks in width and a mile long, difficult of access, and full of dead-end streets and inferior buildings. Through the heart of this district

ran diagonally in earlier years a ravine known as Bird's Run. For fifty years this ravine was just a dumping ground. Twenty-five years ago a large storm sewer was constructed down its full length, the ravine filled, and the area thus created in the various blocks occupied by cheap wooden buildings, mainly residences. The fine



Courtesy Des Moines City Plan Commission

KEOSAUQUA WAY

grade presented by the site of the ravine, its diagonal course leading from the rapidly growing residence district in the northwest straight to the heart of the business district, early suggested to the minds of many persons that it should some day be occupied for street purposes. In October, 1916, the Town Planning Commission took definite action for the location through the entire length of the valley of a diagonal traffic way 100 feet in width. The Council approved the project, increased the width to 110 feet, created a benefited district to bear the cost, and proceeded with condemnation of the right of way. The cost, about \$900,000, assessed to a

large area, has not been burdensome and resulted in few appeals. Keosauqua Way has been completed and already bears the heaviest traffic, with possibly one exception, of any street in the city.

MUNICIPAL OBSERVATORY AND ASHWORTH PARK

In one of the larger parks, Waveland, the city has erected a handsome municipal observatory building, with lecture room which has proved to be very popular. Here Drake University has installed its telescope and equipment. Three days a week, there is on exhibition a fine collection of stellar photographs, and each week President Morehouse gives illustrated lectures on astronomy to classes and to school children and the public. The city furnishes the building and the University the equipment and maintenance.

May I interpose here a recent incident relating to the gift of one of the city's parks? In the summer of 1851 Charles Ashworth, then three years of age, came with his parents and a company of his relatives, thirteen in all, by water and ox team from Vermont to Des Moines and settled on a tract five miles west of the village. Now eighty-two years of age, he has never lived in the city but on his farm of more than a thousand acres on the city's margin. One evening a few years ago my house telephone rang. It was Charles Ashworth, who said to me: "You know that land my father bought for \$500 in 1851. I wish to give what is left of it, 65 acres, to the city for a park. Jim (his bachelor brother recently deceased) and I often said, what better can we do with that land than to give it forever for a place where the children may play?" The gift of this superb tract of 65 acres of beautifully wooded land, located in a handsome residential district, has been consummated, one of the conditions being the erection by the City of a fine swimming pool, which has been built.

DES MOINES COMPREHENSIVE CITY PLAN

I have mentioned at length only a few of the accomplishments of the last fifteen years. But, however commendable were individual projects, the Commission grew restive,—I can use no more fit term. The city was undertaking fine projects *in spots*, but coördination was lacking. The city's area is nine miles by six.

Its population grew 46 per cent in the decade 1910-20. It is to-day over 160,000, if there is included territory separately incorporated but contiguous and essentially a part of the city's life. The improved area has been rapidly extending in new plats with pressing problems of connecting streets, park areas, etc., unsolved. Sites demanding special treatment in the way of boulevards, parks, playgrounds, etc., were being cut up with little regard for coördination, or relation to a city-wide plan. Expensive structures were being erected on streets that demanded widening. Factories and stores were invading residence districts. A restricted residence district law was enacted at the instance of the Commission, but of course proved only a palliative. Notwithstanding real progress the City was pursuing just an opportunist policy with esthetic and economic short-comings and inadequacy increasingly evident. Zoning and a comprehensive plan were the crying needs. The statutes of the State made no provision for zoning. The Commission set about procuring the necessary legislation, which was secured in April, 1923 (as described in the succeeding article).

About the same time a conference was called by the Town Planning Commission of delegates from numerous civic organizations including Greater Des Moines Committee, Playground Commission, Federated Women's Clubs, Garden Club, Argonne Post, and Chamber of Commerce. Resolutions were adopted urging a zoning ordinance. The ordinance enacted on August 4, 1923, named a Commission of five members. Three of the members chosen were also members of the Town Planning Commission, and the Chairman of the latter was made Chairman of the Zoning Commission. This brought the Council and the two Commissions into close association. When soon it became evident to the Zoning Commission that zoning, though important, was but one element in something greater, it was decided to call into consultation from a sister city a man of national fame and wide experience, Mr. Harland Bartholomew of St. Louis. Sundry public meetings, together with conferences with the Town Planning Commission, the Zoning Commission, Greater Des Moines Committee, Chamber of Com-

merce, and the City Council resulted on May 8, 1924, in committing the City by contract not only to zoning but to the preparation of a Comprehensive City Plan under Mr. Bartholomew's direction. After three years of intimate study, surveys, and reports, which were tentatively approved from time to time, a Comprehensive Plan was completed covering Major Streets, Recreation, Transit, Transportation, Zoning, and Civic Art, with proper maps, charts, and plats, a comprehensive discussion of the principles involved, and their particular application to conditions in Des Moines. This comprehensive plan was thereupon carefully studied by the City Plan Commission for more than three years, during which time its wisdom was tested in the actual work of the Commission from month to month.

Additional state legislation was in the meantime obtained, formally providing for the appointment of city plan commissions, authorizing the adoption of a comprehensive plan, and providing for better control of platting, both within and outside the corporate limits. Thereupon the City Council designated the members of the existing Town Planning Commission as the City Plan Commission, and a little later made it also the Zoning Commission.

Finally on September 5, 1929, pursuant to published notice as required by law, public hearing was had before the Commission to hear suggestions and objections. On October 3, 1929, the Comprehensive City Plan was formally adopted by the Commission and filed with the City Council, by which it was promptly approved. In the language of the Resolution of Adoption, "said Comprehensive Plan, with accompanying plats, suggestions, advice and discussion, constitutes in the judgment of this Commission an invaluable basis for wise direction of the growth and development of the City of Des Moines in the great departments of municipal control covered by said Plan."

In the adoption of this plan, Des Moines is but taking her place in that great company of American cities which are to-day looking ahead and making provision for their growth amidst the

increasing complexity of modern urban life. Economic considerations, as well as common civic pride, impel her to share in this movement.

The much greater work remains to be done, namely, carrying out the Plan. It is expected that many years will have passed before it is finished, but henceforth the city will proceed not in haphazard fashion, as in the past, but pursuant to a well thought-out plan. Every step will count.



Courtesy of Register and Tribune

Looking East on Locust Street toward State Capitol

DES MOINES EXPERIENCE WITH ZONING

By L. A. JESTER

Member, City Plan and Zoning Commission and Board of Adjustment

THE Iowa State Zoning Enabling Act was passed by the Fortieth General Assembly, and became effective April 26, 1923. This State Law followed very closely the first preliminary draft of a Standard State Zoning Enabling Act prepared by the Advisory Committee on Zoning of the Department of Commerce. In August, following the passage of the State Zoning Act, the City Council of Des Moines appointed the Zoning Commission consisting of five members, instructing this Commission to prepare a tentative draft of the Zoning Ordinance for the City of Des Moines. This Commission proceeded at once to organize and to study methods of procedure. After considerable investigation, the Commission concluded that, in order to do the work effectively, it would be necessary to employ an expert consultant (selecting Mr. Harland Bartholomew), and that it was very desirable that a study of the city be made looking toward a Comprehensive City Plan.

The City Council, in appointing the Zoning Commission, authorized an expenditure of an amount deemed sufficient to prepare a zoning ordinance. The Zoning Commission returned to the City Council with the request that it be given further authority and additional funds so that it might proceed with the preparation of a comprehensive city plan. How the City Council unanimously agreed to the request, and to the employment of Harland Bartholomew and Associates to advise with the Zoning Commission in all matters pertaining to the preparation of such plan, has been described in the previous article.

Before the zoning ordinance was passed, public hearings were held by the Zoning Commission and also by the City Council in accordance with the state law. As a result of these public hearings, a few changes were made in the tentative draft of the ordinance as presented by the Commission to the City Council, and the final ordinance was passed by the Council January 22, 1926, and became effective January 29, 1926. After the zoning ordinance

was passed, the original Zoning Commission resigned, and recommended that the City Plan Commission, which had in the meantime been created, constitute the Zoning Commission. This recommendation was accepted by the City Council, and thereafter the City Plan Commission acted as the Zoning Commission.

Since the passage of the zoning ordinance, thirty-six petitions for change in the Use Districts have been filed with the City Council and referred to the Zoning Commission for study and recommendation. Of the changes requested, thirteen were petitions for change from Residential to Commercial Use, and the Zoning Commission recommended that eleven of these petitions be denied, and did not recommend that any be granted; two are still pending. Eleven petitions for change from Multiple Dwelling to Commercial were presented, of which ten were denied and one granted. There were two petitions for change from Multiple Dwelling to Light Industry; of these the Commission recommended that one be granted and one denied. There were four petitions for change from Commercial to Residential, of which the Commission recommended the denial of three and the granting of one. There were three petitions for change from a Residential District to Light Industry, and of these the Commission denied two and granted one. One petition was presented requesting the change of the north side of a street in a Commercial District to Light Industrial, and the south side of the street from Light Industrial to Heavy Industrial. This petition was denied. One petition requested the extension of a Multiple Dwelling District one block on both sides of the street. This was granted. Another request for a change in a Commercial District to a Residential District was dismissed upon request of the petitioner.

Summarizing the above, we find that of the thirty-six petitions for change, the Commission recommended that five be granted; the remainder were either denied or withdrawn or are still pending.

It is interesting to note that during the first year of the administration of the zoning ordinance, there were no petitions presented for change of a Use District. During the second year, seventeen petitions were presented; during the third year, nine; and during

the fourth year, ten. It should be said, also, that the City Council in every case thus far has followed the recommendation of the Zoning Commission.

The Des Moines zoning ordinance provides for a Board of Adjustment, and following such provision the Council appointed a board of five members which began its work in March, 1926. Since that time one hundred and forty-four appeals have come before the Board of Adjustment asking for modification and variation from the provisions of the zoning ordinance.

Of these appeals, fifty-six were granted as requested; thirty-four were granted with conditions; thirty-seven were denied; thirteen were dismissed by the appellants; and four are still pending.

These appeals are made from the rulings of the Building Commissioner who, under the Des Moines ordinance, is the administrative officer.

It has been interesting to the members of the Board of Adjustment to find that the greater number of the appeals have been for variations in the requirements of the zoning ordinance with respect to side-yards, setback, and rear-yard requirements. Thirty-three of these appeals were for variations in order to permit the erection of private garages. Twelve of the appeals were based upon the desire of the appellant to build extensions or make changes in buildings which were used for purposes not permitted in the district in which they were located. The remainder of the appeals were for variations or modifications in the setback, side-yard, and rear-yard requirements for dwellings or commercial buildings.

During the first year, thirty-one appeals were taken before the Board of Adjustment; during the second year, thirty-five; during the third year, twenty-seven; and during the fourth year, fifty-one.

It is interesting also to observe that only three cases have been appealed from the decisions of the Board of Adjustment to the District Court. In all of these appeals the Court sustained the decision of the Board of Adjustment. One of the cases went to the State Supreme Court and was sent back to the District Court because of a technical error in the District Court, which case was afterwards dismissed by the plaintiffs.

There has been some agitation in Des Moines for a more liberal provision in the zoning ordinance governing the limitation of the height of buildings in the central business section. Such suggestions have come from members of the Architects and Engineers Club. The Des Moines ordinance limits the height of buildings to 150 feet at the street line, with provision for towers of unlimited height but limited horizontal dimensions. The Zoning Commission has been studying this question of height limitation, and sentiment seems to favor some modification of the present provision so as to permit the setback type of building. No recommendations however have yet been made for such an amendment.

The City Plan Commission feels that the record in the administration of the zoning ordinance in Des Moines, as above outlined, has been quite satisfactory; and, in general, the citizens appear to have approved the administration of the ordinance and its influence upon the city's growth.



Courtesy of City Plan Commission

Locust Street to State Capitol
Bridges and City Hall may be seen at left across River

DES MOINES PARKS AND CIVIC CENTER

By J. N. DARLING

Chairman, Committee on Civic Art, Park Design and Recreation

MORE of a city's prosperity depends on its beauty than is commonly accepted. A city's guests, by their number and by their appreciation, come very near to being the yardstick by which to measure its success or failure. A municipality which is not inviting to the visitor and which sends him away cold soon becomes a community of citizens trying fruitlessly to get rich taking in each other's washing. Beauty spots that linger in the memory are more the result of wise planning than of extravagant expenditure. That city will fare ill which leaves in the mind of the visitor within its gates nothing but an impression of factory chimneys and crowded tenements. It is equally true that a city whose guests are eager to come again and who leave with regret will not only be rewarded by their repeated patronage, but will be equally attractive to those who make their homes within its pleasing environs. It therefore behooves all cities to spend some time in efforts other than the addition of more factories, more railroads and switching yards. Our commercial clubs and booster organizations have concentrated on the latter for so long that they have too often forgotten entirely the necessity for the former.

The City of Des Moines, through its City Plan Commission, has set forth a program and through its Engineering Department, developed the plans which, as time and city growth allow for their materialization, will produce a development of the park areas for diversified play for those who seek recreation through the medium of athletics, swimming, boating, and fishing; supervised playgrounds for the children; beauty and restfulness for the less active of mature years; a complete system of drives and parkways to delight those who ride; and a Civic Center with a broad plaza along the riverfront which shall be the parade ground and setting for formal entertainment. And, when our plans have fully matured, it will be a phlegmatic guest and a dull host indeed that cannot find some area in which to indulge his favorite recreation.

Approximately one thousand acres of land constitute the areas already owned by the city which are devoted to parks and playgrounds. In order that the one thousand acres of park land might be utilized to best advantage, a complete survey of all public grounds was first made. To each area was assigned the recreation best suited to its contours and the needs of the people whom it served,—here an athletic field, there a children's playground, a floral park, picnic grounds, swimming pools, and driveways. It became apparent early in our study that too often our parks had been ruined by an attempt to accommodate all features and recreations, many of them discordant, in each park.

Through the foresight of an earlier City Park Board, Des Moines has two beautifully designed and well maintained eighteen-hole golf courses, which are credited with being the first municipal golf courses in the United States. The extreme popularity of these excellent features fixes the character of two of our major parks, Waveland and Grandview. Each of these parks also has ample excess acreage to serve as naturalistic picnic grounds with convenient fresh water supply, outdoor cook ovens, and shelter cabins. These two parks are more and more approaching a self-sustaining basis through the recently adopted policy of maintenance fees from players. There has been no complaint, but rather added enthusiastic approval on the part of the public as a result of the adoption of this excellent fee rule.

The next major project, now under way, is to provide a thoroughly equipped athletic park where may be centralized the tennis, baseball, football, swimming, boating, fishing, and children's playgrounds, and, in the winter, skating and winter sports. For the purpose of this development an old park in the north central environs of the city, adjacent to the Des Moines River, has been selected for its convenience and accessibility from all parts of the city. A battery of sixteen professionally maintained tournament tennis courts, for which a fee will be charged, and eight free practice courts will be built to accommodate the devotees of this rapidly developing popular sport. One professionally maintained baseball diamond, and two practice diamonds, a regulation football field, and a running track will, when completed, furnish features much

in demand by all classes of city residents. A swimming pool with dressing rooms, lockers, and shelter house, centralized to accommodate those who participate in the various athletic features, will complete this unit. Adjacent to the athletic field a naturalistic area along the river will be dredged to form a winding lagoon for safe canoeing, boating, and fishing, and the dirt removed by this dredging will serve to raise and equalize the level of the athletic field. A riverside pavilion will serve the double purpose of boat-house, locker room, and refreshment booths, and of accommodations for dancing parties. The development of this athletic park will remove another major park from being a heavy drag on the park maintenance fund and will add it to the areas that are approximately self-sustaining. By means of its natural characteristics and additional planting and landscaping, a third division of this same park which extends into the wooded hills on the river, will serve those whose recreation demands the beauty of natural landscape and hedge-bordered bypaths.

To supplement the labors of the Park Department and the City Plan Commission, the Des Moines Garden Club has undertaken the useful job of designing and supervising the plans and development of what will be, when completed, our one park devoted to flowers and gardens. This floral park, commonly known as Greenwood Park, is adjacent to the main east and west traffic artery of the city and is situated in the center of one of the best residential districts. It is not adapted for the ordinary park recreational features, being naturally hilly and well wooded. The design of the park lends itself to naturalistic planting. An effort will be made to collect here all the native wild flowers, shrubs, and trees of Iowa. A large formal garden will crown a hill near the main entrance of the park, and a large conservatory will furnish the park's chief architectural feature. A refreshment pavilion, band stand, and open-air amphitheater are to be grouped in the neighborhood near a system of small lakes and lagoons.

Touching on the south line of this floral park lies a ninety-acre tract of virgin timber recently donated by one of the early pioneers who has held it since the original grant from the United States Government. According to the expressed wish of the donor, Mr.

Charles Ashworth, it is always to remain in its natural state, a monument to the early settlers who came overland to make this spot their home. A swimming pool, children's playground, and provision for picnics will be the only intrusions in this area.

These two parks, lying adjacent to each other, are approached by two major traffic arteries—Grand Avenue, the most heavily traveled street in the city, and Mahaska Way, a proposed parkway boulevard which will encircle the western residential district and become a part of the proposed boulevard system when completed.

This floral park plan, professionally designed, will be carried out by the City Park Department, under the supervision of the Garden Club, in collaboration with the City Plan Commission. This volunteer experience on the part of the Garden Club has proved successful in enlarging public interest in park development.

Each major park area in the city and each playground is to receive its individual attention in order,—the carefully designed plan and planting blueprints to be followed by actual development as rapidly as municipal funds and park working forces are available.

The park interests of Des Moines have suffered, as they have in most cities, from a long established habit of accepting the parks as they are and frittering away park funds in misplaced features, badly designed roads and traffic systems, and wasteful methods of maintenance. This difficulty has arisen not so much from lack of desire on the part of the successive administrations to furnish the public with good park facilities but because the planning of a complete park system is a technical job for experts and not within the potentialities of the average seeker for political office. Two terms in office are considered by precedent sufficient for most municipal officers and this precedent has added to the confusion. With the advent of each newly elected Park Commissioner has come also a new set of impractical conceptions of what should constitute a park.

Not until the Des Moines City Plan Commission undertook the study and promotion of a continuing program to be followed out by succeeding park commissioners was any constructive work accomplished toward adequate recreation and beautification of our park system. Those cities which may be contemplating an effort at park systematization and construction may well consider the

advisability of removing parks from the hazard of frequently changing political administrations and putting the job in the hands of a commission, non-political in character, with sufficient continuity in its personnel to insure against the disorganizing effects of interrupted authority. A continuous process of development



Courtesy of City Plan Commission

See also opposite

Looking West from City Hall across Des Moines River toward

according to a well laid-out plan over a long period of years is the only method which will insure a successful city park system. Political changes are a nuisance.

As to the future development of the Des Moines Civic Center,—looking forward for twenty-five years, it is inevitable that within that period at least seven new buildings will be required for public and semi-public purposes. The offices which these structures will perform for the public are all interrelated and closely associated. The tendency of different localized interests each to boost

its own district by securing the location of some of these public buildings is a disintegrating influence and can only result in a desultory and scattered appearance of the whole city and in little value to the scattered localities.

It has therefore been one of the major undertakings of the



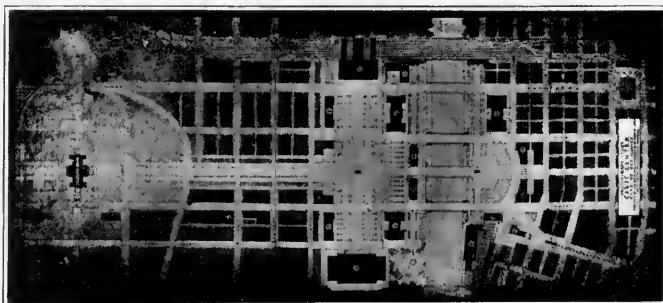
Left to right: Post Office, Library, Auditorium
Public Buildings in Civic Center

City Plan Commission to plan a civic center plaza around which the buildings may be built as the necessity arises, unified in design and mutually contributory to a magnificent architectural picture, economically justifiable and providing in the end the formal show place of the city. Des Moines is fortunate in the fact that a beautiful river flows through the center of the city immediately adjacent to the business districts. Along the banks of this river the first business district developed; as a consequence of age it has been the first to die. Here then, economy, centrality of location, and

the possibilities of beauty dictate the location of the new civic center. The City Hall, Public Library, Municipal Courts, Post Office, Memorial Hall, Art Museum, U. S. Government Buildings, Municipal Clinic, Union Station, Bus Terminal, Administrative Building for the Public Schools, and a Coliseum should face upon the broad riverside plaza from which a wide boulevard leads three-quarters of a mile to the State Capitol crowning the hills to the east.

Here again volunteer aid has provided for much of the work of planning and promoting another important unit in the city's plan for a pleasing aspect. Threatened with the possibility that early demands for public buildings might result in their location without coördination, and the equally dangerous hazard that the area desired for the civic center might at any time be invaded by commercial development thoughtlessly disposed, immediate planning for the future became a very pressing necessity. Municipal funds not being available, the undertaking was espoused by the Civic Federation of Women's Clubs through individual contributions of one dollar each from the members, and a definite plan provided which will serve as a valuable guide for many future years of public construction.

This report on the work of the Plan Commission, in the department of recreation, public grounds and the civic center, would not be complete without the statement that the plans call for no additional drain upon the taxpayers or the city treasury, and simply provide that when the inevitable time does come for this public building program it will be placed in its proper place and eventually contribute to a unified whole,—economical, practical, and beautiful.



Courtesy of City Plan Commission
Recent Civic Center Study

CITY PLANNING FUTURE FOR DES MOINES

By J. HASLETT BELL

Engineer, City Plan Commission

WORK on the preparation of a Comprehensive City Plan for Des Moines began in 1924, and in November, 1929, the complete and thoroughly studied plan was officially adopted by the City (as described in the first article in this issue). The plan in its several phases intends to insure proper city growth and development for a period of perhaps fifty years or more.

A comprehensive city plan by itself is not enough, however, to make certain that its recommendations will be carried out. Continual effort, thought, and interpretation on the part of the Plan Commission and its employees is a vital necessity. This fact the Des Moines Plan Commission appreciates and its attitude is the greatest guarantee of future accomplishment. The people of this city are very conscious of and in sympathy with the work of the Plan Commission.

STREETS

The street system of Des Moines grew up bit by bit into a very complex whole. The streets of the central business area are in general sixty-six feet in width and in a gridiron pattern. They are close enough together and of sufficient number to handle the present downtown traffic in a reasonably efficient manner. Traffic routes to the west, north, and east from this central business area are direct, but the one through artery to the north is feeling its traffic burden and needs relief. The greatest present need is the full development of radial major streets on the cardinal and intercardinal points of the compass.

Many jogs and dead-end streets present problems in the development of the major streets in our built-up areas. Each year the Plan Commission names those improvements that are, in its opinion, the ones of first importance for consideration and accomplishment.

The Major Street Plan was well studied before its adoption and is accepted by the City and its citizens as the goal to work toward in solution of traffic circulation problems. A survey has been authorized for the right of way for the extension of a principal northwest diagonal, and great interest by property owners is being manifested in the improvement of the most important east and west cross-town thoroughfare. The tendency is toward accomplishment in the program of remedying past mistakes in street planning.

While setback lines on some streets are now established for street widening purposes under existing laws, it is a procedure that could well be working on many of our streets. There is no doubt that action toward this procedure on many streets will be taken.

In 1890, the city limits of Des Moines were extended to include eight incorporated communities. The boundaries now form a large rectangle containing 55.1 square miles or an area almost as large as that of Cleveland, Ohio, in 1920. The built-up portions constitute about half of the area within the city limits. While this gives the city control over considerable territory, it does lead to cautious action in the improvement of streets and the extending of public utilities. There is a tendency toward oversubdivision of land, which leads toward a bad economic condition in land values for residential lots.

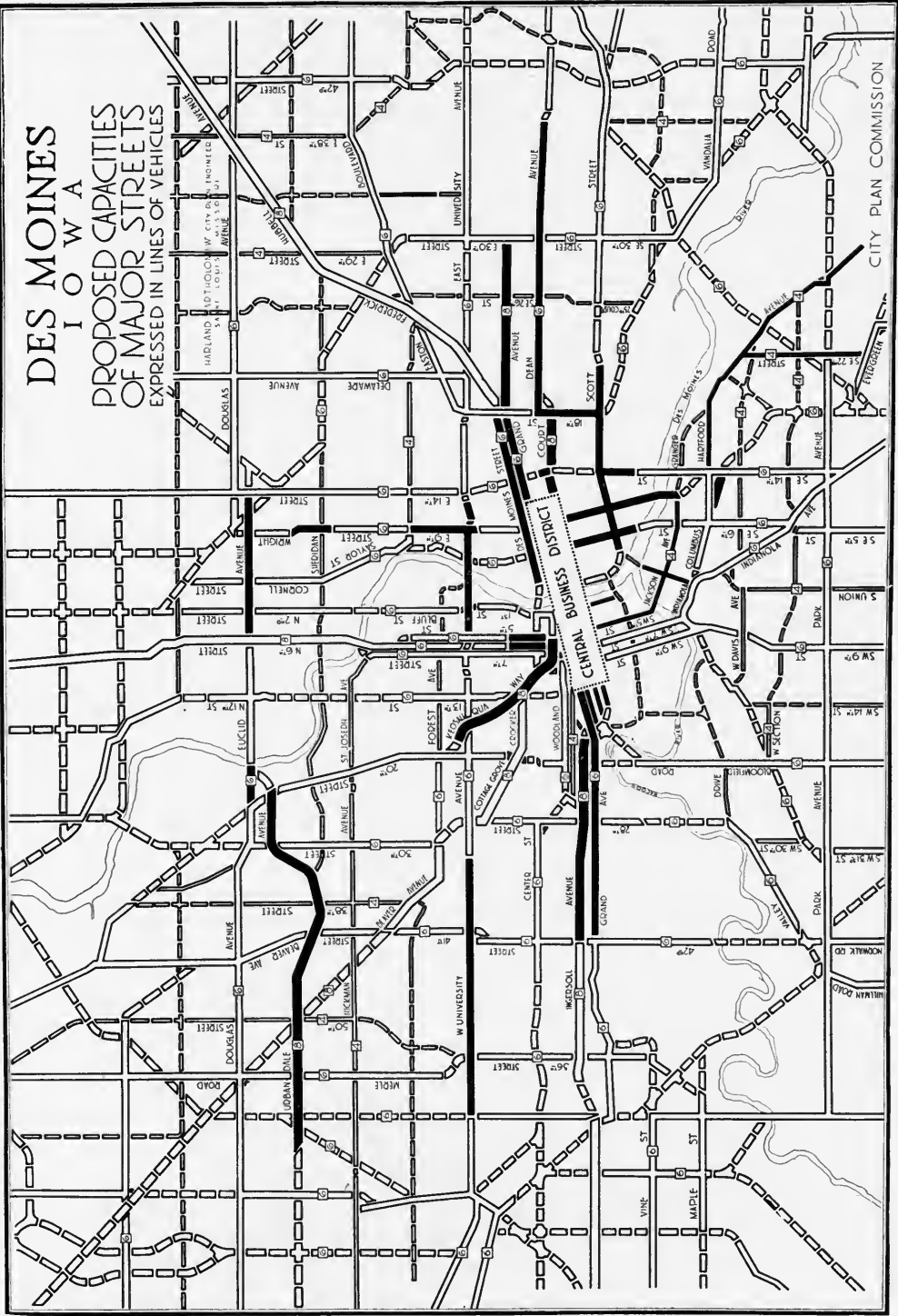
To prevent such a condition, a study is now being made of subdivision control as practiced by various cities. The hopes are to place wise and very inclusive restrictions upon the subdivision of land and so guarantee the proper development of new areas. The city now has control over land subdivision up to one mile beyond its limits, but control over a broader area is needed. Additional legislation giving power for more certain development of the unplatted areas within the city and region will no doubt be sought.

ZONING

A Comprehensive Zoning Ordinance has been in effect in Des Moines since January, 1926, and has been functioning in a very successful manner (as described on previous pages of this issue). Zoning is particularly valuable to a city of this character where a great undeveloped area within its limits leads to a certain restless-

DES MOINES I O W A

PROPOSED CAPACITIES
OF MAJOR STREETS
EXPRESSED IN LINES OF VEHICLES



CITY PLAN COMMISSION

ness in the use of property, unless growth is guided. While changes will come as the years bring demands for industrial and commercial expansion, such changes should be made slowly. The strength of our zoning ordinance lies in tenacious maintenance of the predominant character of neighborhoods until the pressure of growth demands advisable change.

A considerable study has been made here recently of the advisable limit for the height of buildings, the present limit being 155 feet or twelve stories in the central business district. This study and the economic conditions in the areas of high property values indicate that a departure from this height limitation should not be made. A tower is permitted above the present 155-foot height limitation. No bulk limitations are in the existing ordinance, but should such limitations be added they should conform to the present height limitations and the prevailing lot and block dimensions.

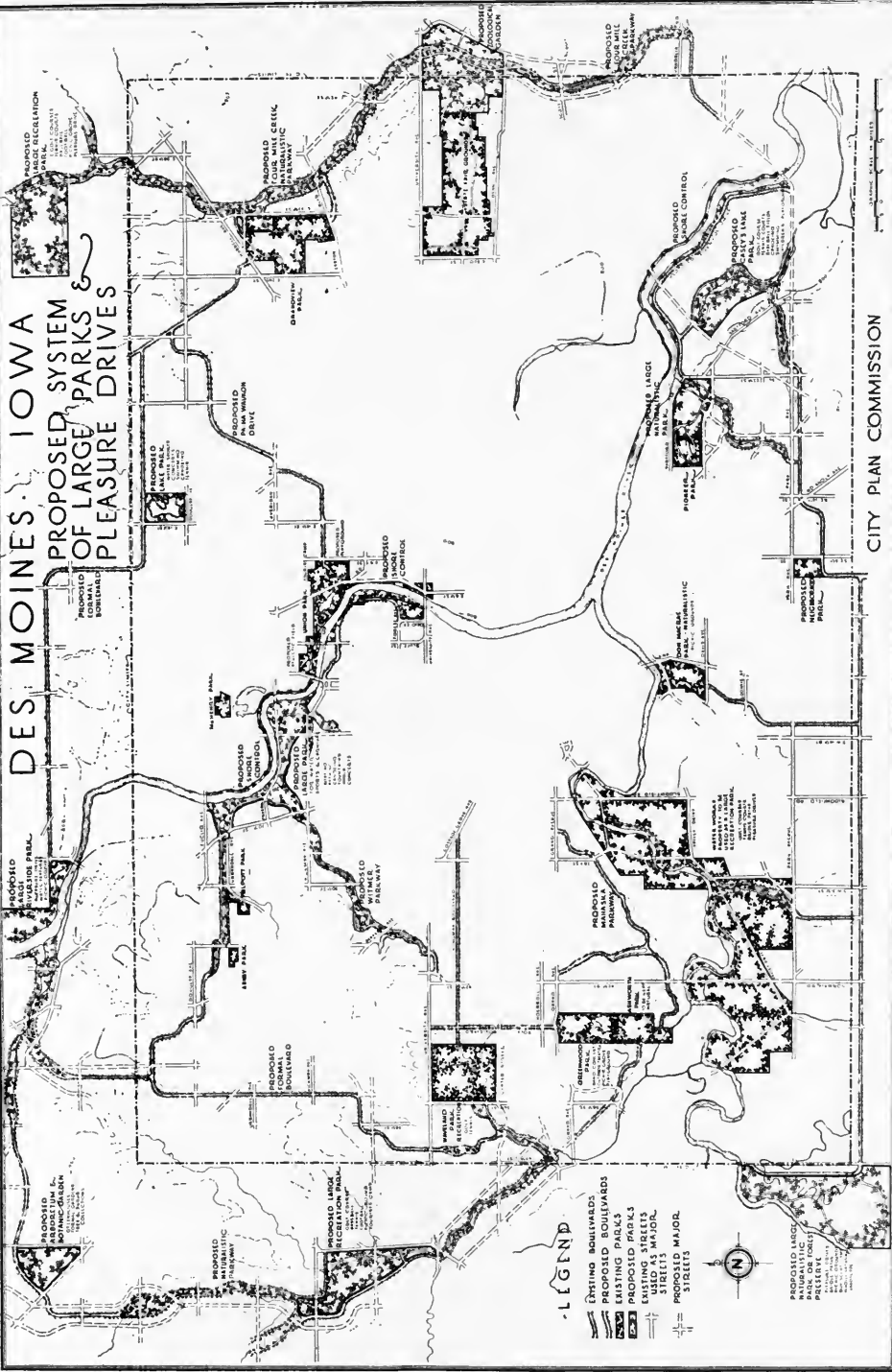
PARKS AND RECREATION

Des Moines has a well prepared program for the development of adequate Park, Boulevard, and Recreational Facilities. Considerable action is being taken to improve existing park areas. Plans are being prepared for one large park, a large recreational area, and two playgrounds; and surveys are being made of other areas. Construction will soon be started on the complete development of one playground and on the water features that are a part of the large recreational park planned to serve a great area in the center of the city.

The need now is to "follow through" on present work that has been planned for, and to grasp every opportunity for the acquisition of new park and boulevard areas in accordance with existing plans.

With two rivers running through the city, the water frontage property offers opportunity for fine park and boulevard development. The contour of land in and adjacent to the city is pleasing, and the natural tree and shrub growth warrants preservation of the yet unspoiled areas. There is a strong and favorable attitude here for park development, and with encouragement good results will be forthcoming.

DES MOINES, IOWA PROPOSED SYSTEM OF LARGE PARKS & PLEASURE DRIVES



LEGEND

- EXISTING BOULEVARDS
- PROPOSED BOULEVARDS
- EXISTING PARKS
- PROPOSED PARKS
- EXISTING STREETS
- STREETS
- STREETS USED AS MAJOR
- STREETS USED AS MAJOR
- STREETS



PROPOSED LARGE PARKS
 PARK 1
 PARK 2
 PARK 3
 PARK 4
 PARK 5
 PARK 6
 PARK 7
 PARK 8
 PARK 9
 PARK 10

CITY PLAN COMMISSION

TRANSIT

A part of the comprehensive city plan as adopted by the City is a Transit Study made by Harland Bartholomew and Associates, City Plan Engineers. This study recommends certain improvements and changes in the existing system that will provide service to all parts of the city and avoid all possible duplication of areas served.

Since the completion of the Bartholomew study, the Des Moines City Railway has changed ownership. The new company has provided additional bus service as feeders to existing street car lines. It plans express service to all parts of the city, and the first step in this action will soon be taken on one of the main transit lines. Many and modern improvements are being installed in cars and equipment which will greatly increase efficiency and speed in service.

The Bartholomew recommendations in regard to better track arrangement in the central business area and routing in this district could well be followed. This study also furnishes a good guide for providing future service in the undeveloped areas within the city.

In general the transit facilities of Des Moines are improving rapidly, and beyond a doubt the future will bring increasing benefits.

RAIL TRANSPORTATION

The location of the railroads in Des Moines is, in general, favorable toward the healthful development of the city. The bulk of the lines pass from east to west across the city just south of its downtown business area. Some of the principal tracks turn northward in the eastern part of the city.

The central commercial area and the principal industrial and wholesale area lie adjacent to each other. Though there has been a tendency in the past to remove railroad operations from this central wholesale and warehouse district, there is still too much railroad business conducted in this area. There is need for better provision for industrial expansion by industrial track arrangement and by uninterrupted and unified freight terminal service to railroads and industries.

The great amount of train movement in this central area interferes with through travel from east to west, and such clear through movement is desirable. The Bartholomew study recommends the construction of a new three-track elevated line in this neighborhood to facilitate this uninterrupted cross-town movement.

Des Moines is in need of an adequate Union Station which should be possible with coöperation of the railroads and the City in the matters of location, construction, and cost. Studies for the location of a union station have been made.

The classification yards of the various railroads are with one or two exceptions of insufficient size, and recommendations for the needed increase in these yards have been made.

There are at present many streets crossing railroad tracks at grade. It would not be economically possible nor advisable to eliminate all of these grade crossings, but it is necessary that the more important and dangerous crossings be separated. The crossings of major streets are the ones of first importance to be considered. No doubt future traffic difficulties will bring about the carrying out of a definite grade crossing improvement program. Close coöperation of the railroads and the City of Des Moines is necessary to bring about the best provisions for efficient service to commerce and industry and to encourage the growth that will benefit all.

HIGHWAYS

The State of Iowa is now in the midst of a very ambitious highway building program. In 1932, the principal highways will be finished. Already bus transportation companies and truck transportation organizations are making plans for the use of these new surfaces. With permanent surfaces stretching across the state in each direction, the state highway traffic will increase greatly and the benefit to Iowa cities will be incalculable. There is no doubt that there will be a great effect on the business, industry, and growth of Iowa cities, and this should be planned for. Des Moines, as the largest city in the state, as the capital city, and because of its central location, will be greatly benefited by this road program and should feel a considerable effect in its growth.

AIR

Des Moines, because of its strategic location, should make every effort to become the air center it deserves to be. There is a municipal airport here and an intense interest in air transportation. We are on an important national airway that extends from Chicago to the west. This route is lighted for night flying. Soon, no doubt, north and south air routes will be established and equipped for both day and night flying. Because this city lies in the path that one of these routes will probably take, it is important that every effort be made to provide for future aviation demands.

The City recently passed a \$200,000 bond issue for the acquisition of a new airport. This amount is not enough to acquire and equip properly an airport of sufficient size and convenience, but it is a step forward to the position that Des Moines should occupy in commercial and national aviation.

"THE CITY'S APPEARANCE"

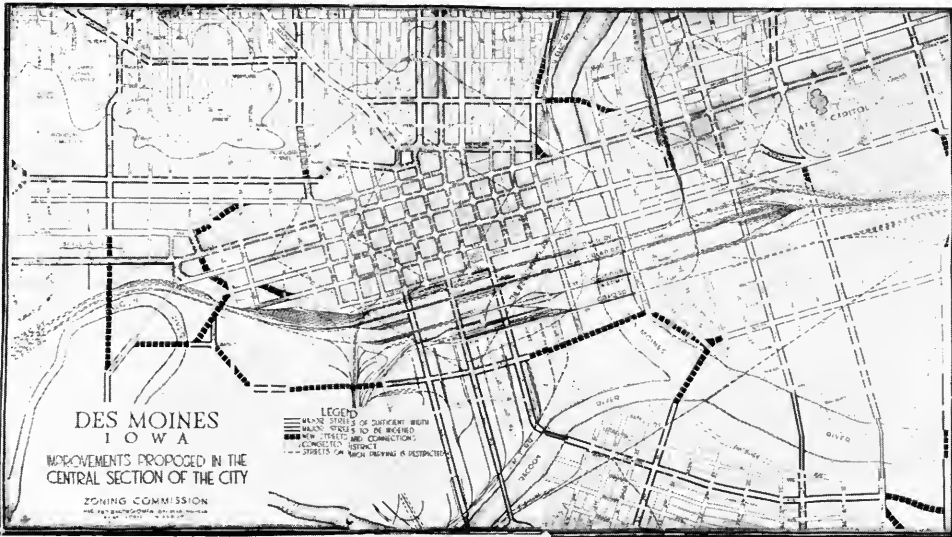
Nature has been kind to Des Moines in its rolling topography and rich natural tree and shrub growth. The historic background is very interesting and important. Because it is the capital as well as the largest city of the state, and because it enjoys a wide trade area, Des Moines should be a very attractive city. It has much to work with. The residential districts are attractive and a fine expression of municipal pride. The tree-lined streets make a lasting impression on the visitor or newcomer. The State Capitol building occupies a broad and commanding site. Its possibilities as a part of a plan for civic beauty are very fine indeed. The public buildings along the Des Moines River are well located and the central business district is in a position to receive direct benefit from a plan that would attractively link it with the riverfront and the capitol building and grounds.

The future will no doubt bring more steps toward making this city a very attractive one through action in uniform street tree planting, well designed building façades, properly planned building

groups, fitting and studied location of memorials and monuments, the elimination of offensive signs and billboards, and the utilization of natural beauty and tree growth.

There is the usual abundance of downtown signs and street encroachments. There are too many overhead wires on our streets, and a program of placing a certain length of these wires underground or on rear lot lines each year is much needed.

It is easy to point out the many things that could be done for the improvement of Des Moines, just as it would be for every city of our country. In the main this city is very progressive. It is beginning to realize fully its various needs, and as time and finances permit there will be many improvements in accordance with plans that are now prepared.



THEORY OF PLANNING THE REGION AS EXEMPLIFIED BY THE PHILADELPHIA TRI-STATE PLAN

By RUSSELL VAN NEST BLACK

REGIONAL PLANNING divides roughly into two general classes. The first of these is metropolitan in character, with interest centered upon a central city, and perhaps might better be called metropolitan or even city planning. The second is more strictly regional and deals with the interrelation of cities and the logical development of intervening space. Only rarely does either of these classes occur in pure form. Most regional planning projects are a combination of the two. This is markedly true of the Philadelphia Tri-State District,* involving as it does the strong metropolitan pull of central Philadelphia and Camden and the interrelation of the Philadelphia and Camden metropolitan areas with the metropolitan areas of Trenton and Wilmington and with the many other independent communities of the outlying area.

The first consideration in the formulation of such a plan as that for the Tri-State District is determination of the point where metropolitan influence of the central city or cities gives way to their interrelation with outlying cities and neighboring regions. It is likewise essential to determine, in the interests of economy and livability, the relative extent to which these two forces should and can be encouraged and directed by plan.

While at this time there is too little definite knowledge as to the form and size of cities best adapted to the present mode of business and life, there is evidence on every hand that the old plan of city building, haphazard and uncontrolled both as to direction and extent of growth, is wasteful of human and physical resources. Billions of dollars are being wasted annually through shifting real estate values, premature obsolescence of buildings and industrial plants, street congestion, and the replacement of public utilities and other service facilities because of inability to foresee or control shifts of population and of business and industrial centers.

*The writer was formerly director of Plans and Surveys, Regional Planning Federation of the Philadelphia Tri-State District.

Regional planning is faced with the opportunity and the challenge to determine the form of growth best fitted to our present and future economic and social needs and to devise a physical, economic, and legal plan whereby this desirable form of growth may be realized.

This is a formidable task. But it seems probable that we are now better equipped to undertake it than has been any previous generation. We now know much concerning the forms of transportation and communication likely to be placed at the disposal of mankind for many centuries. Application of these means of transportation and communication will be altered and further developed, but their primary requirements will remain essentially the same. We have reached a period in our material advancement when it would appear to be entirely possible to foresee in large degree the most desirable form of the future city and region and to direct growth accordingly.

Unfortunately, there is no longer a clean slate upon which to lay down our plans for the future region. Old and established, although ill-adapted, cities, built for another age and based upon the needs of now obsolete forms of transportation, must be recognized. Nearly half of the probable ultimate population of the United States is already rooted principally in the great cities of the country. The old form of city growth has gained a tremendous momentum which will proceed on its waning course, in spite of everything that can be done, far beyond economic and social justification. A great proportion of the wealth of the country is invested in these great cities. They are located at strategic points and at logical locations for distribution centers. There is little likelihood that they will be discarded until a new civilization wipes them out and builds anew. It is for future generations to adapt these cities as best they can to changing needs rather than to turn their backs upon them.

For these reasons every regional plan for an established community must be in the nature of a compromise between the old form of growth and the new,—between the inevitable and the ideal. This does not mean that all future growth cannot be directed more logically than hitherto, nor does it imply that the day will not

come, perhaps soon, when all growth and change will be brought to conform to the economic and spiritual interests of this modern age.

The chief problem in establishing a base for a regional plan is, therefore, the determination of what form of population distribution is best for the particular region under study; what transportation, recreation, and sanitation facilities are essential to serve this population; and finally, how this distribution of population and its necessary servicing can be brought about in the face of established custom, misdirected economic pressure, and individual private interests.

There is evidence that, when all the facts are at hand, it may be clearly seen that there is no actual ground for controversy between economic and social interests. Distribution of population which affords greatest opportunity for sane and happy living and distribution of population most favorable to industry, commerce, public utility service, and other business, in the long run will be found to be identical. Burden of proof lies with regional planning. It is for this comparatively new science to discover what the most desirable forms of city growth may be and present its supporting facts in precise and convincing manner. Several regional planning projects have approached the problem somewhat from this point of view. The New York Regional Plan has contributed a great deal of useful data. The Philadelphia Regional Plan is doing what its limited funds will permit. There is still much to be desired. The problem has scarcely been touched. But without conclusive data in sight and in the urgency of the need for plan, it is necessary to proceed with such information as is available.

Combined knowledge to date points clearly to the desirability of a certain degree of decentralization of population, a decentralization based upon the more or less self-sufficient development of the smaller satellite cities rather than upon limitless spread of more strictly suburban communities which look entirely to the central city for recreation and subsistence. With the present degree of congestion in the central cities and with the increasing problem of transportation there are certain industries and businesses which can be conducted much more successfully in the smaller outlying

cities and which actually serve but to aggravate the problems of the central cities and to interfere with those businesses and industries which must always have central location. Upon such a hypothesis it is possible to develop the beginnings of a plan theory adapted to a specific region.

A THEORY APPLIED TO A SPECIFIC PROBLEM

First comprehensive studies toward the Philadelphia Tri-State Plan took the form of what might be called a theoretical plan. These studies were based upon an expectation of a reasonable degree of decentralization as suggested above and upon a recognition that existing cities, great and small, are the logical nuclei about which much future growth is to take place.

This theoretical plan was a first blocking out of the form of development appearing to be most adaptable to the Philadelphia Region. First consideration was given to the question of the desirable distribution of population over a period of possibly fifty years coupled with the extent of major transportation and recreational facilities likely to be required by such population so distributed.

Principles employed in laying down the several phases of this theoretical or diagrammatic plan were as follows:

1. *Use of Land and Distribution of Population*

It is probably outside the scope of the regional plan to determine in detail or to attempt to fix the future use of land. But as a basis for study of probable distribution of population and transportation requirements it is essential to determine as far as possible the relative adaptability of various parts of the region for such general classes of use as agriculture, forests, industry, and general urban development.

The Philadelphia Tri-State District is unique among great metropolitan areas in that there are no physical obstructions to prevent expansion in any direction. Transportation facilities, both highway and rail, have extended radially in many directions from Philadelphia, long established as the market and social center of the region. Population has extended outward, fingerlike, along these major lines of transportation and the river, leaving wedges of open land reaching close into the densely populated areas of the central city. This naturally developed growth habit gives a desirable relation between open land and urban development. It probably should be perpetuated and en-

couraged by plan. Partly because it is already established and partly because of its fundamental soundness, this form of growth is probably the most economical that can be devised for this region.

At its ultimate density of population, only a relatively small proportion of the region will be occupied by what may be termed urban development. Thousands of square miles within the area will always remain as open or sparsely settled land. Partially by natural selectivity and partially by plan, certain land will be chosen for certain uses as being more adaptable to their special requirements. For the reason suggested above the first broad classification of land uses, that of urban land and open space, may well be designed to follow the well ordered principle of linear cities separated by wedges of open land comprising farms, public forests, country clubs, country estates, and similar uses. These linear cities would follow the already established channels of development; they would be built upon a backbone of transportation centering upon the metropolis; and each would be made up of a series of interconnected communities assisted in maintaining their respective identities by intervening park land or other open space.

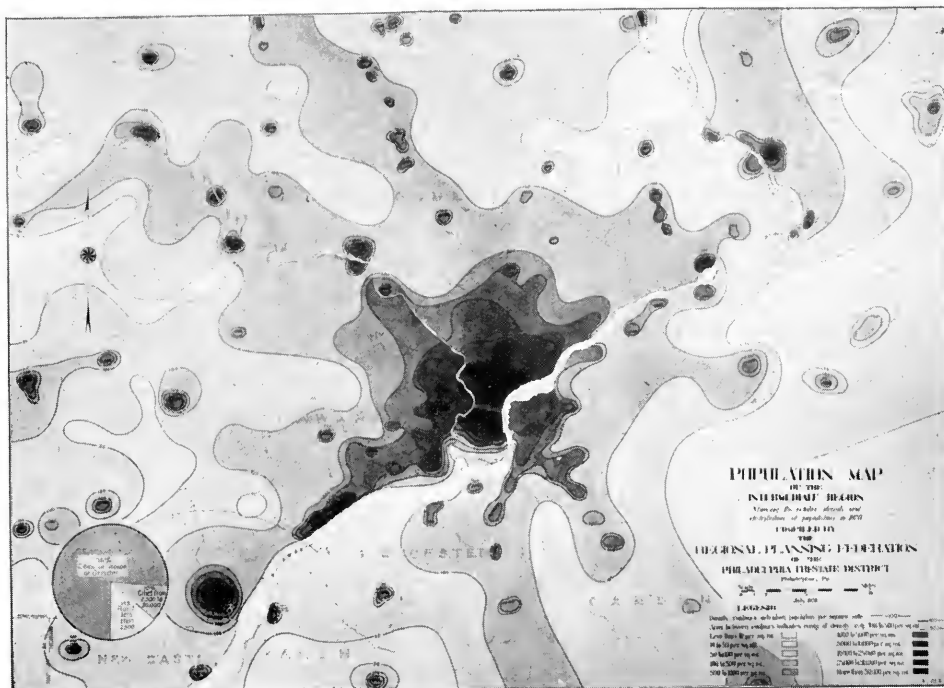
A danger most to be avoided in future development of this region is spoliation of its area by too widely scattered and illogically distributed population; and on the other hand, by too great a concentration of population in existing already crowded centers.

Distribution of industry is a major factor in study of probable future use of land. Around industry will be grouped population upon which in turn the framework of transportation, recreation, and sanitation facilities must largely depend.

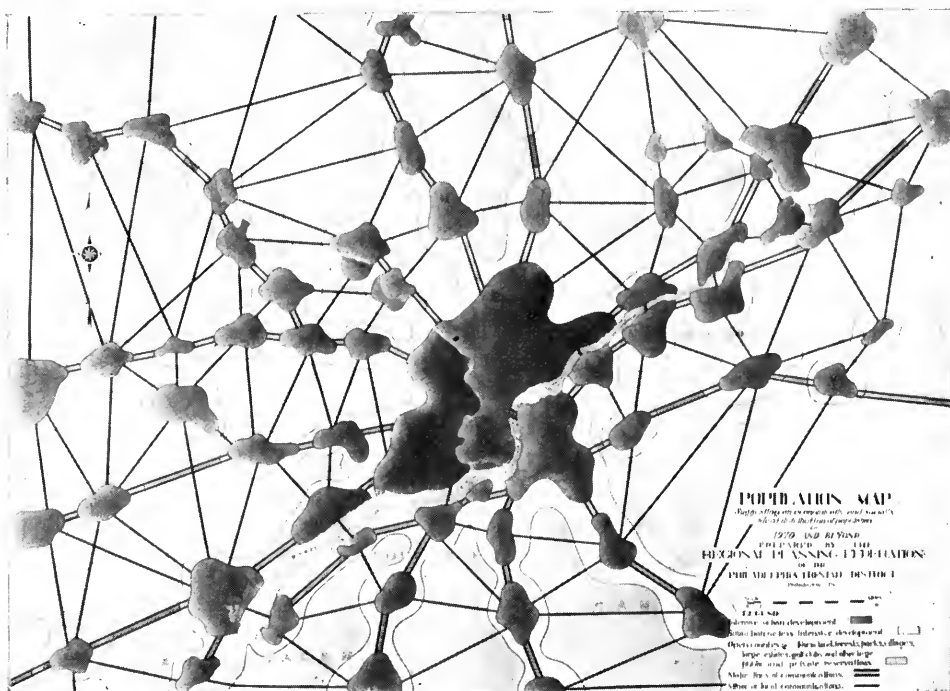
Ideas about the location of industry are gradually changing. Universal availability of electricity has rendered industry at once more mobile as to location and less of a nuisance to other land uses. Improved highways and use of the motor truck are causing certain types of industry to become more and more independent of railroads and waterway frontage. Congestion of central cities is forcing certain industries to take advantage of modern facilities which permit location in outlying districts. Ideas are changing likewise about the relation of industry to residence. Until recently it has been thought more or less desirable to have all of a city's industry grouped in some central location more or less isolated from residential areas. The modern electrically operated factory might very desirably and frequently should be placed in close proximity to workmen's homes to minimize cost in human energy and time, and to reduce transportation complications.

Future population distribution indicated on the accompanying diagrams has therefore been based upon the assumption of a widening distribution of industry with correspondingly wider spread of population.

Considerable growth of the central city is regarded as inevitable but a relatively much larger rate of increase of population in many of the out-



Relative population distribution and density in the Philadelphia Region, 1920



A theoretically desirable ultimate distribution of urban population and open space in the Philadelphia Tri-State District

lying communities is anticipated. Areas indicated for intensive urban development are largely centered around existing or settled communities and upon the assumption of an average distribution of urban population of between 8,000 and 9,000 people per square mile. This density is based upon the average density discovered in the Chicago region but has not yet been checked for application to the habits of the Tri-State District. In the aggregate, the urban area shown allows for an approximate doubling of present population which, at present rate of growth, will bring the total population of the Philadelphia Region to about 6,000,000 by the year 1970.

Rate of growth in any particular direction or locality is not stressed. As stated by Raymond Unwin: "Knowledge of growth and distribution *tendencies* is more valuable than knowledge, even if obtainable, that population of a given area will increase 50% in twenty-five or twenty years. To know that increase in one quarter is slowing down while rapid increase has set in somewhere else may be an important indication and affect the planning or change the order of urgency of the different proposals."

A few areas are indicated for the establishment of entirely new communities which conceivably might be built along the lines of the so-called garden or regional city. These areas, one for Delaware and three or four each for Pennsylvania and New Jersey, have been selected for their peculiar adaptability to this type of development.

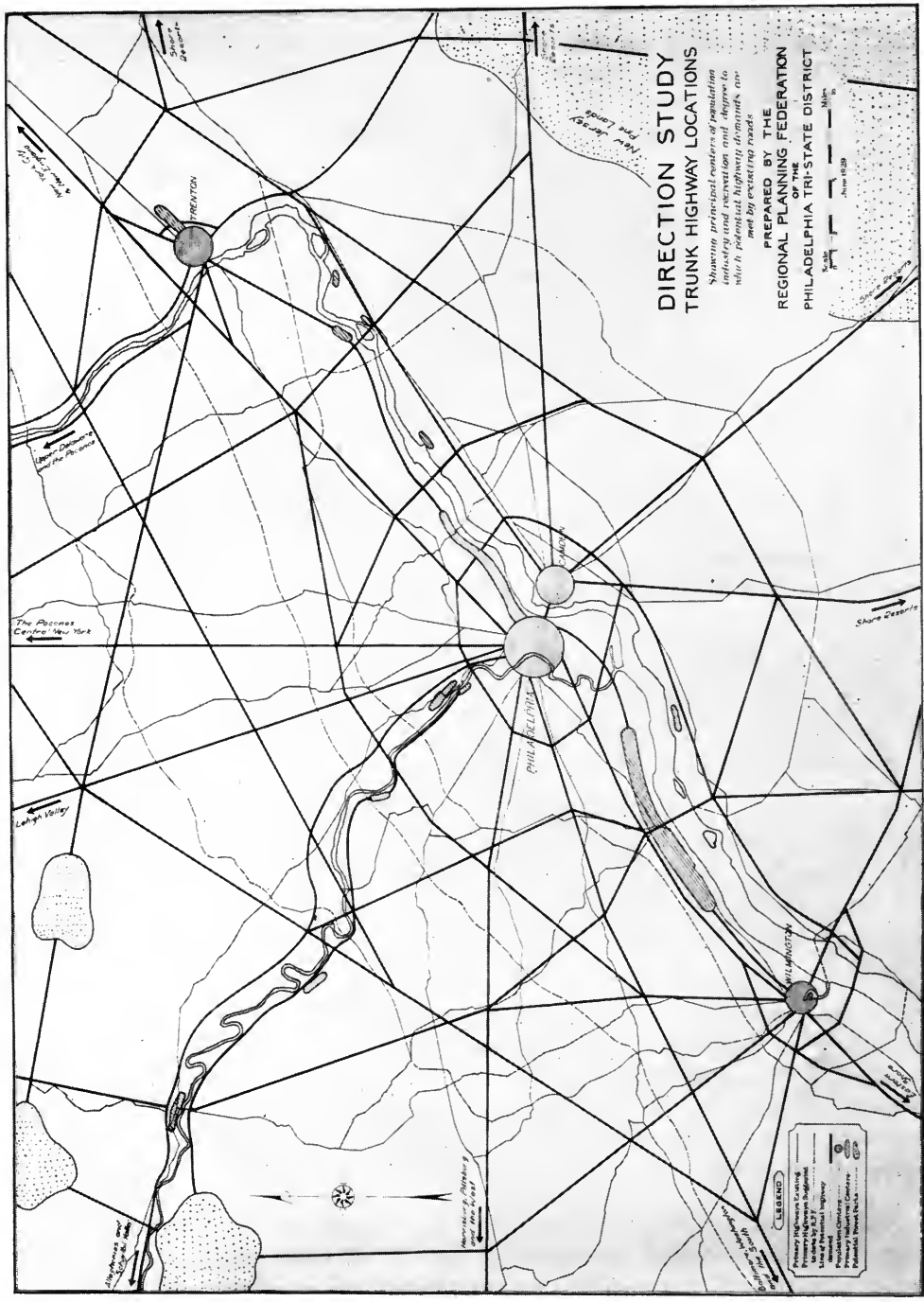
2. *Highways*

Development of the automobile has brought the highway into paramount importance among transportation mediums. Along with railroads and rapid transit facilities the highway has advanced from a chief function of serving established population to a position of large influence upon distribution of industry and population.

The highways of the Philadelphia region are largely a heritage from the past. They have paralleled the rivers and the railroads and, together with railroads, form the backbones of transportation for the population fingers remarked above. For many generations there was little need for cross-communication and there was no congestion to be avoided in business districts. Little provision was made for cross-country or by-pass circulation. This deficiency still exists.

The trunk highway plan for this region, therefore, is primarily concerned with two problems: that of multiplying highway facilities along already developed channels by widening and by paralleling existing routes as needs may require, and that of remedying present deficiencies in circumferential highways and cross-country routes.

Three chief highway functions must be served: first, interconnection between various communities and subdistricts of the region; second, inter-



Direction Study: an early step in applying theory to planning for trunk highways—applied as check as to adequacy of existing and proposed system

connection between chief centers of interest of this region and those of adjoining regions and other parts of the United States; and third, service to principal agricultural areas of this district.

These principles were employed in laying down the Theoretical Highway Plan:

1. In the furtherance of the presumably most economic form of population pattern as described above, future radial trunk highways to closely parallel existing principal lines of transportation rather than to pass through isolated portions of the region where their probable present and future need is relatively slight.

2. Circumferential routes to be laid down with greater freedom than radial routes and where they will best serve the cross-connection and by-pass requirements of the region.

3. All primary highways to by-pass traffic centers wherever practicable.

4. New highways preferably to be routed through comparatively undeveloped country to minimize disturbance of existing conditions and damage costs.

5. Main thoroughfares within and primary highway connections between the principal cities of the region to be designed in such manner as to encourage centralized development as opposed to string expansion along the primary highways.

6. Primary highways to be regarded increasingly as similar to railroads with respect to isolation of right of way. Street intersections to be minimized in all new subdivision design and special thought to be given to the elimination of grade crossings and highway intersections. Highway grade crossings of highways has become a more serious problem than highway grade crossings of railroads.

7. Single-roadway primary highways of the future to be regarded as providing increasingly less desirable frontage for either residence, business, or industry. The only manner in which frontage upon these highways can be made usable is by provision of parallel local service roadways or by the use of park strips to intervene between the central roadway and the developed frontage on either side.

8. All highways to be designed with more esthetic consideration than has generally been applied to highway design in the past. Relative importance of directness and grade and esthetic values must be left to the application of fine judgment for each individual highway.

3. *Railways and Waterways*

There are four outstanding problems remaining to be solved for the railways of the Philadelphia Tri-State District. They are the further coördination of railway terminals with air, water, and highway transportation; a further coördination of the three railway systems now operating in the region; the further development of coördinated classification yards preferably outside the congested areas, which will serve, first, to facilitate freight distribution without central congestion, and second, to free certain of the large interior yard sites for other more logical uses; and finally, the supplementing of radial movement by supplementary cross-country bus transportation.

The waterway problem is chiefly one of deepening and extending certain channels and abandoning others, further development and extension of port facilities, and coördination of port facilities with rail and land transportation. The Theoretical Plan was drawn diagrammatically to satisfy these requirements in further development and coördination of the several transportation mediums.

4. *Airways and Landing Fields*

The science of aviation has now advanced to the point where something of the nature of its future requirements may be foreseen. It is recognized that aviation must for many years and probably always will be supplementary to land forms of transportation. Its first requirement, therefore, is coördination with highways, railroads, and, to a lesser extent, with waterways. Aviation will come increasingly to demand airways just as definite in location as are railroads and highways, except that instead of steel rails and strips of concrete the airway will be defined by landing fields, light beacons, and radio beacons. Landing fields will be designed for two purposes: first, to serve the requirements of definitely established airways, and second, to serve centers of population.

Inasmuch as the chief advantage of the airplane over other means of transportation is speed and the saving of time, it is important that landing fields be located as closely as possible to passenger, express, and mail origin and destination. Fields must be large, now, to accommodate the long take-offs of present-day planes and, ultimately, to handle large volumes of traffic comprised of planes with greater elasticity in take-off and in landing.

It must be recognized that for many generations at least the airplane will serve effectively only for use over considerable distances and that it will never supplant the automobile or railway for short hauls. Because of the large area required for individual landing fields and the expense involved in their acquisition and maintenance it is probable that there will not be necessity, within the near future, for building landing fields in every small residential district or outlying community. As far as can be foreseen the

maintenance of landing fields in all communities of 15,000 or 20,000 inhabitants, or over, and joint fields for groups of smaller communities will adequately meet the landing field requirements of the Tri-State District over a long period of time. In the recommendation of landing field locations and in their acquisition, the fact should not be lost sight of that the land necessary, although seemingly expensive and costly, is pretty largely the extent of the investment. It takes the place of miles of concrete and of extensive rights of way and railway equipment compared with which the cost and maintenance of the air terminal is inconsiderable.

Aviation enjoys the unique opportunity of taking advantage of the mistakes made by railroads and highways whose locations have been governed too frequently by expediency and without prescience of the place these forms of transportation were to take in the development of civilization.

The Theoretical Air Plan was presented in observation of these several principles. Airways forming a part of an airway network to extend over the entire United States were indicated in their approximate directions, as they cross this region. Landing fields were indicated to serve these airways and to serve the larger communities and more populous areas. Several fields were indicated for the metropolitan center of Philadelphia and Camden, each probably to serve somewhat different purposes and together to be considered the "airport" for the Philadelphia Metropolitan District. Airway landing fields were spaced at intervals of approximately thirty miles and supplemented by suggestions for auxiliary fields at intervals of eight or ten miles, primarily for use as auxiliary fields until such time as aviation has developed to the point where forced landings are negligible.

5. *Parks, Parkways, Playgrounds, and Forest Reservations*

Some of the greatest natural resources of any region are its streams, its woodlands, its hilltops, and other natural recreation places. As cities develop and the population of a region grows, these natural resources become increasingly valuable. Natural play places are destroyed by city expansion, and access to these things of nature becomes increasingly necessary to city workers as antidote for the nerve strain of city life.

There are many square miles of land in the Philadelphia Tri-State District which cannot be used economically for agriculture and which will never be needed for industry or urban development. These lands comprise principally stream valleys, hilltops, steep wooded hillsides, and land without sufficient fertility to grow agricultural crops. The most economical use to which such areas can be put is the growing of trees. Through reforestation this land will at once become productive of wealth: streams may be protected from pollution, stream flow may be regulated, and large areas may be made available for public recreation. These ends can best be accomplished through



A first step of application of theory to plan in public open spaces

public acquisition and maintenance of this land as forest parks or public forests.

The diagrammatic park plan demarcated a portion of such land, connected here and there by narrow bands of parkway, to form an interrelated system of parks and public forests to extend throughout the region.

Where these lands pass through or close to populous areas it was suggested that they be developed as city parks. In the more sparsely settled parts of the district these lands probably should be treated more as public forests with little development other than that sufficient to make them accessible and to reduce fire hazard.

Suggestions of area ultimately to be acquired for the purposes outlined above were not related to size, density, or distribution of population, but were based upon the conception that all land in the region which is not now and cannot be placed in more economical use should be put at work growing trees, probably under public ownership and supervision, and incidentally to serve those other purposes of sanitation and recreation outlined above.

The other two types of recreation lands, both city parks and neighborhood playgrounds as indicated on the Theoretical Plan, must necessarily be gauged in location and extent by population distribution and needs. The details of location of such parks, particularly the play fields, are probably beyond the scope of the regional plan except for indication of those cities and parts of cities which are deficient in this type of recreational facility. Standards of area requirements of such lands in relation to population are likely to be misleading and are useful only in measuring the facilities of one city or part of a city against another. It is generally conceded, however, that the average city should have about one acre of park and playground for each hundred inhabitants, and that neighborhood playgrounds should be spaced at intervals of not more than one mile. The Theoretical Plan was worked out roughly on this basis.

It was anticipated that some but not all of the stream valleys of the district would logically be developed as parkways. Some of these valleys, by reason of location, are probably well adapted to parkway development, others distinctly are not. Most of the stream valleys of the Philadelphia Tri-State District differ from those of certain other metropolitan regions, particularly those in Westchester County centering upon New York City, in that they are located transverse and not parallel to the natural traffic flow. Their courses may be used for incidental pleasure driving but not to carry main streams of traffic moving to and from the central cities. Exceptions are the Schuylkill Valley, the Wissahickon, some of the streams of Camden County, and others here and there. The forest park projects of Cook County, Illinois, are in many ways better illustrative of the direction of forest park acquisition and development which might be employed in the Tri-State District than are the park and parkway projects of Westchester County.

6. *Sanitation and Water-Supply*

These problems do not lend themselves readily to Theoretical Plan presentation and no attempt was made to do so.

The distribution of population and use of land studies, however, have considerable bearing upon solution of both the water-supply and sanitation problems, through indication of where water would probably need to be delivered in the future and suggestion of principal sources of pollution and areas to be protected. To this extent the mapped plan has large bearing upon the future water and sanitation problems of the Region.

THE COMPOSITE PLAN

Coördinated and interwoven, this range of studies as pursued in the Philadelphia Region forms the comprehensive regional plan. They have been discussed separately for the sake of convenience. They should be studied and thought of only in relation to one another. In practice, no single phase of the plan should be advanced beyond the others to the point where adjustments cannot readily be made. A chief function of regional planning is the coördinated study of development problems as opposed to the specialized approach which we have so generally followed in the past.

As stated at the beginning of this article the Philadelphia Regional Plan as well as all other similar projects has had to proceed in the face of a great dearth of exact knowledge concerning the social and economic laws which underlie urban growth. Planning principles suggested above as being employed in the first working out of a Theoretical Plan for the Philadelphia Tri-State District are based upon a little knowledge and many assumptions as to conditions conducive to the best social and economic existence and development of mankind.

This admission of present inadequacy of planning knowledge must not be regarded as suggestion that planning projects should mark time until planning science has been further advanced. It suggests rather that we have just cracked the surface of this highly important subject. A great field of research into the economic and social factors of land development lies open before us, a challenge to the best minds that this and future generations can produce. Hesitancy in proceeding with planning projects or in

efforts to solve specific problems great and small is not in order. In deep-reaching study of such projects and in such efforts lies also the most fruitful source of knowledge and of methods whereby this knowledge may be put into effective operation.

The problem is not entirely a matter of new research and new inquiry. A great body of information already exists widely scattered and needing but correlation and intelligent application to planned development of cities and regions. Not the least of present difficulties lies in failure to interpret and to apply the vast fund of present day scientific knowledge to the control and building of man's physical environment.

PUBLIC OPEN SPACES

The enhanced value of land, created by its urbanisation, is not diminished by some of that land becoming an open space, it is spread and it is transferred to other land. Some of it is transferred to adjoining land, and some of it may be transferred to land far away on the outskirts of the town in which the open space is created, but none of it is lost.

Much has been said, and there is much to be said, in favour of providing open spaces in the form of wedges driven into towns from the open country through the suburbs.

This is advocated as an alternative to, or in combination with, an agricultural belt. Where so provided open spaces bring the country right into the town and along these wedges of open country the townspeople can go out into the country by rural and sylvan routes.

In this connection we appreciate the significance of the fact that open spaces could be provided without loss of increment of land values to the community providing them, and the significance of the fact that increases in land values are not merely not lost but are generally greatly increased when open spaces are created.

*From "Where We Stand," Presidential Address by
BARRY PARKER to the Town Planning Institute, London.*

BRIEF SURVEY OF CITY AND REGIONAL PLANNING IN THE UNITED STATES, 1929¹

By THEODORA KIMBALL HUBBARD
Hon. Librarian, American City Planning Institute

(For the List of Plan Reports for 1929, see page 236)

A GAIN the Survey may appropriately be briefer than in earlier years because of the recent summing up of planning progress in the United States in the book "Our Cities To-day and To-morrow," published last October as a result of the Harvard Field Study. The Survey for the year 1928 contained some preliminary analysis of the field study returns, pointing out various highlights and various obstacles, certain accepted objectives and certain unsolved problems, conspicuous in the mass of information gathered.

Looking over the constructive work in city and regional planning which is now going forward in the United States, certain trends are clearly observable,—trends which have been crystallizing into accepted theory and practice only within the last three or four years.

Perhaps the most generally recognized principle in present-day planning is the insistence on study of regional considerations for the solution of local problems, and the production of *master plans for the larger entities* of the county, the metropolitan district, or even the interstate region. This recognition of logical rather than political boundaries in planning, even though experimentally approached through the larger political units, is bound to result in a far more permanent type of land development for human use than under the individualistic methods of a few decades ago. Bound up with the broader basic viewpoint has come the study of *balance* of distribution of urban population, and—very lately—some recognition of the fact that the total space at the disposal of a community is usually adequate, and that therefore overconcentration in central areas is not necessary.

Several significant studies of *neighborhood units* and of the problems of space, light, and air surrounding dwellings indicate a new attitude in planning,—from the heart and home outwards, so to speak,—at the other end of the scale from master planning, and essential to be developed coincidentally. Another trend manifests itself in appeals for the *preservation of community character*, by nurturing local individuality and interpolating open development areas and parks, in contrast to the indefinite spread of standardized urban

¹This is the sixth of the series of Surveys in CITY PLANNING, which continues the series carried in *Landscape Architecture* from 1912 to 1924, covering the period from 1910 on. No attempt has been made to include here the important field of housing covered so well by Mr. Lawrence Veiller in the files of *Housing*. The legislative history of the year 1929 has already been summarized by Mr. Frank B. Williams in CITY PLANNING for Apr. 1930.

development. Even more marked is the trend toward municipal and county control of land subdivision and the *comprehensively considered platting* of undeveloped areas, within and beyond municipal boundaries.

In dealing with the complicated problems arising from the vast increases in *motor traffic*, *new methods* are being recognized as essential: the segregation of heavy traffic and fast light traffic, the separation of grades at major intersections, the provision of regional super-highway routes, and, just recently, the intelligent analysis of physical plans in relation to traffic control. To relieve excessive vehicular congestion in central business areas, *mass transportation is being encouraged*, and regional transit conditions studied specifically with regard to efficiency of street use.

Out of popular enthusiasm for zoning and conservative head-shakings over its misapplication has come a growing realization that zoning must first be comprehensively conceived and then comprehensively administered: space requirements for uses and the ratio of building bulk to street space must be logically studied in advance; and in the operation of a zoning ordinance, those familiar with comprehensive planning considerations must watch constantly that the logical and comprehensive character of the ordinance and map be not destroyed by a nibbling process on the representations of those who see only the individual case.

Public provision for outdoor recreation spaces shows a decided trend toward a greater number of *neighborhood play centers*, frequently combined with schools, and toward *regional parks*, to which motorists may go for rest or sport.

Public eagerness for airports scarcely yet feels the restraining counsel of city planners and a few others who realize that *airport location* in relation to urban land use and local transportation is of supreme importance in the future success of air transport.

In the establishment of a *sound legal and constitutional basis for planning*, there is a decided effort to secure enabling legislation suited to modern planning needs and procedure, and a marked trend on the part of the courts to demand that, for community welfare to be recognized as paramount, planning and zoning must be reasonable and comprehensive.

One of the most distinguishable trends in the work of planning advisers is coöperation with municipal officials in the preparation of *capital fund budgets* for planned construction programs. In plan reports these tentative budgets are being used as *economic arguments for comprehensive plans*, and the type of data contained therein is being combined in public educational campaigns with social facts to fortify the case for planning.

In the last few years, *research*, recognizing the fundamental social basis of planning, has endeavored to formulate *constructive rather than minimum standards*, which may be used as a reasonable point of departure in the drafting of local plans and regulations by which future physical development may be molded.

Turning now to the quantitative aspects of planning progress,—during 1929 the Division of Building and Housing of the Department of Commerce made a careful revised tabulation of city planning commissions in the United States, issued at the close of the year, and also, more recently issued, a survey of zoning ordinances covering the years 1928 and 1929, from which we may draw a number of interesting statistics and facts. In the 1929 Tabulation are listed 691 communities reported to the Division as having official planning commissions, although in this number are included certain places where planning is carried on not by a separate planning commission but as a function of an official zoning commission, park commission, or other similar board. To the 691 official bodies might be added 41 committees or groups, reported to the Division as functioning in an unofficial capacity.

The Zoning Survey reveals that the 183 municipalities that enacted zoning ordinances during 1928 and 1929 increased the total number of zoned cities, towns, villages, boroughs, townships, and counties to 856,—located in 44 states and the District of Columbia and having a total population of more than 39,000,000. While zoning is authorized in the four remaining states, Montana, New Mexico, Vermont, and West Virginia, no municipal ordinances had been actually adopted up to the close of 1929. It is also worth noting that in addition to 183 new ordinances, amended or revised ordinances were adopted during 1928 and 1929 in 127 other municipalities.

Taking the zoned municipalities by population groups, 60 out of 68 largest cities (over 100,000 population) are zoned, while 81 cities between 40,000 and 100,000 have zoning ordinances. At the other end of the population scale, 362 municipalities having less than 5000 population are found to be zoned. Among the states with large numbers of zoned municipalities, New York is first with 143 cities, towns, and villages. Then, in order, follow New Jersey, with 104; California, with 80; Illinois, with 78; Massachusetts, with 68; and Pennsylvania, with 57. Of the states where zoning is less general, Arizona, Arkansas, Kentucky, Louisiana, and Maine had 2 each at the close of 1929; and there was only one zoned municipality to be found in Delaware, Mississippi, Nevada, South Carolina, and Wyoming.

Looking back over the statistical paragraphs in the Annual Surveys of past years as given in *CITY PLANNING*, it is clear that steady growth in the establishment of planning commissions and the passage of zoning ordinances may be anticipated in the next few years, perhaps at a less accelerated rate, but even more firmly rooted in the structure of municipal government.

Outstanding Events of 1929

The maintenance of prosperity by work was the keynote of President Hoover's economic plan at the national business conference last December; and, to promote this program, industrial leaders, public service corporation chiefs, states, and municipalities have pledged coöperation. In carrying out

programs of public works, however, the most lasting results will be achieved by those states and communities which have already made comprehensive plans for the phases of work undertaken. Distinguished state highway plans such as those of New Jersey or California are ready at hand for the economical relief of unemployment. The appropriations made by Congress in 1928 and 1929 for public buildings and parkways in the National Capital advance the development of the most completely planned city in our country.

Perhaps the outstanding event in planning during 1929 was the public presentation on May 27 of the Regional Plan of New York, and the subsequent publication of its first Plan Volume. The successful work of the Chicago Regional Planning Association received publicity and appreciation in October through the visit of the American Civic Association during its Traveling Annual Meeting. The current prominence of regional planning accords with the trend, verified by the National Association of Real Estate Boards in typical cities (including Chicago), that suburbs are growing faster than their central cities, thus making inter-community coöperation essential. The establishment in 1929 of the Hamilton County (Ohio) Regional Planning Commission is a major event, growing out of the fruitful work of the United City Planning Committee of Cincinnati, which has extended its influence across state boundaries into Kentucky.

The recent failure of the public, after long years of support, to vote bond issues in Chicago for Plan Commission projects indicates the baneful influence of unsound politics, and contrasts with the emphatic approval in Cincinnati of recent bond issues under the present efficient municipal management. No more striking fact has been reported in 1929 than that from Cincinnati, where, "although during the past three years more street improvement work was done than in any ten years of the city's previous history, the administration actually managed to cut the tax rate last year and reduce the amount of outstanding bonds." It will be remembered that Cincinnati is a leading exponent of capital improvement budgeting,—a phase of municipal administration which is increasingly commending itself to those drafting city plans.

The Detroit Bureau of Governmental Research in 1929 issued a revised ten-year improvement program for Detroit; and for Schenectady a Capital Budget Commission prepared a long-term financial and improvement program. The conference held under the auspices of the Chamber of Commerce of the United States in April, 1929, featured long-time capital expenditure programs and the relation of business groups to city planning and financing. Among the comprehensive plans for the year, New Rochelle's twenty-year budgeted program is noteworthy.

In few recent years has there been published so large a group of significant comprehensive plan reports, for various sizes and types of communities, showing the alertness of planning commissions and city planners to recent

improvements in methods of preparation and presentation of material,—in their own work and that of others,—and the incorporation of these in current publications.

Emphasis on research has been a characteristic of 1929. Mr. Lawrence Veiller's discussion of Light before the National Conference on City Planning indicated that the studies of the Regional Plan of New York along this line are by no means ultimate; and the possibilities of Mr. Harland Bartholomew's subject at the same conference—Street Replanning in Business Districts of Large Cities—must have prompted the National Association of Real Estate Boards to secure him as adviser on the City Planning Committee's research on the effects of street widening on real estate values. The great new contribution to opportunities for research lies in the establishment in September, 1929, by Harvard University, of a separate graduate School of City Planning,¹ enlarging instruction long given at Harvard and laying out a program of special researches² by eminent men engaged in phases of planning work. In 1929, too, the city planning field study financed by the Milton Fund of Harvard University was consummated in the volume by Hubbard and Hubbard entitled "Our Cities To-day and To-morrow: a Survey of Planning and Zoning Progress in the United States."

Following close after the death of Charles B. Ball of Chicago, the year 1929 was marked by the loss of an unusual number of distinguished pioneers in the planning field: Professor James Sturgis Pray of Harvard, Milton B. Medary and Andrew Wright Crawford of Philadelphia, Henry Ames Barker of Providence, and William D. Hudson, the transport engineer,—unhappily all men taken before their time.

Publicity for Planning

Through the Planning Foundation of America some additional publicity for city and regional planning has been secured during 1929; and inspired by the frequent news releases of the National Association of Real Estate Boards, many columns in newspapers all over the country have been devoted to planning topics. The annual meeting of the Mortgage Bankers Association of America, through the address by Mr. Bartholomew, promoted another angle of planning publicity. At the Boston meeting of the American Society of Civil Engineers in October, a session of the City Planning Division gave prominence to city planning education, both for the professional city planner and for the public official and the citizen. At the National Conference on Improving Government held in Chicago, under the auspices of the National Municipal League, special publicity was given to Mr. Harold S. Buttenheim's

¹ See notice in *CITY PLANNING*, Oct. 1929.

² For a notice of the researches initiated in 1929 to be published in 1930, see *CITY PLANNING*, Jan. 1930, p. 71.

discussion of housing and city planning, following close after his much quoted Buffalo paper before the National Conference on City Planning, "Where City Planning and Housing Meet." In looking over the file of *The American City Magazine* for 1929 one is again impressed by the immense contribution which its Editors are making to a public understanding of sound planning principles.

The American Civic Association has this past year done notable service in its publication of the Civic Annual and "What About the Year 2000?", in addition to its Regional Planning pamphlet and other usual publications and activities. In California, where publicity for planning is conspicuously successful, a new local civic association is reported from San Diego, which has a comprehensive plan ready for further citizen support. The City Planning Manual for California, sponsored by a Committee of the California Real Estate Association and other organizations, for use in schools and educational campaigns, is well under way, in the hands of Messrs. Stephen Child, chairman, and Bryant Hall, editor. A civic improvement campaign in Dallas County is being led by the Kessler Plan Association which is also promoting planning knowledge in other parts of Texas. The City Plan Commission of Evansville, Ind., has conducted its second civic beautification campaign, following up the success of the first in 1928. The long continued and successful educational work in Johnstown, Pa., has called forth so many outside requests for information about methods and results that the Chamber of Commerce has recently issued a little summary pamphlet for general distribution.

Several new local bulletins or news sheets have come out in 1929: *Salient Facts*, from the Board of Public Land Commissioners of Milwaukee; *Plan-A-Kron*, from the City Planning Commission of Akron; and *Regional Plan News*, published monthly by the Regional Plan Association of New York. This Association, formed in 1929 to further the carrying out of the great Regional Plan, has secured a notable amount of national press publicity, in addition to face-to-face work in the New York Region. Perhaps the greatest amount of space on any planning topic in the press for 1929 has been devoted to the development of our National Capital, to which the approaching 200th anniversary of the birth of George Washington gives a heightened public appeal. An up-to-date means of promulgating the Plan of Washington has been the moving picture prepared at the instance of the Secretary of the Treasury, and shown during 1929 in many cities all over the country.

State Activities

The tercentenary of the founding of Massachusetts Bay Colony naturally draws attention to what may be found in Massachusetts. The 1929 annual conference of the State Federation of Planning Boards, held in Fitchburg, showed that even though some boards may be scarcely more than nominal under the compulsory act, many are awake and interested: as against over 90 "active," Mr. E. T. Hartman, State Visitor, reports 19 dormant boards

in his annual summary for the State Division of Housing and Town Planning. An important Massachusetts planning publication of 1929 is the report of the Governor's Committee on Needs and Uses of Open Spaces, which outlines a system of recreational areas, continuing the work of a joint unofficial committee.

More striking, because of the wonderful variety of scenery, and because of the bond issue already voted for park acquisition, is the California State Park Survey, prepared by Mr. F. L. Olmsted for the California State Park Commission, also published in 1929. Planning activity in California becomes constantly more widespread, continuing a history of over twenty years of growth. It is fortunate that we now have a summary, prepared by Mr. Bryant Hall, research engineer of the Los Angeles County Regional Planning Commission, for the State-wide City Plan Conference at Fresno in February, 1929, which gives us the leading events since Spanish colonial days.

The annual conference of The Pennsylvania Association of Planning Commissions held at Williamsport, also in February, was full of interest, and its proceedings in a bulletin "Planning Whys and Otherwise," edited by Mr. F. J. Mulvihill, Chief of the State Division of City Planning and Municipal Engineering, contain a great variety of subjects arising from state and local progress. The Ohio State Conference on City Planning held at Toledo in October, 1929, with a distinguished program, elected Miss Charlotte Rumbold of Cleveland as its new president,—especially appropriate because of her long and valuable service to the cause of planning in Ohio. At this meeting a large delegation invited from Michigan gave promise of the formation of a similar state planning conference in Michigan, which is just now being initiated. In the New York State Board of Housing report in 1929, zoning and planning are mentioned as important incidental factors in producing good housing, but emphasis in the Board's actual work has been laid on rehousing in congested central areas, especially in the City of New York.

It is notable that planning in Rhode Island, our very smallest state, has been progressing, so that in 1929 it was reported that more than half the population of the state lives under zoning laws. One of our largest states, Montana, hitherto inactive in planning, passed in 1929 a zoning enabling act, due to the efforts of a recently formed State Association of Real Estate Boards. Through the constructive work of the planning commissions of Fargo and Bismarck, North Dakota also secured enabling legislation in 1929. The Alabama Real Estate Association has given its support toward the passage of a state enabling act; and in Arkansas enabling legislation has already been passed, which gives firm foundation to the strong revival of city planning in Little Rock, the state capital. Wisconsin's creation of the office of state director of regional planning is especially significant;¹ and Colorado's comprehensive enabling act of 1929 gives a stimulus to work in a state now promi-

¹See CITY PLANNING, Jan. 1930, p. 43. The director's duties are to promote local cooperation, disseminate planning information, and cooperate with state commissions of conservation and health in recreational plans and lake and stream platting.

ment on account of the visit of the National Conference on City Planning. The recent history of planning in Colorado is already familiar to readers of CITY PLANNING from the special articles in the issue for April, 1930.

Regional and County Planning

The fruits of the Regional Plan of New York, presented as a whole for the first time in 1929, have been ripening in the New York Region and beyond for several years. The formal conclusion of the original Committee's constructive work was marked by the establishment of the guiding and publicity organization already referred to; and both by the Sage Foundation's Committee on Regional Plan and by the new Regional Plan Association,¹ Mr. Thomas Adams has been retained in a consulting capacity, after his tremendous task of bringing out the Survey and Plan is concluded. All but the sixth Survey volume and the Plan Atlas have now been published, two very important Survey volumes and the Plan itself having appeared in 1929. In addition, sponsored by the Plan organization, an attractive popular volume,² by the news writer Mr. R. L. Duffus, is being used to arouse general interest and simplify the proposals of the Plan in the public mind.

In all the Region, Westchester County is most enterprising in local planning, originally from the joint stimulus of the Westchester County Park Commission and the Regional Plan, and now directly from the successful Westchester County Planning Federation which, at the end of its third year, includes communities containing 77 per cent of the county's population. In New Jersey, Passaic County, already active in park development, is being aroused by the Planning Association to support the preparation of a master plan. Mercer County, N. J., has appointed a County Planning Commission, adequately financed by the Board of Freeholders, and secured the services of Mr. R. V. Black to prepare a comprehensive county master plan, including all phases except county zoning for which there is no authorization in New Jersey. Mercer County thus joins the very small but growing band of counties having official, well supported planning organizations.

The added funds and enlarged staff of the Regional Planning Federation of the Philadelphia Tri-State District, with a board of distinguished consultants, have enabled the Federation to proceed steadily, so that it is expected that by January, 1931, the Plan will be ready for public presentation, after the preliminary consideration now being given it by local planners in the District. Publicity literature has been issued to explain what the Plan will contain, of which "How to Plan for Your Comfort, Happiness, and Prosperity" is the most recent example. By act of the Delaware Legislature, a regional

¹George McAneny, President; George B. Ford, Director.

²See review in CITY PLANNING, Apr. 1930.

planning commission for Wilmington and vicinity has been appointed and is giving serious study to regional problems, looking to the establishment of a permanent commission for this important area of the Tri-State Region.

Although Erie County in New York again in 1929 failed to make an appropriation for the support of the Niagara Frontier Planning Board, the Niagara Frontier Planning Association has continued the activities originated by it but subsequently shared by it with the Board. The Association's successes and its recent fruitful coöperation with the Niagara Frontier Bridge Corporation in the development of the region and especially of Grand Island, are described on page 226 of this issue. The region of Rochester is now served by the official Monroe County Regional Planning Board, established on December 30, 1928, and organized in May, 1929, with appropriations from the County Supervisors for both 1929 and 1930.

From Ohio it is reported that the Regional Highway Plan of Cleveland, drawn up under the direction of the Cleveland Highway Research Bureau, is being adopted and enforced locally. Plans for the Akron Water Supply Region have been prepared during 1929 by Mr. Warren H. Manning. The important Ohio event of 1929 was the establishment of the official Hamilton County Regional Planning Commission¹ crowning the unofficial regional educational campaign led by Cincinnati. Across the Ohio River in Kentucky, Covington and Lexington are each working through City Planning and Zoning commissions (advised by Mr. L. Segoe of Cincinnati) for comprehensive city and regional plans and zoning ordinances which do not differentiate between the city area and the region outside, since each commission has the same powers inside and outside, limited only by county boundaries,—a novel instance of initial official planning of combined city and regional areas.

One of the most significant events of 1929 in the Detroit Region was the appointment of a Citizens' Advisory Park and Planning Committee by the Oakland County Road Commission to assist in working out a general county plan with special emphasis on a parkway system modeled on that of Westchester. In the planning of larger regions, the increasing popularity of horse-back riding is attested by the study prepared for the Horse Association of America by Mr. Manning in the form of a plan for an Allegheny Region Bridle Path System.

The high ideals of regional coöperation promoted by the Chicago Regional Planning Association were set forth in a notable address by Mr. D. H. Burnham, Jr. (from which an excerpt appeared in *CITY PLANNING*, July, 1929), evidence of the good sense and practicality which have enabled the Association to work effectively in the great Chicago Region. It will be enormously interesting at the end of the next five years to compare the ultimate achievement from the apparently more opportunistic methods of this Association with

¹ See *CITY PLANNING*, July 1929, p. 189.

results from published comprehensive regional plans. Joint sewage works planned for the Twin Cities are the first major result of metropolitan studies of the Minneapolis-St. Paul unofficial regional organization. In Missouri, St. Louis County is to have a comprehensive road and highway plan, initiated late in 1929, with the advice of Harland Bartholomew & Associates, the official consultants of the City of St. Louis.

In California, both Los Angeles and Santa Barbara counties report substantial progress. The Regional Planning Commission of Los Angeles County has issued the first section of its comprehensive regional plan of highways, covering the San Gabriel Valley, and officially approved by the County Board of Supervisors and all the local official agencies concerned. Not only the highway skeleton, but standards of land subdivision and apportionment of areas for individual development are considered in the report, in addition to the county railroad grade crossing situation. The most vital effort of the Santa Barbara County Planning Commission has been directed toward a scheme of county zoning, coördinated with the preliminary master highway plan, which will preserve the scenic assets of this beautiful residential county, seriously threatened by the speculative activities of oil prospectors. Survey work and a campaign of public education are carried on continuously by Mr. L. D. Tilton, the County Director of Planning.

Except for the long established planning work for the Boston Metropolitan District, regional planning has taken little hold in New England. The chief work of the Metropolitan Planning Division appears in a series of important recommendations made in 1929 for metropolitan highways, and in completed sections of main routes previously undertaken. At a regional planning conference held at the State House in Boston in May, 1929, there were representatives from the six New England states, but no official organization or program has yet been reported. It is interesting to learn that in Rhode Island there is a proposal afoot which recalls the joint regional committees of England,—the Middletown Town Council having voted to ask coöperation with its insular neighbors, Portsmouth and Newport, in a joint planning board.

While the presentation of the Plan of the National Capital is really the first planning event of 1930, it followed so soon after the close of 1929 that it must not escape mention as a landmark in the regional studies of the National Capital Park and Planning Commission. The publication in 1929 of the Commission's technical report, as a separate appendix to its usual annual account of progress, makes apparent the thoroughly regional scope of its work. With the successful activities of the Maryland-National Capital Park and Planning Commission on the north—about to crystallize in a preliminary master plan—and, in Virginia on the south, the more recently initiated work of the Arlington County Zoning Commission now under way, and the prospects of a state act authorizing comprehensive planning work by

a Virginia Park and Planning Commission, the launching of the National Capital Plan becomes a tri-state enterprise of equal interest to suburban dwellers and to citizens of the whole United States.

Comprehensive Plan Reports

It is appropriate that the Denver Plan, Volume I, should receive first mention because of its timely appearance for the use of visitors to Denver during the National Conference on City Planning. In it are developed the previously published preliminary reports on major streets and on recreational facilities, prepared by McCrary, Culley and Carhart, and S. R. DeBoer, together with boulevard and park plans,—which the Denver Planning Commission terms the “three primary elements” of future planning, since Denver is already well zoned and has a stately civic center.

Two of the handsomest comprehensive plan reports of the year are those for Houston, Tex., and Roanoke, Va. The Houston report to the City Planning Commission by Hare & Hare, published by the Forum of Civics, lays the plan before the citizens for public discussion, including a zoning ordinance and suggestions for financing. The attractive and clear presentation of matter and illustrations, and the notable progress of Houston in planned park and school development, should secure a most favorable public reception for the plan. The Comprehensive City Plan for Roanoke, prepared for the City Planning and Zoning Commissions by John Nolen and associates, is distinguished not only for its general content and appearance but especially for its plans and illustrations, even the colored ones exceptionally well reproduced. This plan, which has been officially adopted, is being followed up by active citizens' committees. Also prepared by Mr. Nolen and his associates, and with some of the same effective poster-diagrams, is the Comprehensive Plan for Lancaster, Pa., which made a special public appeal as part of Lancaster's 200th anniversary celebration; and for this reason the report includes an illustrated historical introduction.

For its unique form and for the holiday character of its subject, there is no more delightful 1929 report than the Plan of Palm Beach prepared by Bennett, Parsons & Frost, and presented by the Garden Club of Palm Beach to the Town Council, by which it has been officially approved. Prompted by the conflict between motor transportation and leisurely recreation caused by the increasing popularity of this Florida resort, the plan aims to preserve and increase natural beauty and to develop opportunities for pedestrian enjoyment, providing for trails along which walkers or those in wheel-chairs may linger over the beauties of garden, lake, and ocean scenery without grade crossings at traffic streets, and also for handsome gardens and bathing beaches, to be held by the public as rising land values force the hotels to diminish their surrounding open spaces.

The General Village Plan of Birmingham, in Michigan, drawn up by Arthur C. Comey for the Village Planning Commission, is a brief, sensible report on a rapidly growing suburb of Detroit, which must take forethought if it is to preserve its present residential individuality as urban growth creeps out the Detroit super-highways. Other small communities contemplating the publication of a report would do well to study the form of Birmingham's, especially the pithy statements in bold type repeating key sentences from the text, sure to make a sound popular appeal.

Two thoroughly studied and well presented reports, but less popular in form, are from the office of Jacob L. Crane, Jr., for Kalamazoo, Mich., and for Aurora, Ill., a suburb of Chicago,—both especially interesting because for cities of under 75,000 population (Kalamazoo having 70,000 and Aurora 48,000), both expected to double by 1960. In Kalamazoo the most pressing problems are elimination of railroad grade crossings and zoning revision, which should include supplemental building lines. The subdivision regulations given have already been adopted with county coöperation. The key problem in Aurora is the development of the local road system to avoid conflict with the heavy through traffic to Chicago, as well as that along the Fox River Valley. Street car re-routing has alleviated somewhat the street congestion in the central district, and regionally considered by-pass highways can do more. Re-zoning has achieved the reclassification of nine miles of "over-zoned" business frontage. Special opportunities for a riverfront civic center suggest the improvement of the appearance of private building development through an advisory architectural committee.

In picking up the New London Plan, prepared by Herbert S. Swan and associates for the Planning Board of New London, Conn., we feel almost that we have an historical or topographical book full of pleasant little sketches,—one which must be really read to be appreciated. Its literary form is no doubt calculated to accord with the historic character of the city, an asset which must be preserved as its business and commerce grow. The present use of New London Harbor by the U. S. Navy suggests the major thesis of the plan: the development of New London as a steamship terminus similar to Plymouth, England, thus cutting ocean distance. The other report prepared by Mr. Swan and his associates for a Connecticut city deals with the "Plan of a Metropolitan Suburb, Stamford," originally accepted by the Town Plan Commission in 1926, but only recently published. Like Aurora, Ill., Stamford has an acute problem of traffic congestion on its central streets through which metropolitan traffic pours, making the convenience of the street plan of paramount importance. The land subdivision regulations are, as usual in Mr. Swan's reports, effectively presented with useful annotations. The illustrations in the report are to the point, but there is naturally less historical matter than in the New London report.

Somewhat in a class by itself—as a study of one political subdivision of the city of New York—is the Initial Report of the Queens Planning Commission, appointed by the Borough President to make comprehensive recommendations for “the fastest growing civic development in the world.” Taking advantage of the studies of the Regional Plan, this report sketches needs and possibilities, with numerous effective illustrations.

As one of the largest communities in the State of New York to adopt an official plan, New Rochelle is also distinguished for the popular enthusiasm aroused for its comprehensive development. The City Plan and Twenty-year Program of Public Improvements for New Rochelle begins with a briefer general report by the Technical Advisory Corporation, followed by technical appendices signed by George B. Ford. The city is largely residential, served by Westchester County parks, and has exceptional advantages for the creation of a fine recreational waterfront and civic center. In the facts collected for the trial budgeted program, the data on relative assets of apartments and single dwellings to the city treasury are interesting,—apartments properly spaced being accounted more profitable. Beside New Rochelle, several other Westchester municipalities have adopted “amended official maps” showing comprehensive highway and park plans, under the New York planning law.

During 1929 the official adoption of the comprehensive plan for Des Moines gave a great stimulus to public interest, as we see from the notable series of articles on Des Moines in the early pages of this issue. The plan for Jacksonville, Fla., completed in 1929 by George W. Simons, Jr., and the plan drawn by Bennett, Parsons & Frost for Lake Forest, Ill., have both received official approval and been formally adopted. The published scheme of reclamation and development for the shallow submerged areas along the Newark Bay waterfront of Bayonne, N. J., prepared by Harold M. Lewis and Charles Herrick for the City Plan Commission, was officially adopted on January 30, 1930, and promises an interesting expansion of residential and recreational facilities, linked to state highway plans in connection with the new Kill van Kull bridge.

Among the annual reports issued in 1929 by active planning commissions working toward comprehensive plans, the Providence compilation, 1922-1929, is conspicuous, both because of the permeating personality of the chairman, the late Henry A. Barker, and because of operation of zoning and the initiation of the thoroughfare plans. Progress on preparing a thoroughfare plan and the passage of a volumetric zoning amendment mark the fifteenth annual report of the Boston City Planning Board. The attractively presented annual of the Los Angeles Board of City Planning Commissioners states that zoning and re-zoning studies have tended to preclude progress on comprehensive plans, although master plan work is nevertheless proceeding. In the recently published annual report of the Detroit City Plan Commission covering 1928, substantial progress is recorded in carrying out the Detroit Master Highway

Plan, port development is urged as an integral part of comprehensive planning, and further zoning studies are reported, looking toward the ultimate passage of an ordinance. The Chicago Plan Commission's annual summary for 1928 is an alphabetical stock-taking, indicating what should be accomplished before the centennial in 1933.

Milwaukee and Cincinnati publish the annual reports of planning work in interesting general volumes of municipal activities,—the Milwaukee report for 1928 stating that the work of the planning body, the Board of Public Land Commissioners, has increased 25 per cent over the previous year. The important point in the Seattle City Planning Commission's annual report of January, 1929, is the recognition of a need for a master plan, since without it current work is losing full effectiveness. In the annual summary by the Portland (Ore.) City Planning Commission of its work in 1929, attached to *Plan-It* for January, 1930, special emphasis is laid on waterfront development and on street extensions and widenings now going forward.

Published in a local newspaper, the plan prepared by Professor Donald S. Gates for Hays, Kan., has interest for the readers of CITY PLANNING because of his account (in the issue for April, 1929) of the survey and planning work undertaken by his students at the college there and because the community is smaller than many western cities which have seen the wisdom of advance planning.

Among the reports on comprehensive plans already edited and in course of publication are those from the Bartholomew office for Cedar Rapids, Ia., Knoxville, Tenn., Louisville, Ky., New Orleans, La., and Sacramento, Calif. For University City, Mo. (Bartholomew), and Princeton, N.J. (Black), plans are also reported prepared. Rochester, N. Y., San Antonio, Tex., Tulsa, Okla., and Springfield, Mo. (Bartholomew), are now engaging in the preparation of comprehensive plans. And similarly in progress are plans for: Kansas City, Mo., Oklahoma City, Okla., and Lawrence, Kan. (Hare & Hare); Little Rock, Ark., Sharon, Pa., and Clewiston, Fla. (Nolen); Lake Wales, Fla. (Olmsted Brothers); Milford and Waterbury, Conn., and Red Bank, N. J. (Swan); Bedford, Irvington, New Castle, Ossining, and Tarrytown, N. Y., and Ridgewood, N. J. (Technical Advisory Corporation); Ramapo, N. Y. (Goodrich); Pontiac and Saginaw, Mich. (Phillips); Lexington and Covington, Ky., and Middletown, O. (Segoe); Phoenix, Ariz. (Child); and Falmouth, Mass. (A. A. Shurtleff). In this list of comprehensive plans in preparation we cannot fail to be struck by the variety of location, size, and character of the communities concerned.

Platting and Community Patterns

In the last few years, notably in the building of Radburn and in the theoretical study by Mr. Whitten, made jointly for the Regional Plan of New York and Syracuse University, there has been an intensive consideration of

the *neighborhood unit* and of community patterns, other than the stereotyped street and block arrangements which have produced social and economic losses. During 1929 Mr. Henry Wright summarized for the American City Planning Institute his conclusions from earlier studies and from Radburn and now has given us in published form "Some Principles relating to the Economics of Land Subdivision," his study of patterns which may yield a better arrangement of land for residential use without increase of cost. The progress of Radburn itself has drawn the attention of many eyes, as houses become homes and community life gets under way. The annual report of the City Housing Corporation for 1929 is of particular interest because of its data on Radburn, and also Mr. Louis Brownlow's paper on Radburn's management problems at the Buffalo Conference.

Two more or less direct offspring of Radburn appear, first, in the plan of "Belle Village" at South Bend, Ind., laid out by Messrs. Phillips and Augur for the Colpaert Realty Corporation, comprising a 40-acre unit actually being constructed as an initial experiment, and, second, in the theoretical plan for a quarter-sectional development as a neighborhood unit, designed by C. B. Bennett, city planning engineer, for the Milwaukee Board of Public Land Commissioners,—this Milwaukee plan showing an estimated saving of \$388 in the cost of improvements for a 60-foot lot over that in stereotyped local subdivisions.

The seventh volume of the Regional Plan of New York, which appeared in 1929, constitutes the largest contribution to the theory of planning low-cost residential areas since the publication of the United States Housing Corporation Report in 1919. The Regional Plan book contains three monographs: Mr. Perry's "Neighborhood Unit," "Sunlight and Daylight for Urban Areas," by Messrs. Heydecker and Goodrich, and "Problems of Planning Unbuilt Areas," by Messrs. Adams, Bassett, and Whitten. Neighborhood consciousness, light and air, and sufficient spaciousness are keynotes of the studies, which are of direct social import. Spaciousness, again, is being stressed by the Editor of the *American City* as a quality of human environment which we cannot afford to disregard.

The study of requirements in municipal regulations for the control of land subdivision, recently published as part of the Harvard Field Study, showed a great variation in minimum lot units. As against certain more niggardly traditions, it is interesting to see that the recently revised Los Angeles County regulations set 5000 square feet (or 50 x 100) as a minimum standard, while the small community of Santa Maria in Santa Barbara County has passed an ordinance making standard the 60-foot lot unit, which is now the generally accepted standard of that county through coöperation of the County Planning Commission and real estate operators.

Of the platting regulations issued in 1929 in a form available for study, those of Los Angeles County, Wichita, and Des Moines have already been

summarized in the pages of CITY PLANNING. Jackson, Mich., has also issued a mimeographed folder, entitled "Essentials of Street Layouts and Platting Regulations to insure public and private economy," giving the regulations to be followed in accordance with the adopted major street plan. The revised subdivision rules of the Cincinnati City Planning Commission, superseding those of 1925, contain illustrated suggestions for platting land in conformity with principles drawn from the Commission's experience. Another printed set of rules, adopted in September, 1929, by the City Planning Commission of Erie, Pa., is a useful subdivision guide, carefully worked out for the convenience of developers.

Zoning

The report on zoning standards and principles being prepared for the American City Planning Institute by Mr. Bettman and his committee is still under discussion: for it the observations of many minds on zoning in action are being sifted in order that constructively workable and practicable standards may be evolved.

In the trends of thought on zoning problems noticeable in the articles and reports of 1929, three points seem outstanding. The first relates to height: on the one hand a willingness to consider building volume in relation to the capacity of the community plan, as in Mr. Bibbins's studies for the Detroit Edison Company, first published in 1929, or in Boston's volumetric provisions in the revised zoning law; on the other hand a pressure for ever greater heights, as in Chicago and other metropolitan cities. The second point arises in discussions of automobile parking, and reveals pressure from the automobile interests and others, for the revision of zoning restrictions on garages in business and apartment districts in order to provide off-street storage. The third conspicuous trend is the demand for single-family house districts in zoning ordinances, particularly significant because of the marked increase of apartment-house dwellers in this post-war period.

From the business and economic point of view, greater emphasis than ever has been placed on zoning. The Civic Development Department of the Chamber of Commerce of the United States has circulated widely a Zoning Statement, prepared by Gardner S. Rogers, based largely on the Department of Commerce Standard Act, and intended for chamber of commerce and civic use. The National Association of Real Estate Boards has devoted space in its Home Builders' and Subdividers' volume to the economic effects of zoning, summarizing studies by W. L. Pollard, chairman of the California Board's committee. One social-economic aspect of zoning has been brought out in the annual Milwaukee report of municipal activities,¹ in the

¹ 1928, p. 50.

suggestion that an effort be made to educate the army of renters in the fundamentals of zoning, since few landlords have shown themselves forward in the improvement of a zoning ordinance!

Several of the zoning ordinances passed in 1929 are for cities where there has been a long struggle to achieve zoning, as in Cleveland, or where new legislation is just being availed of, as in Dallas, Fort Worth, and El Paso, Tex. A comprehensive ordinance by Rochester, N. Y., supersedes use zoning, and similarly in New Orleans, a complicated piecemeal set of ordinances is supplanted by comprehensive regulations drawn in accordance with the city plan in course of development. In the Pacific states, Sacramento and Spokane have enacted zoning ordinances, and in Georgia, Brunswick has a municipal ordinance articulated with Glynn County's; and Atlanta has a new ordinance and is seeking zoning powers for Fulton County. Youngstown, O., and Enid, Okla., are noticeable, and many small communities in New York, New Jersey, Pennsylvania, California, and Michigan will be found added to the lists in 1929.

Two examples of inter-community coöperation in zoning happen to have been given publicity: in New Jersey the joint meeting of the zoning boards of the Oranges and Maplewood held to secure uniform rules of procedure and common consideration of cases near boundary lines; and in Illinois the work of the regional planning and zoning committee of Moline, East Moline, Silvis, and vicinity, resulting in the adoption of a well considered ordinance for Moline before the close of 1929. The wave of interim zoning ordinances adopted in the Ohio-Kentucky region tributary to Cincinnati, Covington, and Lexington is an evidence of regional interest and coöperation. County and state efforts to control, through zoning, rural areas affected by main highways are still in a tentative and experimental stage, as in the proposed Santa Barbara ordinance, and the highway zoning bills which have not yet met with legislative approval in Connecticut or Massachusetts.

Among the zoning publications of 1929, there are two well worth study from the Los Angeles County Regional Planning Commission: the fourth report of the Zoning Section, stating that fourteen cities have adopted the standard symbols (published in CITY PLANNING, January, 1929) and the excellent Guide to Los Angeles County Zoning Ordinance which contains two striking diagrams, showing how the zoning ordinance provides for changes and exceptions, and how a community may secure zoning.

Major Street Plans and Traffic Relief

The Secretary of Commerce has continued to recognize the urgency of traffic problems by appointing a new committee on the relief of traffic congestion, headed by Mr. E. J. Mehren, long editor of the *Engineering News-Record*, to work as part of the National Conference on Street and Highway Safety and supplement the studies of two other committees recently appointed, including one on the protection of railway grade crossings and major highway intersections.

The congestion in the streets of Manhattan, said to cause a loss of some \$500,000,000 annually,¹ and similar congestion in other cities where the load upon the land is too heavy or the street system poorly planned, receive constant publicity and give rise to surveys and experiments, many of which do not attack the root of the problem, which lies in the relation of street capacity to building population. From a slightly different angle, Dr. McClintock of the Erskine Bureau at Harvard, in a report to the American Institute of Architects, after discussing the limitations of sidewalk capacity, points out that there are many locations in office building districts in the United States where this convenience factor has been exceeded and where a continual piling up of demands by additional structures can only have the effect of discouraging full use of the structures on sites adjacent to these areas. Relief of vehicular congestion in streets in business districts, Dr. McClintock feels, should be sought in greater use of sidewalk arcades and of "integral garages" built into or adjacent to office buildings after proper adjustment of zoning regulations.

In the address on basic regulation principles given by Colonel Barber before the American Electric Railway Association, he pointed out that American cities are more backward than those of Europe in regulating the use of street space. The studies of the National Conference on Street and Highway Safety embrace these considerations, as well as observations of the operation of the new Model Codes. More than twenty states have embodied in legislation the Uniform Vehicle Code and many cities have adopted the Model Municipal Traffic Ordinance. In the line of standardization, the publication by the Commonwealth of Massachusetts of a standard code for traffic control signal installation and operation is of great importance, and should form data for the planner in his physical readjustments of street systems. Mr. Bibbins's study for the Traffic Council of Washington, D. C., is also of special interest. A check-up of one phase of regulation appeared in 1929 in the National Safety Council's study of "Through Streets" and their effect on accidents.

The National Safety Council has been responsible for a number of traffic surveys during 1928 and 1929 in widely scattered cities,—Great Falls and Butte, Mont., Reading, Pa., Passaic, N. J., and San Antonio, Tex.,—and at the great Safety Conference in Chicago last October, the results of traffic surveys were featured. In Philadelphia, Mitten Management has conducted significant traffic studies, of importance to the city and to itself as owner and operator of both rail and vehicular transportation facilities. The Police Department of Detroit has followed earlier surveys by a current study of regulations to determine their effectiveness.

¹It is worth noting that the Day & Zimmerman report on traffic relief in New York made to the city authorities, subsequent to the Regional Plan surveys, recommends the ultimate expenditure of one billion dollars for new construction and improvement of existing facilities.

One of the most thoughtful contributions to the whole subject of *physical* provisions for traffic relief may be found in Mr. Whitten's paper before the Buffalo Conference, "Traffic Analysis and Forecast in its relation to Thoroughfare Planning," in which he sums up his experience especially as to Boston and the Metropolitan District,—basic to the street plan shortly to be issued. The Detroit Rapid Transit Commission published in 1929 a study of vehicular traffic for the past year (made in conjunction with the Police Department just mentioned), considered not only in relation to the proposed transit plans but also in relation to experience in the constructed portions of the Detroit Master Plan of Streets adopted in 1925.

Progress on the super-highway plan for the Detroit Region continues to attract national attention, and the highway plan improvements of the Cleveland and Los Angeles regions made signal headway during 1929.

The political situation in Chicago has naturally had a serious effect on public willingness to invest in expensive improvements. Plan projects already financed have proceeded, notably the outer drive along the lakefront, the technical history of which has been recorded in a considerable volume published by the Chicago Plan Commission, with extensive plans and illustrations of alternative and recommended schemes. The Plan Commission's great super-highway scheme for Chicago, based on a system of elevated radials, was described by Mr. E. S. Taylor in the *National Municipal Review* for June, 1929. The two-level highway proposed by the Commission to run from the business district west to the city limits, for which a bond issue of \$20,000,000 was defeated at the polls last November, seems to have aroused controversy as to the expediency of elevated highways in metropolitan development. In the report "The Axis of Chicago," which is a campaign document from the Committee on West Side Streets of the Chicago Plan Commission, a slightly depressed super-highway is recommended by the consultants, Bennett, Parsons & Frost, with strong arguments as to the discouraging effects of raised two-level streets on property values. On the other hand, the new sixty-foot viaduct for the West Side Elevated Motor Highway now being constructed in the City of New York is expected not only to furnish immense relief for motor traffic but also to initiate a new era for property on the West Side.

The second progress report on the Hudson River Bridge at Fort Washington was issued in 1929 by the Port of New York Authority, and the plans of the New Jersey State Highway Commission are developing to take care of anticipated Bridge traffic, as well as the vast volume now attracted by the Holland Tunnel. Mitten Management of Philadelphia included in its traffic study, as its first report in 1929, a plan for approaches to the Delaware River Bridge. While the "Golden Gate Span is still in the hope stage" (to quote a San Francisco headline), the great Ambassador Bridge, described in a booklet issued by the Detroit International Bridge Company, connecting Detroit with Canada, was dedicated on Armistice Day; and the event of 1929 in Toledo

was the achievement of the new \$3,000,000 high-level bridge. The vehicular tunnel preferred to a bridge as the Boston-East Boston connecting link (over the exact location of which a lively controversy has raged between public authorities) seems now assured.

The expediting of traffic and increase of safety by separating grades at major intersections may be watched with close attention at the first example in Wayne County, Mich., as part of the super-highway plan,—the Michigan-Southfield grade separation dedicated in 1929 and marked by a tablet reproduced on the cover of the County Road Commissioners' twenty-third report. As part of progress on the Detroit master plan, one other highway separation and twenty-six highway-railroad separations are reported. A grade separation combined with a transit tunnel extension is recommended for Kenmore Square in Boston, one of the most highly congested points of the Metropolitan District. In discussing grade separations, provision for pedestrian comfort should not be forgotten. The arrangements at Radburn and proposals for Palm Beach recall to the planner that the stupendous amount of riding in motors has not as yet entirely atrophied human limbs, and that health and safety demand better provision for those on foot as part of local or interurban highway plans. It is refreshing to read in a recent issue of the *London Times* that Liverpool is planning a peripheral scheme of foot-paths aggregating some twenty miles where pedestrians may walk free from the dangers of motor traffic. And "the right to walk" is being recognized in Westchester County where the Board of Supervisors in 1929 authorized broader shoulders for motorways in order to safeguard pedestrians and horseback riders.

Among the published thoroughfare plan reports of 1929, that for High Point, N. C., by Morris Knowles, Inc., combines the street plan with railroad readjustments important to improve circulation and reduce the present great hazards at railroad crossings. Following earlier published reports from the office of Mr. Swan, progress on grade crossing elimination in Paterson, N. J., and on thoroughfare readjustments in Harrisburg, Pa., is reported. A thoroughfare plan for Muncie, Ind., was drawn up in 1929 by Mr. L. V. Sheridan, and there has been local preliminary publication of the Tulsa thoroughfare plan as part of the comprehensive Bartholomew study.

A Major Street Plan for Louisville, Ky., prepared for the City Planning Commission and published in 1929, is also the first unit in a comprehensive plan, and a particularly interesting study, because of varied topographical problems. As usual in the reports by Bartholomew & Associates, the matter is well presented, and there are special features such as "functional design of entries to the business district" which embody much past experience. The report by Frederick Law Olmsted to the Municipal Art Society of Baltimore on an East and West Viaduct involves problems of Baltimore's street system. The significant history of the Central Parkway in Cincinnati has just been

published in the report of the Transit Commissioners; and the distinguished volume of the Los Angeles County Regional Planning Commission containing the San Gabriel Valley Highway Plan, is referred to elsewhere.

Transit and Terminals

The history of rapid transit in Cincinnati is still unfinished, since the subway constructed in the old Miami and Erie canal bed has never been completed or used, although the Central Parkway constructed above it has been in use for several years. The report of the Board of Rapid Transit Commissioners for 1928, published in 1929, points out that it is now the duty of the Cincinnati City Council to make operating arrangements for the subway to procure some returns from the large sums already invested in the enterprise.¹ The voters of Detroit having rejected subway proposals early in 1929 (see interesting discussion of the vote in the *National Municipal Review* for June and September, 1929), the Rapid Transit Commission, in coöperation with the Detroit Street Railway Commission, issued a new proposition, dated July 2, 1929, offering immediate relief to traffic congestion in the downtown district and a beginning of the rapid transit program on the least possible mileage, with a financing plan alternative to the earlier assessment district scheme. This report points out that of the skeleton for a rapid transit system one-third has already been acquired in carrying out the master plan of super-highways. The establishment of a metropolitan district for purposes of transportation (as well as parks, water-supply, sewerage, etc.,) has also been provided for, by act of Legislature (No. 312 of 1929).

The Citizens' Traction Settlement Committee and local Transportation Committee of the Chicago City Council, feeling the urgency of better transportation facilities before the World's Fair of 1933, presented a report in 1929 containing six bills for passage by the State Assembly to enable the city to adopt a physical, legal, and financial plan for improved transit. A scheme for a great rapid transit plan for Cleveland was published in the *Electric Railway Journal* during April, 1929. From New York, the only published report at hand, dealing with local transportation in 1929, is "A Concrete Plan for a Better Distribution of New York's Commuter Traffic from Westchester," prepared by Harold M. Lewis for the Harlem Board of Commerce, as a special study in the light of the Greater New York suburban transit situation.

From Washington, D. C., are reported studies by Mr. J. Rowland Bibbins of traffic and transportation rearrangements to provide for anticipated needs arising from the Capitol Park Extension plan and Mall and Triangle building projects. Studies, also by Mr. Bibbins, are reported for Harrisburg, Pa., to adjust traffic and transportation in connection with the Memorial Bridge and Capitol Park plan.

¹ See Annual Survey, p. 137, CITY PLANNING, Apr. 1928.

Discussing the future of long distance transportation, the President of the Pennsylvania Railroad recently gave a press interview in which he predicted that waterways, motor transportation, and air lines will be welded with railroads into comprehensive systems, promoting greater convenience and speed for passengers and freight. The Harvard Field Study reveals how comparatively little has actually been yet accomplished as a result of comprehensive planning for terminals as integral parts of city and regional plans. One report has appeared in 1929, fourth in the series of studies for Evansville, Ind., "A Plan for Railroad and Harbor Development," prepared for the City Plan Commission by Bartholomew and Associates, which contains an interesting section giving rules for the development of new industrial areas, beside comprehensive recommendations for railroad improvements and water terminals to meet the expected increase in Ohio River traffic. The great program of waterway development urged by President Hoover met with tremendous enthusiasm when he dedicated the monument in Cincinnati signaling the completion of the Ohio's deep waterway.

Only two or three special reports including port development, in addition to Evansville, appeared in 1929: the Bayonne report already mentioned, in which only a small area of the bayfront was found suitable for commercial use, and the Detroit riverfront report to the Mayor's Port Commission prepared by the Detroit City Engineer. This latter study, of a distinctly preliminary character, reveals the need of a comprehensive study and makes some general suggestions for recreational and commercial development.

The creation of the Miami Airport and Harbor District is provided for in a bill passed by the Florida legislature in 1929, and comprehensive plans are shortly to be undertaken. In the admirably illustrated report issued by the St. Louis City Plan Commission on the Northern and Southern River Front, the straightening of the Mississippi River and the creation of a great airport and park on reclaimed land are proposed. The whole subject of airports has aroused immense technical and popular interest all over the country,—in the press and at various conferences; but any discussion in these pages of its recent progress will be deferred until the publication of the results of the Harvard airport study, conducted during 1929-30, which are now being digested and analyzed.

Parks and Recreation

From a follow-up study made for the Playground and Recreation Association of America by Mr. L. H. Weir, impressive figures are given for the total value in 1929 of municipal and county park and recreation areas in the United States, his report placing community investments in outdoor recreation at more than \$2,000,000,000,—exceeded as a phase of municipal service only by total investments in public school facilities. Another aspect of community play has been recently studied by the Playground and Recreation

Association in its survey of recreation areas in real estate subdivisions: its tabulation of 278 subdivisions, published in 1930, shows the areas set aside, and the present responsibility for their maintenance.

The attention given to recreational waterfronts is conspicuous in the park news for 1929. In Massachusetts the Special Commission on the Charles River Basin issued its report on the improvement of the Basin with a view to increasing recreational use of shores and water; and legislative enactment, following a hot dispute as to details of design, has secured the early financing of this development, aided by a generous gift of \$1,000,000 from one of Boston's leading woman citizens. The St. Louis City Plan Commission has supplemented its splendid central riverfront report of 1928 with plans for the northern and southern riverfronts, which include a magnificent bluff drive and other park possibilities. The Chicago Plan Commission's Outer Drive volume reveals the study which has attended the considerations of park use and traffic in lakefront development. A waterfront park, adding to residential amenities, is a leading proposal of the Bayonne Newark Bay report. Two old New England towns, Exeter, N. H., and Greenwich, Conn., have secured advice from Olmsted Brothers on waterfront improvement; and Westchester communities on Long Island Sound have featured yachting and shore pleasures in their comprehensive plans.

The opportunities of Fort Wayne, Ind., to develop a great river park were visualized in a report by Mr. R. B. Hanna to the City Plan Commission. Oakland County opportunities near Detroit are being studied by an advisory committee already referred to. The survey of waterfronts and beaches in Santa Barbara County by the County Planning Commission has proceeded, and the report now in preparation is expected to aid other counties in preservation programs. The California State Park Survey and the Report of the Massachusetts Governor's Committee, already mentioned, both emphasize the need for acquisition and protection of shores.

Three Western cities have published recreational studies in 1929: Portland, Ore., preliminary survey of park conditions by the City Planning Commission; Riverside, Calif., a combined esthetic and recreation study by Mr. Charles H. Cheney for the Planning Commission; and Denver, Colo., a major recreational facilities plan for the Denver Planning Commission by Mr. S. R. DeBoer. A park and school plan was included in the Knowles report on High Point, N. C.

From Westchester County, N. Y., and the District of Columbia—both the cynosure of planners' eyes—important park and parkway progress in 1929 is reported; but the total of \$55,000,000 authorized up to April, 1929, by Westchester County makes the appropriations of Congress for recreational development of the National Capital Region appear almost insignificant. The Mount Vernon Parkway is being pushed preparatory to the celebration of 1932. The technical report of the National Capital Park and Planning

Commission contains a most valuable study of Chicago's small parks and playgrounds, prepared under the direction of Mr. Olmsted and the Community Research Council of Chicago, with a view to the application of Chicago's fruitful experience to much needed recreation areas for Washington.

Civic Centers and Civic Art

The esthetic development of Washington as a National Capital worthy of a great nation has at last become a recognized national responsibility. How thoroughly the founders of the nation realized this responsibility we have a new opportunity to understand, from the papers of Major L'Enfant recently published in Miss Kite's volume in the series of historical documents of the *Institut français de Washington*.¹ Construction has begun on the great group of public buildings in the Triangle on Pennsylvania Avenue, and new effort is being made to secure legislation protecting the architectural effect of Pennsylvania Avenue by controlling private structures. Plans for the Washington Monument Gardens have been developed particularly with a view to their completion for the approaching Washington bicentenary. One of the most interesting historical and interpretative volumes relating to the planning of Washington appeared recently, entitled "The Development of the National Capital," comprising addresses by President Hoover, Secretary Mellon, and others, at meetings held in April, 1929, to display the models of the new public buildings and discuss aspects of the development plans. In the technical data published by the National Capital Park and Planning Commission there is a most illuminating series of sixteen plates, showing the continuity of planning from the selection of site by Washington and L'Enfant in 1791 to the present enlargement and adaptation of the original plan. The eleventh report of the National Commission of Fine Arts, 1926-29, deals with a vital period in the history of recent planning and shows many photographs of the big projects approved by that commission.

Of the civic centers already developing in leading cities of the country, San Francisco has one of the most effective, and is now proposing to add three major buildings to those already constructed. In Buffalo the new city hall has been begun and the state office building is under construction, both units in the Niagara Square civic center. For the Cleveland "Group Plan" a model has been made on the basis of recent further studies, including the Stadium for which bonds have been voted. In the annual report of the Cleveland City Plan Commission for 1929 there is a convenient summary of the history of this plan, an early child of the World's Fair of 1893. The development of the St. Louis Civic Plaza was fully described in Mr. Bartholomew's article in CITY PLANNING, July, 1929.

¹See review in CITY PLANNING, Jan. 1930.

Among proposed civic centers the Dayton riverfront group, strikingly pictured on the cover of the *American City* for November, 1929, is noteworthy; and a river site for Ohio's new state office building in the Columbus civic center has been under debate. One of the most startling civic center proposals of the year has been made by the Regional Plan of New York for the erection of a towering municipal structure of "step-back" design, rising to a height of 1000 feet and covering two square blocks, facing the historic City Hall Park in Manhattan. The plans, covering several blocks, prepared by Bennett, Parsons & Frost for Metropolitan Square, New York, to provide an appropriate environment for the Opera House, with underground parking and elimination of street crossings at grade, offer sites for hotels, shops, and apartments suitably designed.

In the Recreation, Civic Center and Regional Plan for Riverside, California, prepared by Charles H. Cheney for the City Planning Commission (a supplement to the Major Street Plan previously published) there is a chapter devoted to "Embellishment and Increase of the Amenities of Life" in which are incorporated the statement of esthetic objectives made more fully by Mr. Cheney in his addresses and papers. It is notable that Riverside, an exceptionally beautiful and well planted city, should make a public acknowledgment of esthetic objects and of the high valuation placed on beauty by its citizens. To preserve this, some form of architectural control is advocated.

An apparently feasible method of improving civic appearance has been advanced by Mr. Harry B. Brainerd in connection with the rehabilitation of New York's East Side, in his pamphlets for the East Side Chamber of Commerce. "Controlling the Appearance of New and Widened Streets" suggests coördinated architectural design of public and private buildings *en masse* as a guide to determine what zoning restrictions had best be adopted, and the imposition of restrictions by the municipality in the resale of land taken by excess condemnation under the laws of the State of New York. In the nomination of a committee of advisory architects from which street or block associations could select, the coöperation of the Municipal Art Commission and the future City Plan Commission could be invoked. For the restrictions, there is an interesting precedent (quoted by Mr. Gardner S. Rogers of the Chamber of Commerce of the United States discussing Mr. Brainerd's proposals) in Fox Point, Wis., where the municipality purchased a large area of business district including sites for public buildings from a group of realtors for the nominal price of \$1.00, reselling to the same group for the same dollar, with certain restrictions as to esthetic design of structures to be erected.

In the proposed zoning ordinance drawn by Mr. R. S. MacElwee for Charleston, S. C., there are special provisions intended to preserve the historic character of that beautiful city. The restoration and rebuilding of the colonial town of Williamsburg, Va., although carried out as an endowed enterprise,

will not only create a consistent and historic example of early town building, but should stimulate emphasis by communities in other parts of the country on the satisfying qualities of consistency and harmony in design. The protection of village beauty against incongruous development by business enterprise, in the form of ugly food or service stands or billboards, or by state highway enterprises located without regard to fine old trees or village atmosphere, receives particular attention in the latest annual report (Nov. 30, 1929) of the Massachusetts Division of Housing and Town Planning. There would seem to be no need to widen roads and to route through-traffic along such beautiful village centers as that of Petersham, Mass., or to permit an eruption of unregulated hot-dog stands at every village entrance and between.

There is hope that the movement in several states to improve roadside planting, endorsed by the U. S. Bureau of Public Roads as part of state highway development, and the growing war on rural billboards from many quarters,—notably California where the Standard Oil Company has destroyed 1200 of its signs,—will ultimately combine to restore wayside charm. We may also hope that offenses against the eye in rural landscape will become so publicly recognized that the ugly and discordant in urban construction may be proscribed by a combination of voluntary and municipal control. As a nation we seem ready to recognize the esthetic values in our National Capital; we have still to appreciate the full social value of amenity in our everyday surroundings.



Courtesy of the Pennsylvania Museum, Philadelphia

The new Art Museum in Philadelphia

EDITORIAL

PERSISTENCE AND PULLING TOGETHER

The story of civic endeavor and city planning in Des Moines, laid before our readers in the group of four articles which begins this issue, is well worth more than a hasty perusal. It is a story of twenty-two years of organized effort, in various forms, to improve the civic aspect of Des Moines and ultimately the whole physical mechanism of the city. Beginning in 1908 with a broad-visioned committee of the local commercial club, the movement for planning culminated with the formal and official adoption in October, 1929, of a comprehensive city plan, "for the wise direction of the growth and development of the City of Des Moines."

Between the lines of the articles which set forth the physical details of Des Moines history, we can read a parallel human story of patient, inspired leadership, of selfish interests vanquished by those who saw the welfare of the community at large, of personal pride in the growth of Des Moines and of individual generosity in return for opportunities enjoyed, of the gradual enlargement of public vision from the simple project to the all-embracing plan,—all these typical of other cities beside Des Moines, but here embodied in an unusually striking form.

Although the aspirations and achievements of the citizens of Des Moines in developing an orderly and beautiful city and worthy State Capital may be known to some of our readers, probably very few have fully appreciated the extent of present accomplishment. It gives the Editors of CITY PLANNING great pleasure to present an illustrated story so well worth reading and so coöperatively and adequately prepared for publication through the Des Moines City Plan Commission. The union of civic beauty and civic economy revealed in the developments of twenty years can again remind us of a change in our conception of "civic beauty." At first it seemed expensive and unattainable, because many thought of it as a hothouse flower with no roots. Now that we have seen it bloom from the stock of the city practical and coöperative, we know it for a hardy native plant which needs only care and cultivation.

The attention of readers is drawn to the notices on page 235 regarding N. C. C. P. & A. C. P. I. News and Book Reviews.

CURRENT PROGRESS

Conducted by GEORGE B. FÖRD, Chairman
LAWRENCE VEILLER HAROLD S. BUTTENHEIM
ARTHUR A. SHURTLEFF CHARLES W. ELIOT 2nd
GORDON J. CULHAM

PLANNING PROGRESS IN THE NIAGARA FRONTIER REGION

Planning for the Grand Island Bridges as links in a vast scheme of state parks and parkways and solving in advance the development problems that will accompany the opening of these bridges have been major activities of the Niagara Frontier Planning Board and Association since 1925.

Their efforts have met with decided success, for the New York State Legislature of 1929 passed a bill creating the Niagara Frontier Bridge Commission and giving it power to finance, construct, and operate bridges across the east branch of the Niagara River from the Town of Tonawanda to Grand Island, on the south, and from the City of Niagara Falls to Grand Island, on the north. These bridges will be integral parts of a development comprising state parks at the north and south ends of Grand Island. Each of these parks will have an area of 500 acres or more and will be connected by the so-called West River Parkway, from 200 to 300 feet wide, and by a diagonal highway across Grand Island from bridge-head to bridge-head. These bridges, with the connecting highway, will reduce the present shortest American highway route between Buffalo and Niagara Falls by approximately four and one-half miles.

From the Niagara Falls bridge-head, a connection in some approved manner with the old areas of the State Reservation at Niagara and thence down the east bank of the river to Old Fort Niagara is planned. Great strides toward the eventual accomplishment of the entire scheme have been made by the recent acquisition of lands formerly owned by DeVeaux College at historic Devil's Hole and Whirlpool Rapids.

The Niagara Frontier Bridge Commission has prepared its engineering and financial report to the Governor of New York and the State Legislature, and legislative bills authorizing the immediate construction and financing of the bridges have passed both Houses of the Legislature without a dissenting vote and have received Executive approval.

Early in the formulation of a general program, the Niagara Frontier Planning Board and Association suggested the preparation of an official map and zoning ordinance for Grand Island, well in advance of the construction of the proposed bridges. The Town Board engaged the firm of George C. Diehl, C. E., Inc., to prepare these studies. They have retained Mr. Thomas

Adams as consultant. This Grand Island Town Plan has been completed and, I understand, officially adopted by the Town Board. Control of the development of the island is thus assured, prior to the tremendous activity which will undoubtedly occur as a result of the increased accessibility of the island afforded by the bridges.

Among other State projects which were early suggested by the Niagara Frontier Planning Board and have been carried through by various authorities with the assistance of the Board are the State Office Building and the State Teachers College at Buffalo, both of which are in process of construction and both of which are items in the great scheme of public improvements in the Region which was prepared by the Planning Board at the request of Governor Smith at the time that the \$100,000,000 State Improvement Bond Issue Referendum was brought before the people of the state.

As a result of continued publicity and missionary work on the part of the staff of the Planning Organization, additional local planning and zoning committees have been set up in several of the villages and townships of Erie and Niagara counties.

A few of the other specific accomplishments which have resulted from the Regional Plan are the construction and widening of highways; progress of the Niagara County Park Commission in the acquisition of county parks; progress by the Erie County Park Commission in the extension of Ellicott Creek Park and definite negotiations between the various authorities involved in the acquisition of Two-Mile Creek Park along a beautiful watercourse following the corporate line marking the separation of the City of Tonawanda from the Town of Tonawanda. Through a committee, the acquisition of a much wider right of way and paving of the Lake Shore Highway in Niagara County has been accomplished. This is a link in a Lake Shore Highway leading from Fort Niagara easterly across the state to the St. Lawrence River.

HOWARD E. LONG,

Executive Secretary, Niagara Frontier Planning Association.

The more congested the streets in a city become the nearer in must people live, for it is not the distance which is the determining factor in how far people live from the centre of a city, it is the time it takes them to get in and out.—BARRY PARKER.

THE AIRPORT A BUSINESS PROPOSITION

An Addition to the Airport Symposium

By B. RUSSELL SHAW

Airport Construction Engineer, St. Louis, Mo.

In a very excellent paper, "Airports and Public Parks,"* delivered at the Municipal Airport Conference of the American Road Builders Association in Washington, D. C., October, 1929, Lieut.-Colonel U. S. Grant, 3rd, advocated the administration of airports by municipal park departments.

Colonel Grant stressed the advantage of having the park department, an existing organization, carry on the airport functions because the airport contains large open areas upon which park machinery could be used to good advantage and because the upkeep of roads and drives and other features of similar nature is an operation which the park department is better qualified to perform than is any other existing department of the city.

The maintenance of the parked areas, roads, and drives is identical with the work of the park department. Perhaps an economical solution would be for the director of public parks to be authorized to supply equipment for the maintenance of parked areas, roads, and drives at the airport. However, the maintenance of the airport itself, its proper design, the location and construction of buildings and runways, and the supplying of equipment and service are far removed from the customary work of the park departments.

Colonel Grant calls attention to the increase in overhead which would result from the establishment of a separate Bureau or Commissioner of Aviation. This is undoubtedly true, but the results that can be obtained from specialized departments in a city government are the same as the satisfactory results that may be obtained by the specialized departments of any large industrial plant.

Perhaps the answer is a separate Airport Commissioner, a man thoroughly trained in aviation who knows the needs of airline operators and pilots. This man should have complete charge of the airport activities. All funds expended for airport purposes should be charged against the airport and all profits should be credited to the airport.

The modern air terminal is no longer simply a recreation area. I do not mean to convey the idea that airplanes should not be used for pleasure or that the airport should be simply a roundhouse, unattractive and for business only, but I do mean that in addition to the pleasure side of aviation there is a business side, catering to people who want to use airplanes as a means of air transportation.

*See CITY PLANNING, Jan. 1930, p. 31.

ZONING ROUNDTABLE

Conducted by EDWARD M. BASSETT

SPOT ZONING

In 1929 the council of Los Angeles made 244 modifications of the zoning map. Most of these were spot zoning, that is, a modification to permit a different building or use on a single plot from the normal requirements of that district. Spot zoning by the council, being in each case a legislative act, is not subject to court review and adjustment. One would think that these modifications by spots made by a body not acting under any prescribed rule of conduct and not subject to court review would often be prompted by reasons that would not be upheld by the courts under the police power. Certain it is that in the intimate form of regulation called zoning, exceptions must be made in proper cases. If they cannot be made by a discretionary board subject to court review, they will be made by the council not subject to court review and perhaps not in an equally orderly manner. There is danger that spot zoning will smash a zoning map sooner or later. The map will cease to show a comprehensive plan wherein localities similarly situated are zoned alike and with the whole having a substantial relation to the public health, safety, and welfare.

In 1929 the local legislature of Greater New York made 66 changes on the zoning map. It did no spot zoning. The integrity of the maps persists from year to year unaffected by variances made in exceptional building permits by the Board of Appeals. Where there is a board of appeals, variances in building permits take the place of spot zoning. The map itself is not modified in any way. The result is that the zoning maps of Greater New York come fairly near to showing a comprehensive plan at all times which is closely related to the public health, safety, and welfare.

But whether exceptional situations are provided for by spot zoning, as is always the case where there is no board of appeals, or whether they come under a board of appeals, they constitute a real source of trouble. In Greater New York there has been serious criticism of the Board of Appeals because it disregards the rules of conduct under which its decisions must come in order to be valid. The courts have in numerous instances overturned this particular board of appeals either on the ground that it abused its discretion or that it traveled outside of its jurisdiction. In most other municipalities of this country the board of appeals is functioning quietly and efficiently. Communities usually recognize that their best men ought to be on these boards and they realize that, if they are composed of men of poor judgment or who

are easily influenced against their judgment, the growth and prosperity of the city will be vitally affected. It should be said in defense of Greater New York that, although there is at present great criticism of its board of appeals, the integrity of the zoning ordinance has never been criticized by the courts. There has been no declaration of unconstitutionality of any provision of the Greater New York zoning ordinance. When one considers that this ordinance has been in operation fourteen years and covers with precise maps five great boroughs, this makes a pretty good record. The ordinance would by this time be well on the way to the scrap heap if New York did not have a board of appeals which, notwithstanding its tendency to travel outside of its jurisdiction, acts as a safety valve and is in addition an instrumentality that brings disputed issues before the courts for adjustment. It is much better to have courts part of the zoning machinery than to have them constantly puncture the zoning ordinance and maps for unconstitutionality.

Exceptions in zoning are troublesome. This fact undoubtedly arises from the very nature of zoning. No human prescience can foresee the exceptional situations that will arise in the administration of a zoning ordinance. The establishment of a discretionary board subject to court review is probably about as satisfactory a method of smoothing out these exceptional instances as can be devised. It certainly is much better than spot zoning. The integrity and comprehensiveness of the zoning plan are much better preserved. The people of this country have confidence in their higher courts, and they like to feel that the courts are part of the zoning machinery. There is an analogy in this respect between zoning and taxation. If assessments for taxation throughout this country were not subject to court review and readjustment, but on the contrary could only be annihilated for unconstitutionality, the subject of taxation would be in constant turmoil.

E. M. B.

QUESTION BOX

COMPELLING DISTRIBUTION WITHIN A DISTRICT

Question: Some years ago I introduced into the zoning ordinance of Berkeley the provision that gas stations can only be located under a special zoning permit. This seems to have worked well in some of the cities I have been working in, except that it is quite difficult to control the over-use of corners for gas stations and super-stations. Competing companies tend to locate at the same intersections with their competitors with the result that the business development of these corners is retarded and to my way of thinking a multiplicity of stations adds to traffic hazard where major traffic intersections exist. The question has been raised as to whether planning commissions have the right to reduce the number of stations on the ground that there is no demand at specific corners for additional service. I fear that such reason-

ing would not hold in court, but there is no question in my mind that there is a traffic hazard resulting from concentration of gas stations at heavy traffic intersections. Have you discovered some way of dealing with this problem?

CAROL ARONOVICI, *City Planner,*
Los Angeles, Calif.

Answer: Before the spread of zoning in this country local councils sometimes pursuant to a law and more often without the support of any law, would designate locations for semi-nuisance uses. Garages, laundries, and gasoline filling stations were compelled to obtain permits in the discretion of the council before they could start work. Fortunately this method was used by only a few cities. It never worked well. There was constant accusation of favoritism. Business men rightly claimed that all applicants should be on the same basis. When zoning ordinances were adopted, districts were set aside where gasoline stations could go as a matter of right. All industrial districts allowed them, and in many cases business districts allowed them. In states other than those on the Pacific Coast, boards of adjustment established by law to pass on exceptional permits, were sometimes given jurisdiction over filling stations in business districts. Such boards were compelled to act within a rule of conduct prescribed by the particular city, and the boards were compelled to impose conditions that would protect the surrounding property owners. Sometimes the city required an 80 per cent consent of the surrounding property owners before the board of adjustment had the power to issue the exceptional permit subject to conditions.

You refer to the issue of special permits directly by the council. If the Pacific Coast states had boards of adjustment, we think that all your cities would discontinue the council permits. Your method is not subject to court review, whereas the board of adjustment method allows the surrounding property owners, if aggrieved, to take the case to court for readjustment.

Your point regarding congestion is interesting. During the past few years suggestions have frequently been made that councils or boards of adjustment should distribute theaters, garages, or gasoline filling stations to prevent traffic congestion. For my own part I do not believe that government should try to control locations in this way. Business and industry will be hurt more and more if municipalities deprive business men from locating wherever they choose within a proper zoning district. The intention of zoning was to supply ample districts for all lawful callings, and then allow each business man to select his location as a matter of right within that district. If the council can distribute locations, there are sure to be charges of favoritism. The natural laws of supply and demand ought to be allowed free play within a zoning district. Even boards of adjustment should be strictly limited to exceptional situations.

E. M. B.

LEGAL NOTES

Conducted by FRANK BACKUS WILLIAMS

CITY PLANNING COMMISSION LAW

Among the many events of interest to city planners is the recent passage of city planning legislation, noteworthy among which is the law for New Jersey,¹ repealing the many previous confusing and ineffective laws enacted. In its essentials it is similar to the New York police power statute.

The law authorizes all municipalities in the state to appoint official city planning commissions, a majority of the members of which shall not hold any other municipal office, except that one of them may be a member of the Zoning Board of Adjustment; and also the appointment of advisory commissions to act with them.

The Commission shall prepare a master plan. No street, park, public building, or major public utility shall be authorized except as shown on the plan, without the advice of the Commission, which may be overruled only by a two-thirds vote of all the members of the local legislative body. The municipality may establish the master plan, or any part of it, as the official plan, and any change in a street or park shown thereon may be made contrary to the advice of the Commission only by a like two-thirds vote.

The planning board may be authorized by the local legislature to approve plats, and without their approval no plat shall be recorded. A criminal penalty is provided and such plat may also be enjoined by the municipality. In proper cases plats may show parks suitable for local playgrounds. The landowner may, if he wishes, file a notation that no offer of dedication of streets or parks is made by him.

No permit shall be issued for a structure in the bed of a mapped street without an appeal to the board of adjustment showing that a reasonable return cannot be obtained for it without such a permit. No municipal improvement can be made in a street not on the official map or master plan. No permit shall be issued for a building which does not have access from such a street unless it can be shown to the board of appeals that in the particular case, such access is unnecessary or it would entail unnecessary hardship or practical difficulties.

Simultaneously with the approval of a plat the planning board shall confirm the zoning regulation applicable to it or recommend to the legislative body changes in it. Like the provision on this subject, differently drawn, of the New York laws, this provision is intended to facilitate the proper de-

¹1930, Ch. 235.

velopment of outlying regions with harmonious platting and zoning. Similar recommendations may be made by the board in placing new street lines on the map.

Court review is provided as in zoning.

Kentucky has also enacted a planning commission act, in the main similar to the New Jersey law, combining it with a zoning enabling act. The new law gives the planning commission control of platting both within and for five miles outside the limits of the municipality. There are detailed provisions for the adoption of regulations of an advanced type by the planning board with regard to subdivision. There is no provision for advisory planning commissions.

Kentucky has also adopted a comprehensive law providing for major street improvements.

NOTES AND DECISIONS

BILLBOARD LEGISLATION

Laws for the control of billboards are also increasing in number, such laws having been passed in 1930 by the legislatures of Virginia, New Jersey, and New York. The New Jersey statute¹ imposes a tax on such advertising and requires a permit, if it is to be located near parks or other public property.

The longest step toward adequate control has been taken in New York. It will be remembered that Massachusetts in 1918 adopted a constitutional amendment² that "Advertising on public ways, in public places and on private property within public view may be regulated and restricted by law."

This year the New York legislature has passed the same amendment to its constitution for the first time, which will become operative when passed a second time and ratified by popular vote. Under the statutes in Massachusetts putting its constitutional provision into effect, practical difficulties have been encountered. No doubt New York, with the experience of Massachusetts before it, will so frame its legislation as to avoid such difficulties, which are in no way inherent in the constitutional provision itself.

ZONING DECISIONS

Among the many interesting zoning decisions of late have been noted the following:

Reasonableness: The provision making parts of two city lots 214 feet square in all, situated in the center of a one-family residential zone district, an apartment district is unreasonable, not for a public purpose, unjust to other property owners in the one-family district and void.³

¹1930, Ch. 41.

²Art. L.

³Wisconsin.—Schwein v. City of Eau Claire, Circuit Court, Eau Claire County, June 24, 1929.

Delegation of Legislative Authority:

The provision of an ordinance that until a zoning ordinance is passed definitely defining districts, the inspector of buildings shall determine what part of the city belongs in various districts is void as an improper delegation of legislative power.¹

An ordinance prohibiting garages within the "first fire limits" of the city, and vesting in the commission discretionary power to grant or refuse a permit for such a station at any particular place outside those limits, taking into account the safety, health, convenience, comfort, order, and good government of the city is valid.²

Setbacks: A police power front-yard setback in a business district is valid.³

EXCESS CONDEMNATION

The first case⁴ with relation to excess condemnation in the Supreme Court of the United States has been decided, on a minor point of no general interest. The Court holds that the city did not specify with sufficient definiteness in its ordinance of taking, the purpose of the taking to show that it was for a public use. The validity of excess condemnation was not passed upon.

AVIATION

Of major importance in view of the few decisions on fundamental rights to fly is the Massachusetts case of *Smith v. New England Aircraft Co., Inc.*⁵ The plaintiff owned and was living on an estate, part of which, covered with brush or trees and remote from the house, abutted upon an airport. Planes of the port flew in the upper air over the plaintiff's house and immediately over his land abutting on the port. The Court held that the plaintiff had no reasonable ground to claim that the flights were a nuisance to him, and that they could not be stopped by injunction; that the flights in the upper air, if in air space belonging to him, were authorized by law in the nature of the exercise of the police power; that flights immediately over the abutting land were through air space owned by him, were a trespass, and, although made not criminal by law, were not deprived of their character of a trespass; but as they did the plaintiff no substantial damage, would not be enjoined.

The court expressly disclaimed the intention of deciding whether flights through the air space immediately over private property without damage could be authorized by the police power or by the power to control and encourage state or interstate commerce.

¹Ohio.—State ex rel. *Srigley v. Woodworth*, 169 N. E. Rep. 713.

²Texas.—*City of San Antonio v. Thompson and Co.*, 28 S. W. Rep. (2d) 796.

³New York.—*Town of Islip v. Summers Coal and Lumber Co.*, Supreme Court, Apr. 1930.

⁴*City of Cincinnati v. Vester*, reported in *U. S. Daily*, May 21, 1930.

⁵170 N. E. Rep. 385.

A case in Alabama¹ should also be noted, holding that a city in the construction and operation of an airport acts in its corporate, as distinguished from its governmental capacity, and is therefore liable for negligence.

In a number of states municipalities have by statute been relieved of this liability.²

REPORT ON ZONING PROGRESS OF UNITED STATES DEPARTMENT OF COMMERCE

A report on Zoning Legislation in the United States by the Department of Commerce, dated April, 1930, has just appeared. It shows the progress of zoning in this country, calls attention to the marked influence of the Standard Act issued by the Department upon legislation, and gives a complete table of zoning laws in the United States, which for several years has been lacking. The report will be found by all our readers to be of interest and value.

¹City of Mobile v. Lortigue, Court of Appeals, reported in *U. S. Daily*, April 1, 1930.

²Iowa, 1929, Ch. 138, Sec. 9.

South Carolina, 1929, No. 562, Sec. 2.

Texas, 1929 (First Session), Ch. 83, Sec. 3.

F. B. W.

N. C. C. P. & A. C. P. I. NEWS

Owing to the late date of the Denver meeting it was impossible to include any report of the National Conference in the July issue of CITY PLANNING, and the magazine's account, therefore, of both Conference and Institute meetings will appear in October.

BOOK REVIEWS

The long list of Plan Reports for 1929 given on the following pages has precluded the use in this issue of reviews of any of the publications received, among which *The American City's* MUNICIPAL INDEX 1930 is outstanding. Reviews, new and postponed, will appear in the October issue as usual.

T. K. H.

BOOK REVIEWS & LISTS

Conducted by THEODORA KIMBALL HUBBARD

LIST OF PLAN REPORTS IN THE UNITED STATES, 1929

Compiled in the Library of the
Schools of Landscape Architecture and City Planning at Harvard University

By KATHERINE McNAMARA, Librarian

- AURORA, ILL.** CITY PLAN COMMISSION. A report on the basic elements of a city plan for Aurora, Illinois: prepared in anticipation of the community's growth from a present population of 48,000 to a population of 90,000 by the year 1960. December, 1929. 39 p. photos., plans (part folded), bird's-eye perspectives, cross-sections, diagrams, tables. (Jacob L. Crane, Jr., consultant.)
- BALTIMORE, MD.** OLMSTED, FREDERICK LAW. Report on east and west viaduct, Baltimore, Md., to Municipal Art Society. December 2, 1929. 24 p. diagrams.
- BAYONNE, N. J.** CITY PLAN COMMISSION. Development of Newark Bay waterfront of the City of Bayonne. June, 1929. 35 p. maps and plans (one folded and colored), cross-sections, charts. (Harold M. Lewis, engineer, Charles Herrick, ass't engineer.)
Supplementary report is dated Feb. 7, 1930.
- BIRMINGHAM, MICH.** COMEY, ARTHUR C. General village plan of Birmingham, Michigan: report to the Village Planning Commission. July, 1929. 29 p. photos., maps and plans (one folded and colored), diagram.
- BOSTON, MASS.** CITY PLANNING BOARD. Fifteenth annual report for the year ending December 31, 1928. 1929. 21 p. photo., plans.
Thoroughfare plans and health center location of special interest.
- . MASSACHUSETTS. SPECIAL COMMISSION ON THE CHARLES RIVER BASIN. Report on proposed improvements of the Charles River Basin. Submitted in accordance with Chapter 16 of the Resolves of the Legislature of 1928. January 2, 1929. 23 p. photos., maps and plans (part folded and colored), perspectives, cross-section.
- BUFFALO, N. Y., AND NIAGARA REGION.** NIAGARA FRONTIER PLANNING BOARD. Fourth annual report to the Honorable Alfred E. Smith, Governor, December 31, 1928. 38 p.
Lists local planning and zoning committees.
- CALIFORNIA.** OLMSTED, FREDERICK LAW. Report of State Park Survey of California: prepared for the California State Park Commission. Sacramento, State Printing Office, 1929. 71 p. photos., folded and colored map.

- CHICAGO, ILL.** BENNETT, PARSONS AND FROST. The axis of Chicago: Congress Street superhighway compared with other projects. Committee on West Side Streets, Chicago Plan Commission (James Simpson, chairman), 1929. 43 p. photos., plans, perspectives.
- . CITY COUNCIL. CITIZENS' TRACTION SETTLEMENT COMMITTEE AND LOCAL TRANSPORTATION COMMITTEE. The status of Chicago's traction problem. April 3, 1929. 29 p.
- . PLAN COMMISSION. Nineteenth annual report, for the year 1928. 22 p.
- Alphabetical inventory of current projects.
- . ————. The outer drive along the lake front, Chicago. 1929. 153 p. photos.; folded maps, plans, elevations, profiles, cross-sections; perspectives, tables. (Eugene S. Taylor, manager.)
- CINCINNATI, OHIO.** BOARD OF RAPID TRANSIT COMMISSIONERS. Report, December 31, 1928. 43 p. photos., sketch, tables.
- History of transit subway and Central Parkway.
- . CITY PLANNING COMMISSION. Rules for the subdivision of land. September, 1929. 22 p. photos., cross-section, diagrams.
- CLEVELAND, OHIO.** CITY PLAN COMMISSION. Annual report. 1929. 16 p. photos., bird's-eye perspectives, cross-section.
- Includes studies for further development of group plan of public buildings.
- DENVER, COLO.** PLANNING COMMISSION. Preliminary report on a major recreational facilities plan. March, 1929. 13 p. folded map. (S. R. DeBoer; McCrary, Culley & Carhart, consultant.)
- . ————. The Denver plan, Volume I. 1929. 64 p. photos., maps and plans (one folded), bird's-eye perspective, sketches, diagrams, chart, tables.
- Covering major streets, parks, and recreation areas.
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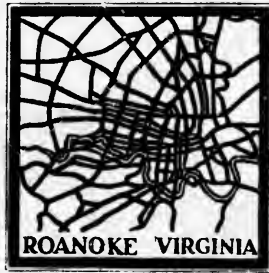
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QUARTERLY

Vol. VI

OCTOBER, 1930

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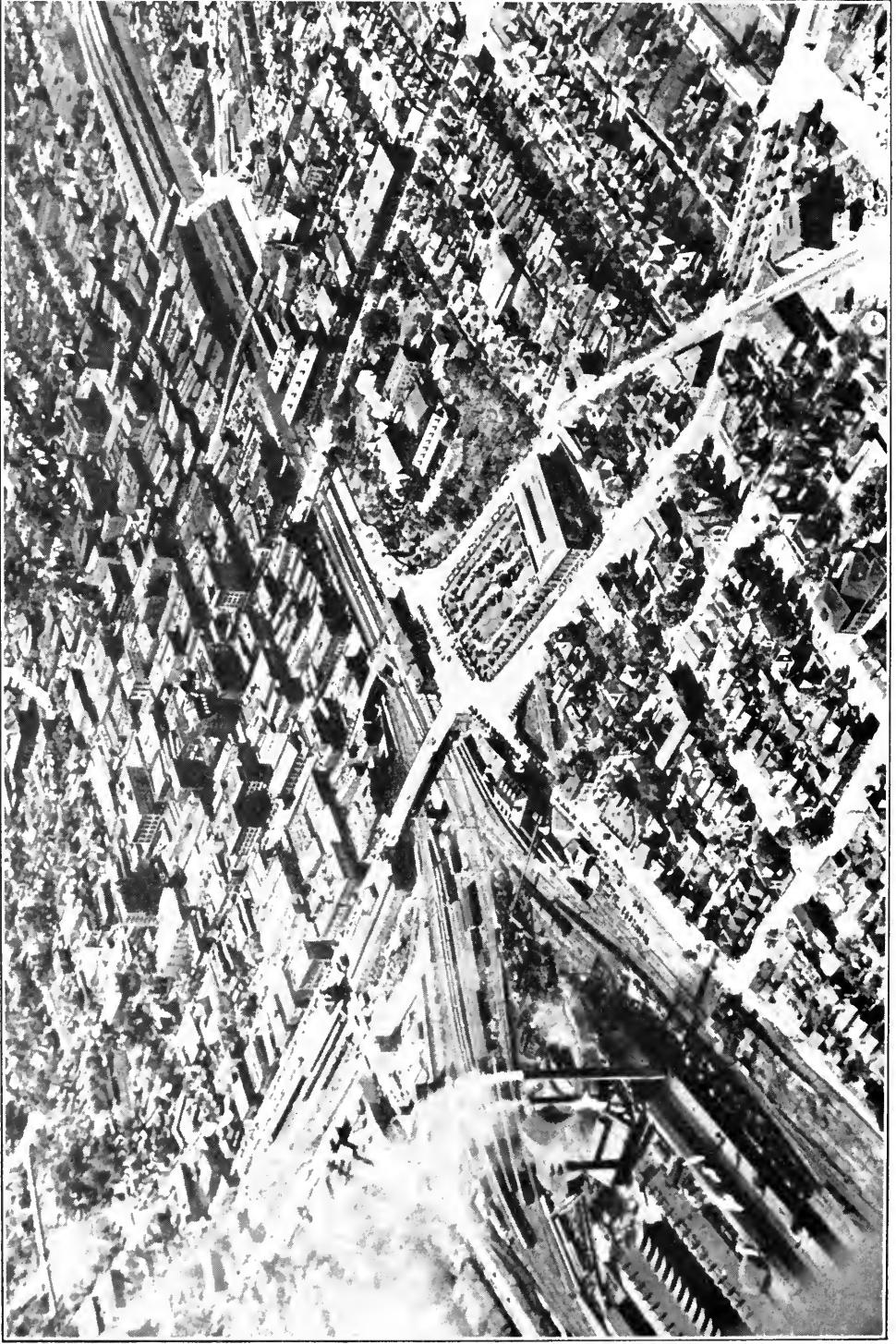
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Courtesy of Roanoke City Planning and Zoning Commissions

CENTRAL BUSINESS AND COMMERCIAL AREAS, ROANOKE, VIRGINIA

View southwest over City Auditorium, Norfolk and Western Railroad Passenger Station and General Offices

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QUARTERLY

Vol. 6

October 1930

No. 4

ROANOKE'S PLANNING ACTION IN CITY AND COUNTY

By JOHN NOLEN
Cambridge, Massachusetts

ROANOKE is a young city. It has had its present name for less than half a century. Before that it was "Big Lick." Its early history is that of a boom town, with all the vicissitudes of competition for railroad locations, pioneer settlement, successive land booms, and other forms of speculation and exploitation. Towns of such origin do not develop in orderly fashion. They become places of adventure, quick development, and romance. They beget a sturdy citizenship—men and women of action and progressive spirit—but the more normal requirements of urban growth are for the moment apt to be put aside.

A fundamental movement for large public improvements, involving a new point of view and a changed public policy, cannot be inaugurated in a day. It takes time. Moreover, the first effort may fail, or at least seem to fail. Roanoke was a pioneer among cities of relatively small population in planning for its future. A city plan prepared in 1907 proposed changes in major streets and thoroughfares, in parks and parkways and other recreation grounds, and in provision for the business interests of the city. Anticipating the future, these plans incorporated regional planning extending

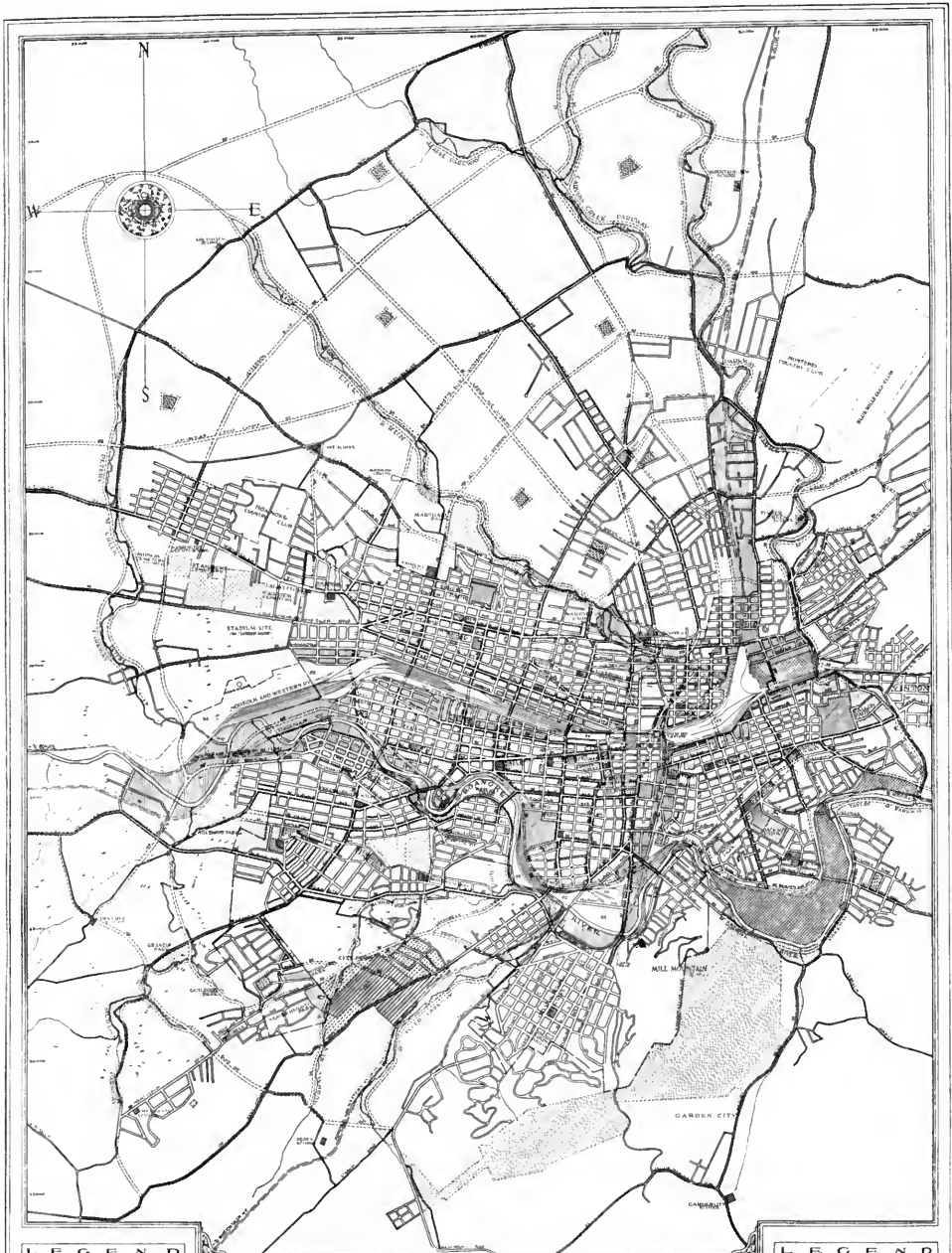
ten miles roundabout. This report of more than twenty years ago had no legal authority. It was initiated by the Civic Betterment Club, of which Mrs. Lucian H. Cocke, a member of the present City Planning Commission, was then President. Under that Club's initiative a committee of representative citizens was formed, of which Mr. Edward L. Stone, now the Chairman of the City Planning and Zoning Commissions, was an active member. Al-



ROANOKE'S PLAN OF 1907

**Although never officially adopted, this plan gave a stimulus to greater civic development.
Compare with plan on opposite page**

though the city plan and report made in 1907 had no legal sanction, nor the backing of any public authority, it exercised a wide influence upon public opinion, and to some extent upon public action. Its proposals were never completely forgotten, and some of the recommendations of the report were carried out from time to time by the city government. Chief among these was the acquisition of Elmwood Park, the only open space then remaining in the central built-up section of the city.



LEGEND

EXISTING CONDITIONS	
	SCHOOLS
	PARKS
	OTHER PUBLIC PROPERTY
	CEMETERIES

SCALE: ONE INCH REPRESENTS ONE MILE
 DRAWN BY: J. H. BROWN
 CHECKED BY: J. H. BROWN
 DATE: 1928

COMPREHENSIVE CITY PLAN CITY OF ROANOKE VIRGINIA

LEGEND

PLANNING PROPOSALS	
	SCHOOLS
	PARKS
	OTHER PUBLIC PROPERTY
	CEMETERIES

JOHN NOLEN CITY PLANNER
 ASSOCIATES
 HARVARD SQUARE, CAMBRIDGE, MASS.

The Woman's Civic Betterment Club of Roanoke provided from its private resources not only for city planning, but also for an extensive study of general sanitation, street cleaning, garbage collection and disposal, sewerage, sewage disposal, paving, and water-supply. The work in this field was entrusted to a firm of civil and sanitary engineers, who coöperated with the city planner. As in the case of the city planning, this report on sanitary and engineering topics was not adopted officially, but nevertheless became an influence on public opinion and public action and was a forerunner of subsequent study and recommendations of the city government.

The civic leaders of Roanoke of twenty-three years ago were ahead of the times. But Browning's "A man's reach should exceed his grasp" is an apt quotation for a progressive planning commission.

It would be profitable to compare the recommendations of 1907 with those of the more comprehensive city plan of 1928. The principal street changes of the 1907 plan, namely, the widening from 60 to 100 feet of the two main downtown thoroughfares, Campbell Avenue and Jefferson Street, and the opening of a public square at their intersection, are no longer considered practicable. The cost of such changes twenty years ago would have been relatively small, even for a city of 30,000 population; to-day it appears to be prohibitive, and the loss to Roanoke is incalculable. The advance in city planning practice is indicated by the extent and character of the city planning proposals of 1928 as compared with those of twenty years ago, notably the inclusion of important highway entrances to the city, a larger program for the public schools, bolder recommendations for grade crossing elimination and the construction of bridges, provision for the parking of automobiles, and the selection of site and development of an airport. Attention should be directed also to the fact that the Commission now includes zoning, a subject unknown in the United States at the time when the first Roanoke city planning report was prepared. Moreover, the present planning program for Roanoke has been undertaken, not by a voluntary civic improvement committee, but by the city government itself, acting through official City Planning and Zoning Commissions, working under a modern, up-to-date

The Roanoke World-News

ROANOKE, VIRGINIA, TUESDAY AFTERNOON, MAY 21, 1929

It is the greatest need in the history of the city to have a comprehensive plan for its future development. The plan will be the basis of all city action and will determine the character of the city for many years to come. It is the duty of every citizen to support the plan and to see that it is carried out.

The plan will be the basis of all city action and will determine the character of the city for many years to come. It is the duty of every citizen to support the plan and to see that it is carried out.

Comprehensive Plan For City's Future Presented To Council

IMPORTANCE TO DEVELOPMENT OF CITY STRESSED

Means More Than Any Other Single Thing, Says Commissioner, Adoption Urged.

Adoption of the comprehensive city plan presented by John Stone, city plan commissioner, to the Roanoke City Council today was the most important step in the history of the city since the adoption of the city charter in 1870. The plan will be the basis of all city action and will determine the character of the city for many years to come. It is the duty of every citizen to support the plan and to see that it is carried out.

PRESENT MEMBERS OF COUNCIL OF ROANOKE CITY



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RECOMMENDATIONS ARE EXPLAINED BY CHAIRMAN STONE

Trustee to Accomplishment of Body Is Paid by Mayor

Trustee to Accomplishment of Body Is Paid by Mayor. The plan will be the basis of all city action and will determine the character of the city for many years to come. It is the duty of every citizen to support the plan and to see that it is carried out.

Planning And Zoning Body Headed By Edward L. Stone

Edward L. Stone, city plan commissioner, has been named as the head of a new planning and zoning commission. The commission will be responsible for the preparation and enforcement of the city's comprehensive plan.

A COMPREHENSIVE CITY PLAN

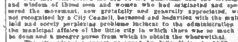
The plan will be the basis of all city action and will determine the character of the city for many years to come. It is the duty of every citizen to support the plan and to see that it is carried out.

Citizens' Commission To Work Out Plan Of Finance

A citizens' commission has been appointed to study the city's financial situation and to recommend a plan of finance. The commission will be composed of representatives from various parts of the city.



EDWARD L. STONE, City Plan Commissioner.



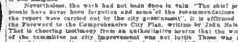
W. B. HILL, Mayor.



W. C. STONE, City Plan Commissioner.



W. H. STALEY, President of the Council.



J. M. GOSSETT, Vice President of the Council.



J. C. SMITH, City Clerk.



J. H. TAYLOR, City Treasurer.



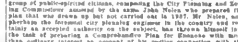
J. W. TAYLOR, City Assessor.



J. M. GOSSETT, Vice President of the Council.



J. C. SMITH, City Clerk.



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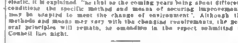
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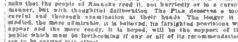
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J. M. GOSSETT, Vice President of the Council.



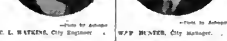
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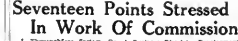
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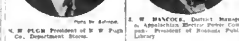
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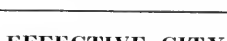
J. C. SMITH, City Clerk.



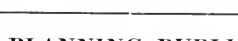
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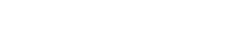
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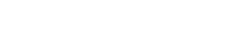
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J. M. GOSSETT, Vice President of the Council.

Seventeen Points Stressed In Work Of Commission

1. Thoroughness System Development and Working of City.
2. Highway System in the City.
3. Fire and Police Department.
4. Public Buildings and Parks.
5. Public Health and Sanitation.
6. Public Health and Sanitation.
7. Public Health and Sanitation.
8. Public Health and Sanitation.
9. Public Health and Sanitation.
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11. Public Health and Sanitation.
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13. Public Health and Sanitation.
14. Public Health and Sanitation.
15. Public Health and Sanitation.
16. Public Health and Sanitation.
17. Public Health and Sanitation.

Women First To Realize Need For Definite City Planning

The women of Roanoke are the first to realize the need for definite city planning. They are the ones who are most affected by the city's growth and who are most interested in the future of the city. They are the ones who are most likely to support a comprehensive plan for the city's future.

(Continued on Page 7)

(Continued on Page Eight)

EFFECTIVE CITY PLANNING PUBLICITY IN ROANOKE

state enabling act. The cost of the planning work has been paid by an appropriation from the public treasury, and the execution of the plans is in the hands of the municipal authorities. The main difference, however, is that Roanoke is now getting action.

The student of city planning progress is struck by two contrasting impressions: first, the inevitable similarity in the effort of cities to bring better planning methods into practice, and to secure action on necessary public improvements; second, the individual character of the problems and of the program of each city. The first shows the usefulness and defines the limitations of city planning standardization. Every city must deal with the problems of major and minor streets, with land subdivision, with recreation and school properties, zoning, and so forth. The contents pages of city planning reports look much the same. Good practice is good practice. What has been learned and demonstrated in one city can be applied in another. That is what gives such great value to technical and popular journals and to public conferences. But while all cities are in some respects the same, in other respects every city is different. It is different in topography and environment, in climate, in existing layout, in purposes, in history, in citizenship, and in its municipal habits of thought and action. No city's planning can be successfully standardized, nor its development determined mechanically by the success of another city.

Roanoke is no exception. It is true that standards of good practice can be applied with advantage to its thoroughfares, its system of recreation, its civic buildings and schools. Its zoning regulations may follow in general those of other cities. But the adaptation of these standards to Roanoke's actual requirements, resources, and public opinion is a difficult art, requiring not only technical skill and experience and sympathetic official cooperation, but also good judgment, common sense, and considerable knowledge of public affairs.

This unlikeness of cities is of equal importance. Their distinctive and individual problems must be grasped, and distinctive and individual solutions obtained. Roanoke is a good example. Its topography is unlike that of any other city. Its growth has been different, and its ways of doing things are individual and Virginian.

Roanoke is located at the southern terminus of the great Shenandoah Valley. It lies on the natural travel routes of rail and highway from the north and east to the west. Occupying some ten square miles of area with an urban population of about 70,000, an increase of 36 per cent in the last decade, it is the principal city of southwestern Virginia. Through the city flows the Roanoke River, joined at the eastern boundary of the city by the picturesque Tinker Creek. Surrounding the city are rich agricultural and fruit farms protected by the mountains forming the background of the valley. Primarily an industrial city served by two trunk line railroads, still it has not the characteristic grime and smoke of factories. The main business district is centrally located, with the relatively small proportion of multiple-family dwellings located adjacent. Roanoke has a vast proportion of its homes still in single-family houses owned by the occupants, and distributed in three quadrants of the city—the northwest, southwest, and southeast, with the negroes generally in the northeast. Topographically, the city is variable in characteristics, creating municipal problems as well as adding interest.

The recent planning of Roanoke is not piecemeal or partial planning, it is "comprehensive" in character. As has been well said, "it strives to direct fully all new growth and to remold the existing municipal structure into channels of orderliness, unity, and beauty."

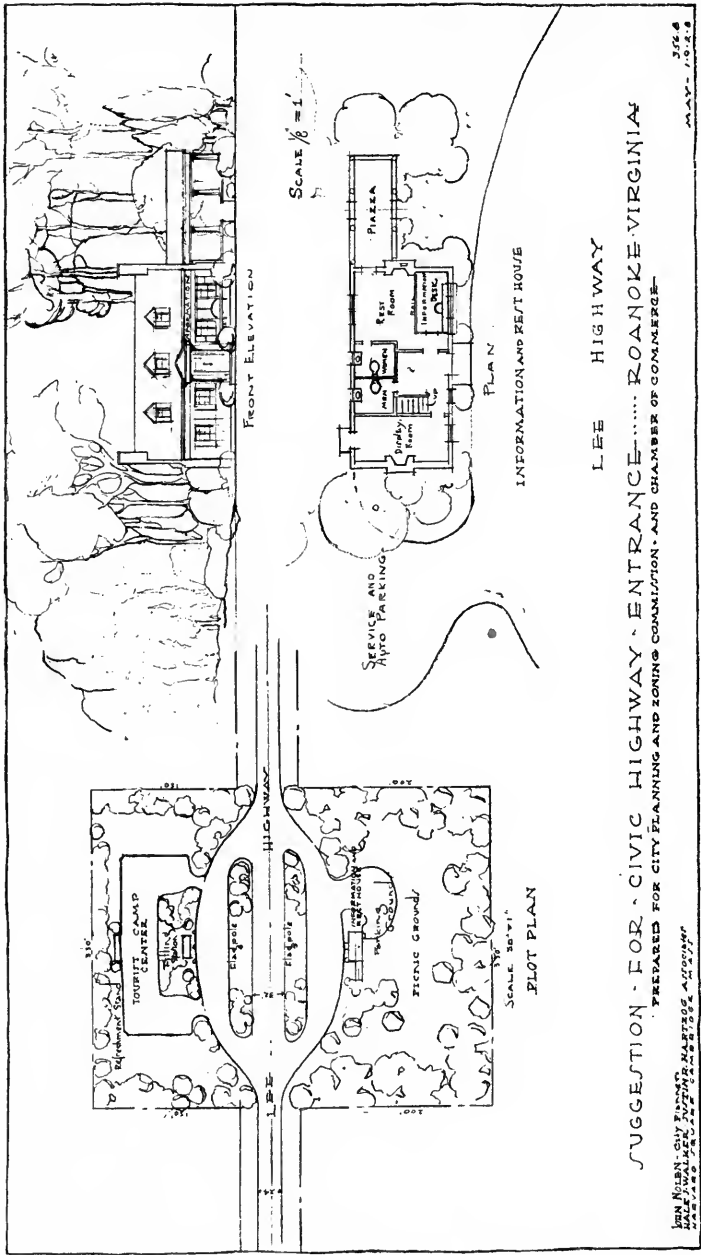
The principal planning recommendations of the comprehensive city plan for Roanoke may be briefly summarized as follows:

Thoroughfare System, including especially the highway entrances into the city, and the development of appropriate routes into the city and around the city.

Airport. Program for the acquisition of an adequate site, and its development as a permanent airport.

Civic Buildings and Public Schools. Development of civic groups—City Hall, Federal Building and Post Office, Public Library, Museum, Auditorium. Determination of future sites for public schools, and the expansion of the present grounds of many schools.

Recreation. Program of land acquisition for a park system, development of playgrounds, selection of site and development of a stadium and high school athletic field.



SUGGESTION FOR CIVIC HIGHWAY ENTRANCE..... ROANOKE VIRGINIA

LEE HIGHWAY

PREPARED FOR CITY PLANNING AND ZONING COMMISSION AND CHAMBER OF COMMERCE

LOW MYERS CITY PLANNING PARTNERS ASSOCIATES
 200 N. MAIN ST. SUITE 200
 ROANOKE, VA 24060
 PHONE 540-988-8100

SCALE
 MAY - 1968

Bridges over Railroads and Streams. Construction of additional structures in coordination with the thoroughfare system. Also a program for the improvement of sanitary conditions and appearance of the stream valleys.

Zoning. The adoption of a zone ordinance and zone plan, comprehensive in character.

Regional Plan. Program for highway circulation, railroad right of ways, electric trolley car system, airways, use of land, and public open spaces.

Advisory Finance Commission. Appointment of citizens' group to advise on ways and means for securing and financing public improvements.

THOROUGHFARES

While the entire valley section of the county was included in planning for Roanoke, the principal attention was given to the city and the immediate area within five miles from the present city limits, which incorporated the two adjacent towns of Salem and Vinton. Like most American communities, Roanoke does not stop at the boundaries, but has pushed out beyond along the lines of transportation—the thoroughfares—as they have been developed from time to time. The concentration of development in certain sections of the city and along these principal streets has demanded that considerable thought be given to the problem of thoroughfares.

In Roanoke the public ways are divided into only two classes: minor streets, and thoroughfares. The first classification requires but little attention, except that land developments may frequently become extravagant in their allowance for this type of street. To thoroughfares, however, much importance is attached. There have been designed seven east and west thoroughfare approaches to the city, and ten approaches from the north and south, so that the city will become accessible from all quarters of the county and region. Intersecting these thoroughfare approaches are six circumferential or by-pass highways which surround the city either in whole or in part, and obviate the necessity of traveling through the center of the city unless occasion calls for it. Working closely in cooperation with the city in its efforts to secure the full development of these thoroughfares is the Virginia State Highway Department. Already two of these thoroughfare approaches are being widened and definitely improved with new roadbeds and the

elimination of excessive grades and curves. One of the proposed new approach locations is receiving very wide discussion. Definite standards of widths and cross-sections have been thought out for all these thoroughfares, to answer the traffic demands as they occur. It is proposed that these thoroughfares will serve different purposes in the future, some being more in the character of boulevard or parkway approaches designed primarily to meet the requirements of pleasant approaches for tourist traffic, while other thoroughfares will be more in keeping for heavy trucking traffic to the various commercial and industrial sections of the city. The minimum width for these thoroughfares has been recommended as 100 feet, with the possibility of 80 feet in some cases.

AIRPORT

Roanoke is prominent among a group of nineteen cities which have identified themselves with an energetic, state-wide movement to secure for Virginia a system of airports. This is a coöperative effort between the municipalities and the state, the latter assisting through the State Highway Commission. Roanoke for the past several years has had a temporary airport, without facilities of an adequate nature to take care of the demand of local and visiting air traffic. Recently the city acquired by lease a tract of approximately 130 acres, which it is grading and equipping, and in the near future will have a municipal airport fully in keeping with the traffic demands that will be made upon the city. This airport will be within six miles of the Post Office in the downtown section of the city, connected by a main thoroughfare, and so situated as to be in line with the general movement of traffic through the valleys to the north, to the west, and to the east.

PUBLIC BUILDINGS

Roanoke has a nucleus for public buildings in its present well equipped Municipal Building, situated adjacent to the downtown business district. The projected public buildings development consists of two classes: that of the administrative center near the downtown section, including such structures as an auditorium and museum in addition to governmental buildings; and those



Cut loaned by Roanoke City Planning and Zoning Commissions

MUNICIPAL BUILDING, ROANOKE

The Municipal Building serves as the nucleus of the Civic Center which is now taking form with the construction of the new Federal Building

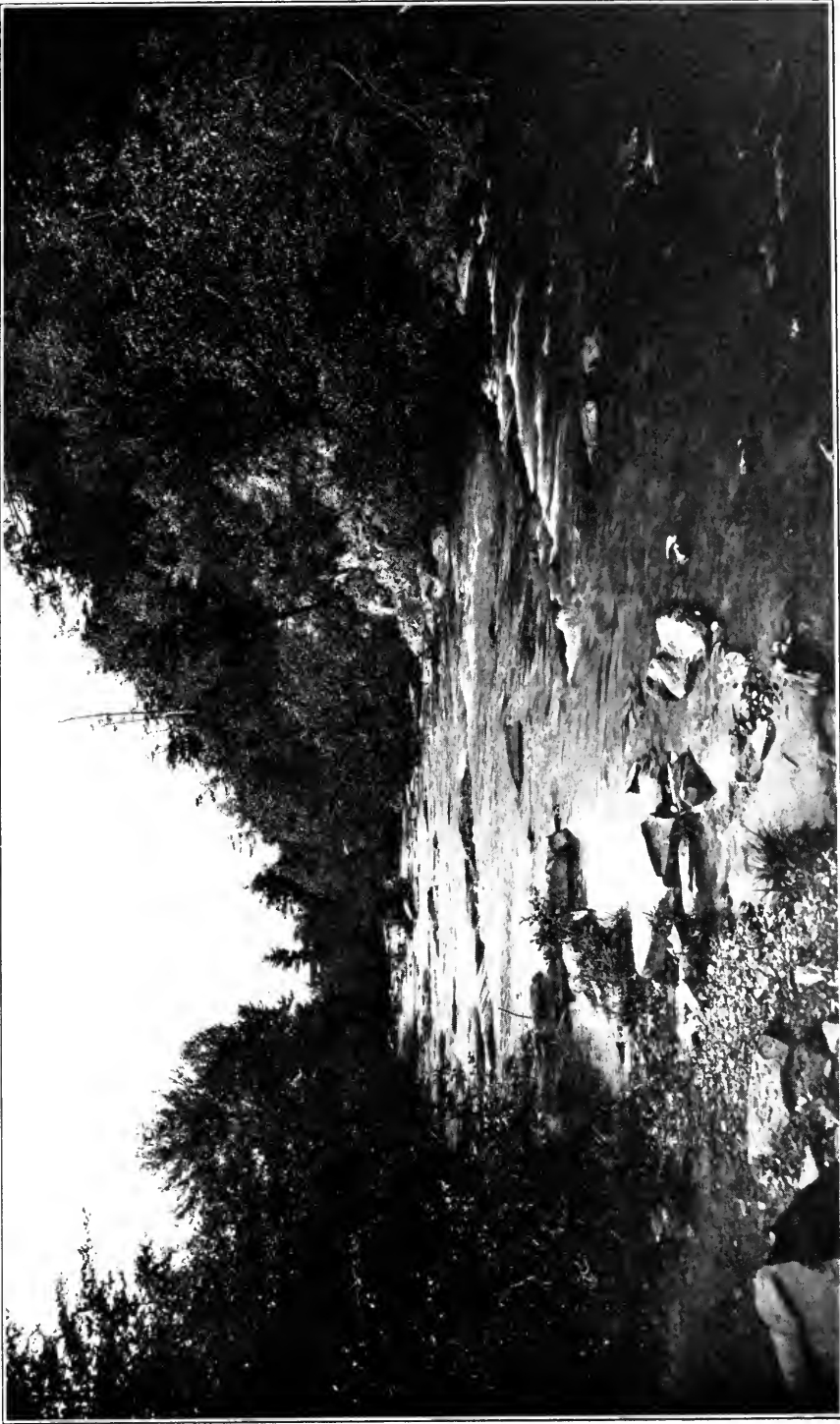
Drawing by Louis Ruyl, New York City

subsidiary or branch type public buildings distributed through the various areas of the city, such as fire stations, branch libraries, and school buildings. Much progress is being made in both classes. The administrative or civic center is rapidly taking form through the clearing and other ground preparations for the erection of the new Federal Building, for which the appropriation has been secured. Zealous and successful coöperative efforts have been exerted to secure harmony between this new building and the existing municipal structure. With the development of a new front on the south side of the Municipal Building, these two public buildings will be brought harmoniously together. Since the inauguration of this civic center program there has been a strikingly noticeable tendency to improve property adjacent to the public buildings. The scattered public buildings have been designed to meet their local situations, and fire stations will be found more fully in harmony with adjacent residential structures. The school structures likewise have harmonious characteristics befitting their locations, and sites have been determined for future locations.

RECREATION IN ROANOKE

The natural situation of Roanoke at the southern terminus of the Shenandoah Valley is one of great beauty and charm, which has been utilized as the basis for planning both parkways and public reservations. Through the east and west valley passes the Roanoke River, which some day will be an outstanding feature of the recreation system of the region. Other minor streams flow in and out of the general city area and serve as locations for pleasure driveways, linking all parts of the parkway system. There is a strong public adherence to the principle that these stream courses should be protected for the public welfare and use. Highland Park has long been an influence in keeping to the front the need for greater protection of the natural conditions.

Recreation provision in Roanoke includes parks and reservations and playgrounds of all types, with emphasis on the latter for the municipal areas, where more intensive activity may be expected. This playground program includes neighborhood play-



Courtesy of Roanoke City Planning and Zoning Commissions

MASON CREEK

This stream is an example of the waterways of Roanoke County

grounds for small children, athletic fields for boys and girls, and a municipal athletic field or stadium. Considerable progress has been made in the first two groups in connection with schools and neighborhood parks, and the public has demonstrated its interest in the stadium by the mounting attendance at athletic contests.

The program for parks and reservations consists of adding neighborhood parks in the more densely populated residential sections, acquiring certain tracts in the adjacent mountains as reservations, and then consolidating them into a closely related system by means of stream course parkways, which in turn will not only protect the natural beauty of the river and creeks, but aid materially in controlling the water at the time of heavy rainfalls and maintaining proper sanitary conditions.

A noticeable characteristic of the city is the progressive action in the elimination of dangerous thoroughfare crossings over streams, and of grade intersections of thoroughfares and railroads. The city has not been without coöperation in these steps. The state has been improving and replacing the older or antiquated bridges with improved structures of adequate width. The railroads have joined with the city in constructing handsome concrete bridges over their tracks in several instances. Some of the present underpasses are being reconstructed to add increased width and convenience. The picturesque Roanoke River will in the future be vastly improved by the elimination of some of the obsolete steel bridges of a viaduct type. These bridges, coupled with the development of the banks as parkways, will greatly enhance and maintain Roanoke's pleasant character as it grows industrially and commercially.

Roanoke has been getting action in organization and development as the following list testifies:

Comprehensive City Plan, as recommended by the City Planning and Zoning Commissions, adopted by City Council, June 10, 1929.

New Tax Map and Card Index system of real estate holdings prepared by City Engineering Department.

Re-appraisal and equalization of taxation values begun.

Aerial Map of the City of Roanoke and a large portion of Roanoke County presented to the City.

••• T R A F F I C •••



THE STREET THAT LOOKED SO WIDE IN 1900

SEEMS TO HAVE SHRUNK UNDER THE DEMANDS OF 1928 TRAFFIC THE MOTOR AGE

A TYPICAL CASE OF RELATIVE INCREASE IN POPULATION AND LICENSED MOTORS

YEAR	POPULATION	MOTORS
1920	10,842	1725
1924	16,602	5242
1928	16,362	7807

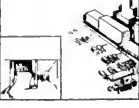


ONE SOLUTION OF TRAFFIC CONGESTION IS THE ARCADED BUILDING--BY SO TREATING PROPERTY DAMAGE IS MINIMIZED--EXISTING SIDEWALK SPACE IS THROWN INTO ROADWAY AND AMPLE SPACE IS PROVIDED FOR PARKED AND MOVING VEHICLES



AREAS WITHIN EASY WALKING DISTANCE OF THE MAIN BUSINESS DISTRICT AFFORDING PARKING SPACE AND MATERIALLY IN RELIEVING TRAFFIC STRAIN

ON THE FRINGE OF THE HIGH DENSITY BUSINESS AREA WITH ITS HEAVY TRAFFIC DEMANDS IN THE MOTOR AGE



CONGESTION LESSENS EFFICIENCY--INEFFICIENCY COSTS MONEY--OVERCOME CONGESTION AND BENEFIT

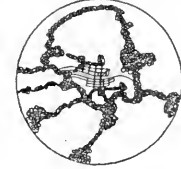
JOHN NOLAN • CITY PLANNER •• HALE J. WALKER •• JUSTIN D. HAQTZOG • ASSOCIATES

PARKS AND PARKWAYS

••• A CLEAR RUNNING STREAM WITH GRASSY BANKS TREE BORDERED IS A DELIGHT ••• ACQUISITION OF LAND ALONG NATURAL STREAMWAYS SHOULD BE A COMMUNITY DUTY



•• UNLESS PROTECTED • DWELLINGS OFTEN BACK ON THE STREAMS BRINGING ABOUT UNSIGHTLY AND UNSANITARY CONDITIONS



PARK UNITS SHOULD BE PART OF A SYSTEM •• A REGION POSSESSING WELL DEFINED DRAINAGE LINES HAS THE RAW MATERIAL AT HAND TO BUILD THE SYSTEM •• THE PARKWAYS PROVE TO BE NOT ONLY BEAUTY LINES BUT IMPORTANT CIRCULATION ARTERIES

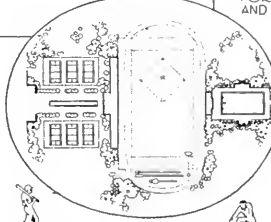
JOHN NOLAN • CITY PLANNER •• HALE J. WALKER •• JUSTIN D. HAQTZOG • ASSOCIATES

R E C R E A T I O N

CHILDREN CAN AND DO PLAY ANYWHERE •• BUT NOT WITHOUT DANGER AND NOT WITH THE BEST RESULTS PHYSICALLY AND MORALLY



FIVE ACRES OF LAND PROPERLY DEVELOPED WILL AFFORD AMPLE PROVISION FOR ORGANIZED AND OPEN PLAY



FOOTBALL
BASEBALL
T R A C K
T E N N I S

SWIMMING
OPEN PLAY
AREAS BEHIND

ONE CITY WITH A POPULATION OF 140,000 HAS GRANTED IN ONE YEAR 2500 PERMITS FOR USE OF BASEBALL DIAMONDS

8000 PERMITS FOR USE OF TENNIS COURTS WITH ABOUT 30000 USERS

A MAN CAN ENJOY IN LEISURE TIME ABOUT 1750 HOURS A YEAR • THIS FIGURE INCREASES YEARLY ONE FOURTH OF THAT OR 435 HOURS CAN BE WISELY USED ON CITY RECREATION AREAS

GIVEN SUNSHINE • SUPPLY ADEQUATE SHADE • RESERVE THE PERFECT PLAYGROUND

JOHN NOLAN • CITY PLANNER •• HALE J. WALKER •• JUSTIN D. HAQTZOG • ASSOCIATES

PROPERTY DEVELOPMENT

A DEVELOPMENT IS OFTEN A SUCCESS OR FAILURE DEPENDING ON WHETHER OR NOT THE STREET SCHEME LENDS ITSELF TO THE TOPOGRAPHY THERE MUST BE A RELATION BETWEEN IT AND THE ADJOINING PROPERTY AND TO THE CITY THOROUGHFARE SYSTEM HOUSE SITES SHOULD BE CAREFULLY LOCATED AND ALL BUILDING WISELY RESTRICTED ALL SUBDIVISIONS SHOULD BE SUBJECT TO MUNICIPAL SUPERVISION •••••



THE NEGLECTED SIDE--HILL •• A RESULT OF POOR PLANNING SUBSEQUENT LOSS TO CITY PROPERTY OWNER AND DEVELOPER



EXAMPLES OF RESIDENTIAL DEVELOPMENTS •• THE STREET Schemes CONFORMING TO THE TOPOGRAPHY

JOHN NOLAN • CITY PLANNER •• HALE J. WALKER •• JUSTIN D. HAQTZOG • ASSOCIATES

FOUR FUNDAMENTAL PROBLEMS OF CITY PLANNING

- Development of Civic Center begun by the clearing of site in a block adjacent to the Municipal Building for the recently authorized Federal Building.
- Consideration by City Council of an ordinance creating a Municipal Art Commission.
- Municipal Airport under construction.
- Traffic circulation facilitated, by improved grades, widened pavement, realignment of streets, and more appropriate street name plates.
- Additional elimination of grade intersections of streets and railroads.
- Construction of new elementary and junior high schools with higher standards.
- Widespread increase in civic activity by community clubs and service organizations, and greater civic pride manifested by the public at large.
- Public parks and playgrounds further equipped, and activities directed to meet the growing needs in public recreation.
- Zoning Ordinance in process of completion for presentation to City Council.
- Appointment of the Citizens' Advisory Finance Commission retaining the city planner to prepare Capital Improvements Financial Program.

Roanoke is an illustration of the success of persistent effort under able leadership, with good backing and wide coöperation. Many cities grow faint-hearted with one rebuff. Not so Roanoke. The vigor of the pioneer of "Big Lick" of fifty years ago combined with the high civic spirit of twenty years ago, to produce a new movement for broad public improvements along the best modern lines. The City Planning Commission, the Zoning Commission, with the City Manager and City Engineer as members, the City government, the Chamber of Commerce, and the local newspapers, united under the forceful, genial, and inspiring guidance of Chairman Edward L. Stone, to secure a plan and to put it into action.

LAND SUBDIVISION: THE EFFECT OF DENSITY ON ACREAGE VALUES AND ON LOT VALUES*

By ROBERT WHITTEN
City Planning Consultant

SUBDIVISION PRACTICE

IN some communities there is little subdivision of land except in connection with a current demand for sites for actual building operations. In such communities there is no market for residence lots to be held for purely speculative purposes. Much of the subdividing is done by builders who sell completed houses or build on contract with the lot purchaser. Other subdivisions are laid out and sold off either to individuals who expect to build within a short time or to builders who buy for immediate building operations. Of course under such conditions subdivision and building fluctuate sharply with the demand for new homes and this is dependent on growth and business conditions. In good times building is active and in times of depression home building is at a standstill.

The above situation in so far as it relates to building is typical, but in so far as it relates to subdivision is most exceptional. In the typical American city in "boom times" lots are put on the market and sold solely because many people think they can make money on a resale. At such times the demand is almost unlimited and a feverish subdivision activity results. The fever runs its course but the convalescence is long and the after-effects lasting.

Such limited data as are available indicate recurring periods of subdivision activity at intervals of 15 to 20 years and give some indication of a recurring major period at intervals of 35 to 50 years. The most complete statistical study of this subject has been made by Ernest M. Fisher who states:†

*An advance selection from "The Neighborhood Pattern in its Relation to the Housing of Families of Low Income," being Part I of "Neighborhoods of Small Homes in America and England," by Robert Whitten and Thomas Adams,—the third volume of the 1930 researches of the Harvard School of City Planning, to be published this autumn by the Harvard University Press.

†"Real Estate Subdividing Activity and Population Growth in Nine Urban Areas," by Ernest M. Fisher. *Michigan Business Studies*, July, 1928.

"It has been said that the subdividing of land for urban uses is in response to a market for the lots created rather than to meet a need for additional urban territory. This tendency had led to periods of intense activity in subdividing, characterized by a speculative market, followed by severe market depressions of considerable duration, during which subdividing has been practically at a standstill. . . . It is natural that rapid growth of a city should lead to excessive even unwarranted optimism regarding its immediate future particularly when there is no statistical or other form of definite measure by which justifiable optimism may be gauged. Such an excessive optimism leads to the platting of excessive areas, many parts of which may wait for years upon the growth of the population and the consequent need for the area in urban uses. . . . The pronounced cyclical movements in the data suggest at once that they are influenced by conditions outside of the subdivision situation itself. The general business cycle is doubtless the most important of these."

Some good occasionally results from excessive subdivision during "boom periods." In Denver the price of lots is lower perhaps than in any other city of similar size, due, it is said, to overexpansion many years ago. The present buyers of home sites are profiting by the losses suffered by the speculators caught in the collapse of the "great boom."

CORRELATION OF SUBDIVISION AND BUILDING

Ideally, land subdivision and house building operations should be closely correlated. There is great economic and social loss where land subdivision and building are as completely divorced as they are in many fast growing American communities. In periods of rapid expansion the efficient sales organization of the subdivider is able to dispose of lots improved or unimproved to "would be" home owners at prices much in excess of their actual value for building purposes. The worker is often induced to buy on monthly payments a lot costing with street improvement assessments \$2000, when half that amount is all that he should pay if he is to have a home within his means. A two thousand dollar lot is appropriate for an eight or ten thousand dollar home. It is entirely out of scale for the five or six thousand dollar home.

Results are usually much better when the subdivider is also the builder. He realizes that the price of the completed house must be such that the monthly carrying charges will not be in excess of ability to pay. This makes it necessary to keep down lot and street improvement costs to a minimum. Of course when times are good and the demand for *new* houses is greater than the supply, the builder is able to dispose of new houses for more than their true or permanent value. In general, however, competition among builders keeps prices down to a reasonable basis and the excessive sales cost for the lot, as distinct from the completed home, is largely saved.

The realtor who acts as sales agent for a subdivision usually takes 25 per cent of the sale price of the lot as his sale commission. Thus the lot costing \$1200 to produce, sells for \$1600. A large proportion of the money that might go toward the purchase of a home is diverted by high-powered sales methods into the purchase of land and the building of streets in areas not yet ripe for building and into the payment of the costs of expensive sales organizations. If all this money could be devoted to operations and work essential to the actual construction of homes, a marked improvement would result.

HOUSING DENSITY, AND LAND AND LOT VALUES

It is usually assumed that the cost of the lot for the small house can be reduced by decreasing the size and especially the width of the lot. This will mean more lots to the gross acre and usually a reduction in the improvement cost. As applied to a particular plot of land it will undoubtedly result in economy in the production cost of the lot and this will correspondingly decrease the cost of the completed house and lot. In a given case with a given cost for the raw land, an increase in the number of houses to the gross acre may be the only solution to the problem of providing houses at a given cost.

On the other hand if the problem is not that of the individual tract of land but that of determining the normal size of lot for the low-cost houses of a city or state, it is not at all clear that a

reduction in the normal width of the lot, say from 45 feet to 30 feet, will produce any reduction in the cost at which the small house can be produced and sold.

An almost certain result of an increased normal density is an increase in the value of the raw land. The value of raw land suitable for subdivision for the building of small homes will tend to vary directly with the number of such houses to the gross acre normal in the community. This increase in raw land value may not be sufficient to take up all the economy due to the smaller lot; a small part may be shared by the subdivider and a small part by the builder, but the part that actually sifts to the home owner is usually so small as to be negligible.

It is much easier to increase housing density than to lower it. With the density customary and normal to low-cost houses in a community there is a corresponding level of raw land values. To decrease the density without an increase in the cost of the lot will usually require a decrease in the prevailing acreage values. Such a decrease in acreage values will tend eventually to result, provided the lower density is consistently enforced. The adjustment, however, is likely to be very difficult and trying for all concerned.

On the other hand a change to greater density is easy and insidious. It starts usually with a sharing of the benefits from the economy of the smaller lot between the builder and the home owner, and ends when the smaller lot becomes the normal type with a more or less complete capitalization of the saving effected by the smaller lot in the price that must be paid for raw land.

The normal lot width for the small low-cost house varies greatly in different communities. In Philadelphia it is 14 to 16 feet for the row house; in Chicago, 30 feet for the detached house; in Denver, 37½ feet; in many cities, 40 feet, and in many other cities, 50 feet. There does not seem to be any close correlation between the size of the lot and the cost of the lot. In fact, for a low-cost house of a given value, the normal value of the improved lot appears not to vary greatly whether the width is 14, 25, 30, 40, or 50 feet.

We find that the small 14-foot lot in Philadelphia and the small 30-foot lot in and around Chicago cost about as much as

the 40- or 45-foot lot in other cities. Is this due to the higher land values or are the higher land values due to the greater housing density? This question cannot be answered satisfactorily from data at hand. It seems, however, that the amount of money that will be paid for the lot for the low-cost house is rather closely limited to a sum between one-fifth and one-third of the construction cost of the house. The total cost of the house and lot is limited by the income of those who are to buy or rent it. The construction cost being fixed and the improved lot cost being roughly limited between one-fifth and one-third of the construction cost, the only way to increase the amount available for land is to decrease the cost of street improvements and the lot overhead by reducing the width of the lot. In other words in a given case there is just about so much money that can be expended for the improved lot.

Assuming that lot sizes normal in the community will permit but six houses to the gross acre and that the normal cost of the improved lot for a \$6000 house is \$1200, then if the cost for street improvements is \$600, and the lot overhead \$400, the cost of the raw land cannot exceed \$200 per lot or \$1200 (6 times 200) per gross acre. Assuming the above conditions, but with narrower lots and 10 houses to the gross acre, then if the cost for street improvements is \$450 and the lot overhead \$300, the cost of the raw land may be \$450 (1200 minus 750) per lot or \$4500 (10 times 450) per gross acre. While if the customary development is a row house on 15-foot lots with 26 houses to the gross acre, then if the cost for street improvements is \$300 and the lot overhead \$200, the cost of the land may be \$700 (1200 minus 500) per lot or \$18,200 (26 times 700) per gross acre.

The tendency in any normal type of medium-cost housing will be for the cost of the improved lot to equal from one-sixth to one-fourth of the cost of land and building. With new and denser housing modes acreage and lot values will tend upward until somewhere within this range of ratio of improved lot to total cost a balance between conflicting requirements is found.

CITY PLANNING IN THE UNITED STATES*

By ALFRED AGACHE

Urbaniste, Paris

MY first trip to North America was twenty-five years ago, and I was at that time enthusiastic about the vitality of the country, but frightened as well by the unplanned development of its cities. Individual interest seemed then to come before public interest; thought turned frankly to industrial gain alone and to commercial benefit. Social values, public health, a sense of the beautiful, existed only in the minds of certain enlightened people. Every effort should pay, they said, and pay immediately.

And in the city point of view as in business, there was a barbarous competition; buildings sought to surpass each other in height, without any regulation whatsoever; the centers of cities became impracticable. New York, Chicago, Cincinnati, and many other urban agglomerations took on a turn for the worse, as much from the point of view of obstruction as from the point of view of appearance: congestion in the business district, lack of open spaces, monotony of streets following at regular intervals and without taking account of the necessities of circulation; ugly buildings, or, still worse, architectural pretensions of bad taste were common. I must say that from this period (about 1904) the United States began to sense the danger and that, notwithstanding administrative negligence, more preoccupied with political rewards than public welfare, private initiative began a serious movement with the idea of city improvement. Some cities are profiting by it; others are still discussing theoretically and platonically the principles of city building while structures mount to every height, so that the increasing value of the land makes any project for improvement impossible in the future.

In recalling my impressions of fourteen of the more important cities of the United States, I find that they can be grouped according to three types of cities which are representative of widespread tendencies everywhere evident.

*Translated from the Paris journal *L'Intransigeant*.

Washington, in the first place, of which the attraction is truly that of a very great capital, still benefits to-day from a protective plan which originated with the French Major L'Enfant. The Federal Government itself supervises the continual development. For a city planner, it is a considerable joy to discover the real Washington. When I visited this city a quarter of a century ago, it still made a theoretical and cold impression. To-day, enveloped in foliage, the beautiful avenues traversed by innumerable automobiles, the magnificent perspectives, the proportions of the buildings, the substantial and distinguished charm of the houses, all contribute to a feeling of harmony; and this feeling is not only engendered in the offices of the architects and city planners, but is diffused throughout the general public who are beginning to proclaim Washington the most beautiful city of the world.

But, if Washington is unquestionably the most beautiful city of the United States, Chicago is perhaps, to the city planner, the most interesting. This city I visited as well in 1904, and I experienced at that time an impression extremely painful. Chicago seemed to me then a veritable urban inferno, without ideal, without horizon; its people were suffocated physically, mentally, and morally; the traffic (and the automobile as a problem did not exist) was already difficult; the lake shores were burdened with factories and lumber yards; no gardens, no open spaces, houses upon houses without end; one endless sequence of parallel or perpendicular streets. Blocks following blocks; no silhouette, nothing picturesque; monotony and banality; weariness and ugliness. A reaction set in. In the meantime an American city planner, Daniel H. Burnham, supported by a private committee, was already working on a plan for rebuilding the city. He wrote the following words in reply to the timorous spirits who reproached him with having too grand a vision: "Make no little plans; they have no magic to stir men's blood and probably themselves will not be realized. Make big plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will never die, but long after we are gone will be a living thing, asserting itself with ever-growing insistency. Remember that our sons and grandsons are going to do things that would stagger us. Let your watchword be order and your beacon beauty."

For twenty years the suggestions of the Burnham plan have been followed: considerable land along the lake has been acquired; they have laid out the admirable Michigan Avenue of which a part contains an underground artery for heavy trucking to serve the docks without interfering in the least with traffic above. Magnificent gardens have sprung up at the edge of the water, university quarters in the style of Oxford, residential quarters with a number of squares. This does not prevent the buildings from rising to great heights, but a wise zoning ordinance regulates everything to safeguard the future.

Twenty-five years more of city planning and I believe I can predict that Chicago will indisputably become not only one of the most powerful industrial centers, but also an example of what city planning, practical and artistic, is able to contribute toward rendering attractive a city which seemed condemned to ugliness and melancholy.

As for New York, you cannot truly help admiring it at your first contact, even though overwhelmed. When the steamer approaches the island of Manhattan, you have really the impression of arriving in a world totally different from that to which you have been accustomed; you imagine being Gulliver arriving at the home of the giants. These buildings which seem to attack the sky; these gigantic bridges with roadways one above the other; the city of business with a world of stirring in the day's work, and the city of theaters with a world of stirring after nightfall; and the trains elevated, the trains underground, the trolleys, the busses, the automobiles, all this confused, buzzing, bewildering; and at night this revel of lights which sparkle, which twirl around, which dilate: this blaze of constant artifice, which does not leave you a moment of respite. Finally, reeling above everything, bounding the whole city, the immeasurable waterfront development full of activity,—this super-port, the whole reason for the colossal development of this city. There is in all of this an overflowing, a vitality which creates an illusion, but, if one look closely, at what a disadvantage.

New York is a splendid monstrosity, it is a clinical subject very interesting for a city planner to study; it is an example com-

plete with everything that is not necessary to be made; buildings erected to any height, without regard to the immediate neighborhood, in which one sees all day long by artificial light; monumental bridges thrown up here and there in proportion to immediate needs but without a plan ever being sketched to join the new highways to those which these bridges have created; streets continually under repair following work done in proportion to, but lagging behind, the needs; the movement of automobiles, slackening in the extreme at certain times of the day,—those in which one is usually in the most hurry; central stations congesting circulation; open spaces inadequate or badly distributed.

My criticism here applies evidently only to the immobile aspect of the city which, in my opinion, corresponds in no way to its effervescent dynamics, for on the contrary I admire very much the solutions of details which denote the great American genius: universities, hospitals, electrical works, stations, and even the novel skyscrapers which reveal a truly remarkable architectural elegance!

Unfortunately the municipal administration scarcely bothers with the problem of city planning; the administrative division into different boroughs with very diverse interests is antagonistic to improvements of truly general significance. At different times between 1903 and 1914 research committees were appointed to study problems in a comprehensive way, but these failed dismally and could not produce even a zoning regulation.

It was a social undertaking from private initiative, the Russell Sage Foundation, which announced the project in 1922 and which has been subsequently engaged in the study of a regional plan that extends over 5528 square miles. It has, on this subject, already published seven volumes of survey and its plan for remodeling is still under way; it possesses, under the general direction of a very remarkable English city planner, Mr. Thomas Adams, a series of research departments, an economic division, social division, legal division, committees and sub-committees, a regional council composed of two hundred members; it is a veritable army of technicians and consultants involved in this task, and yet the municipal authorities seem not to have a cure for the difficulty, and New York continues to be disfigured and grow congested.

The aim of the Sage Foundation is theoretically ideal. It desires the public to coöperate in its work; it wishes to influence the city authorities. But it is like asking an invalid to describe his own condition and to have the courage to take care of himself. The city authorities are overwhelmed by the problems of detail which spring up from moment to moment; and for all sorts of reasons which would take too long to analyze, they have neither the composure nor the impartiality, nor the unity of direction necessary to apply themselves deliberately to this large problem of remodeling.

In resumé, and according to our statements at the start, the three cities we list—Washington, Chicago, and New York—are perfectly representative of the different trends of city planning in America.

What is necessary above all to remember is:

1. The widespread interest produced among these specialists and the general public in the amelioration of cities, notwithstanding the administrative apathy in the matter.
2. The magnitude of these problems, bold in certain cases, and the solutions of them which deserve study on the ground.

This redress to the "Amenity of Life," as Léandre Vaillat would say, is in any event one of the modern movements which is established in North America where, little by little, an understanding of the common welfare brings to its fullness the spirit of enterprise which hitherto has shown itself at the same time so egotistically and magnificently productive.

MUNICIPAL ART COMMISSIONS

By HOWARD K. MENHINICK

A MUNICIPAL art commission is a jury which passes upon the design and location of all works of art and structures which are to become the property of the city by gift, purchase, or otherwise, or are to be erected on, over, or under public property by a public or semi-public body or a private individual. Art commissions are concerned with such subjects as paintings, mural decorations, stained glass, statues, fountains, lighting fixtures, bridges, parks, and public buildings.

Although the first municipal art commissions in the United States were established in New York City and Boston as long ago as 1898, the active and effectively functioning commissions to-day can almost be counted on one's fingers.

A paucity of publicly located objects of art upon which such commissions should act does not explain their scarcity, for few cities are so backward or are growing so slowly that they are acquiring no objects of public art and are erecting no public buildings or bridges. The small number of commissions must be accounted for by a lack of general knowledge of their function in the building of more beautiful cities. Their value as a safeguard against architectural monstrosities during a period of stimulated public construction perhaps justifies a consideration of them at this time.

Mr. Frank B. Williams in his "Law of City Planning and Zoning" names the following as the primary duties of an art commission:

1. To guide the city in making its public works more attractive.
2. To prevent the defacement of the city by semi-public corporations and the occasional private corporation or individual who builds on, over, or under city property.
3. To defend the city from the ignorance or egotism of those seeking a public location for inappropriate gifts to it.

To increase the cost of a structure by the addition of ornament is not one of the purposes of an art commission. As a matter of fact, through the improvement of designs by simplification, art commissions more often decrease than increase the cost of structures. The late Andrew Wright Crawford, for many years the very able secretary of the Art Jury of Philadelphia, once told of one of the successfully designed bridges of Philadelphia which is entirely devoid of ornament. When the Art Jury considered the design submitted for this bridge, they struck off the ornament which the architect later admitted he had not provided until he was told that the Art Jury must pass upon his design.

An art commission is not a body established to create an art censorship which will stifle artists and cast their work into one mold. Its function is rather to save the community from "the blight of the hopelessly bad" by safeguarding the community against bad esthetic mistakes just as the Building Inspector protects the city against faulty building construction.

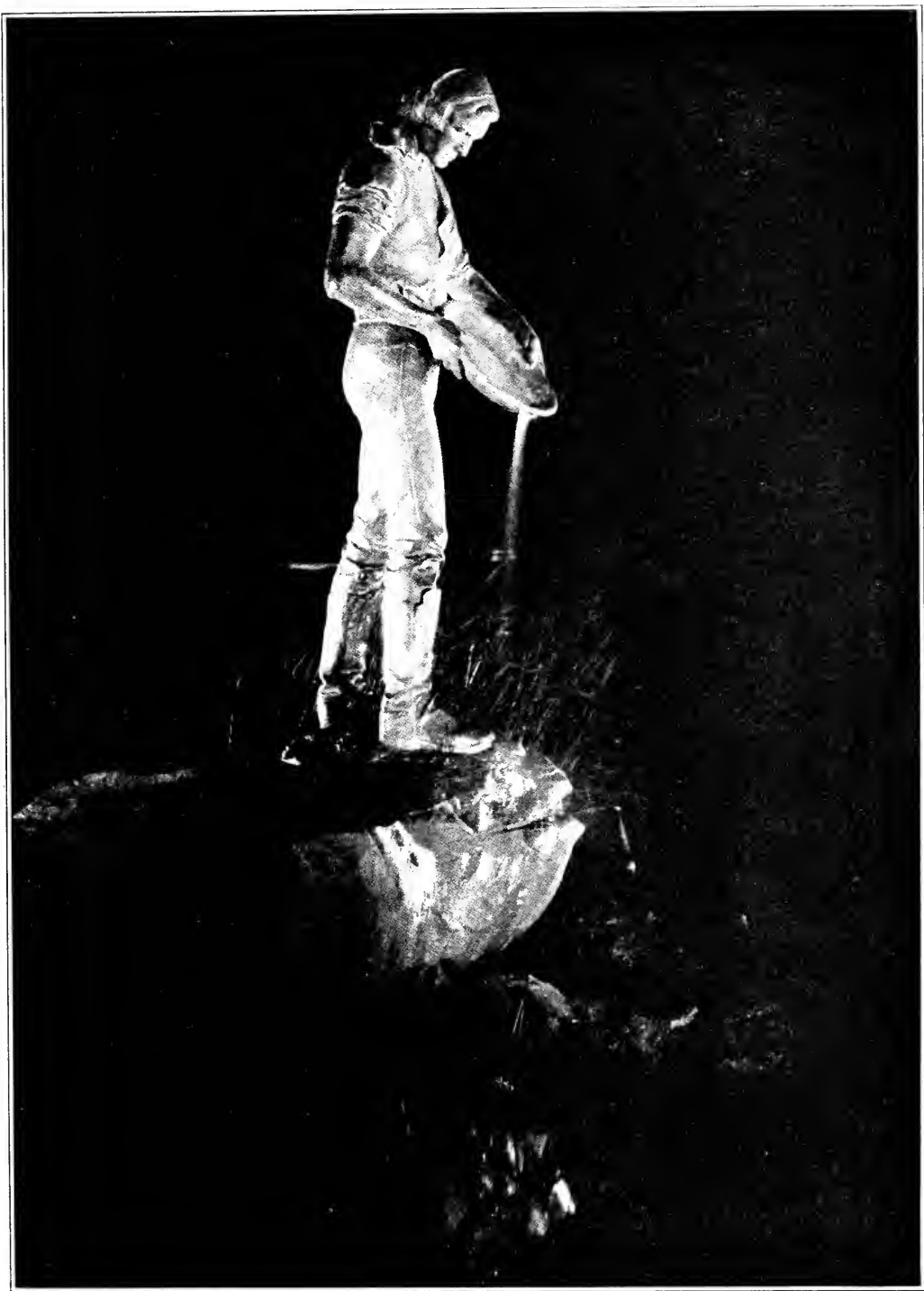
The art commission does not act as a substitute for the employment of good designers but rather tends to encourage their employment. The Art Jury of Philadelphia, in common with other art commissions, discovered after they had been established for a few years that the designs being submitted were of much better quality than those submitted when they were first appointed.

Although a municipal art commission is created to produce more beauty in a city, it is not the type of organization which should normally promote art exhibits, manage city beautification contests, and carry on campaigns for such purposes as the planting of street trees or the marking of historic sites. However, in some of the smaller cities and towns where it is likely to be the one organization actively at work in the field of art and where its duties are not very strenuous, it may, perhaps, assume some of these extraneous functions.

There are so many more city planning commissions* than there are municipal art commissions in the United States and the prejudice against creating additional commissions is so strong that the duties of an art commission have frequently been given to the city planning commission. This combination of functions may be justified in the smaller cities and towns, either because of the difficulty of finding suitable men in sufficient numbers to fill both commissions or because the occasions for the action of the art commission are very infrequent, but on the whole it is not a satisfactory arrangement. In the first place, the city planning and the art commission functions require different capacities which are seldom found combined in one group of men. In the second place, when the planning commission is performing its main function, it is engrossed in the plans and studies which it is making for the development of the city or region as a whole. To turn from studies of this sort to consider for a few hours the esthetic merits of the design of a piece of sculpture is difficult. The obvious result occurs: the art commission function, which is not the main purpose of the planning commission, is slighted if not altogether neglected.

An art commission is usually composed of both appointed and ex officio members, the number of appointed members varying from perhaps three to nine and of ex officio members, from one to four. The ex officio members are always residents of the city and the appointed members are usually residents, although it is not inherently essential that they be. At one time, the painter

*According to a report issued December, 1929, by the Division of Building and Housing of the United States Department of Commerce, there were at that time at least 691 official planning commissions in the United States.



Courtesy of Los Angeles Municipal Art Commission

Henry Lion, Sculptor

"THE MINER"

Bronze statue, gift to the City of Los Angeles, approved by the Art Commission

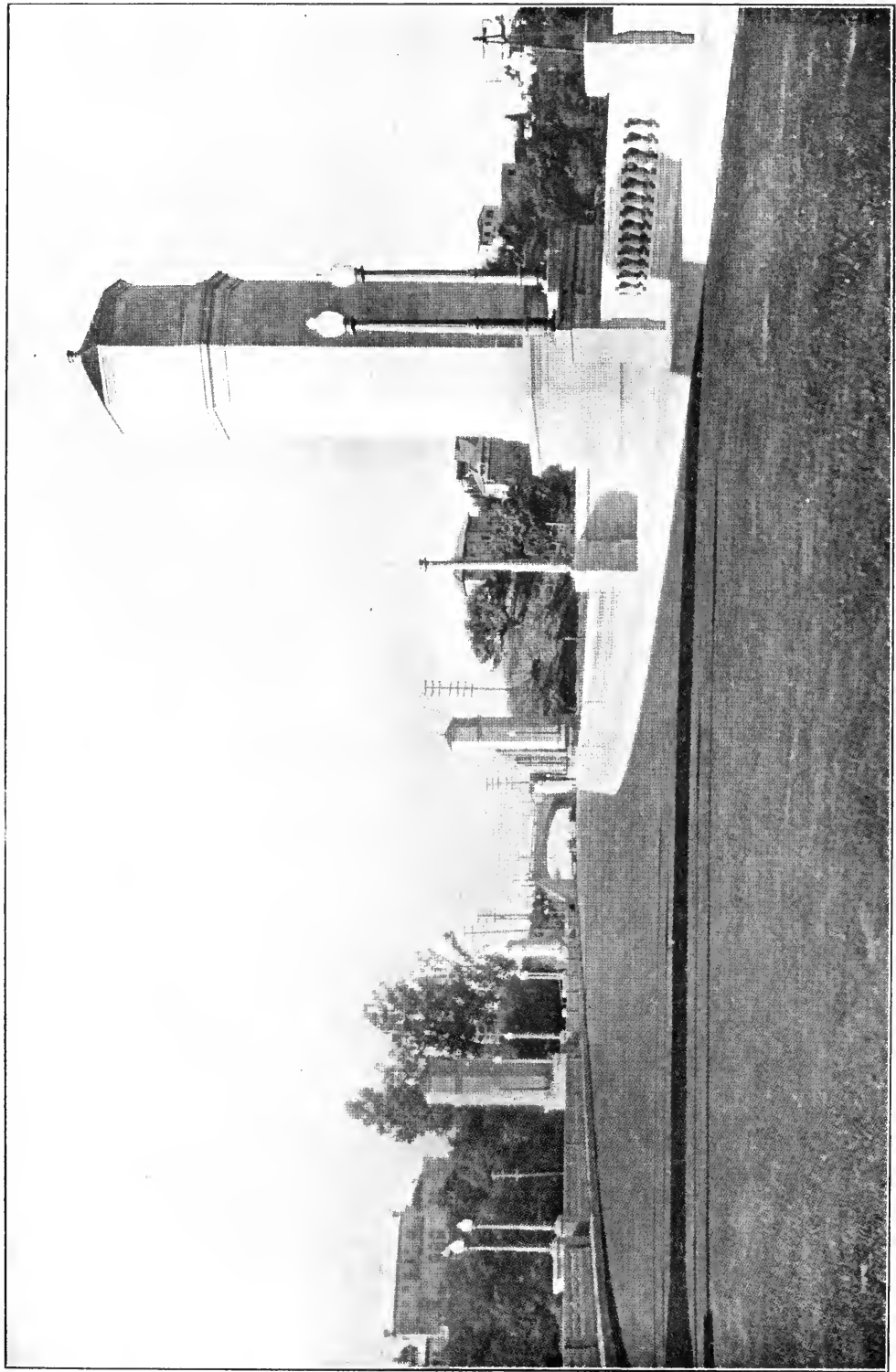
and sculptor members of the Pittsburgh Art Commission were residents of New York City. Appointed members usually serve for periods varying from three to five years with the former term the more common. In Pittsburgh, during a period of eighteen years under five municipal administrations, there were no changes in the personnel of the art commission other than those occasioned by death or resignation.

Architects, landscape architects, painters, and sculptors are the kinds of professional men who are generally conceded to be best qualified to serve on municipal art commissions. In addition to representatives of these professions, most art commissions have other appointed members who are not connected with any fine arts profession. Representative club women and business men are frequently chosen, the latter helping to inspire public confidence and create a feeling that although the art commission may have its head in the clouds it has its feet on the ground.

Ideally, the members of an art commission are appointed by the mayor from a list containing several times the number of members to be appointed, submitted to him by the recognized societies of the various fine arts professions. In New York City, the Fine Arts Federation submits names. This method of selecting members is of value in obtaining men well qualified for their work. It does not unduly restrain the appointing authority, and the high ethical standards maintained by professional societies are a sufficient guarantee against abuse of the influence that is given them. This method is not universally used; for example, the four professional members of the Milwaukee Art Commission are appointed by the three *ex officio* members. The *ex officio* members are never paid and the appointed members of a majority of the art commissions also serve without compensation,—but those of the Municipal Art Commission of Los Angeles are paid an attendance salary of five dollars per meeting for not more than ten meetings per month per member.

The mayor is invariably one of the *ex officio* members of a municipal art commission. Other officials who are frequently appointed as *ex officio* members are the President of the Art Museum, the Director of Public Works, the President of the Board of Education, the President of the Public Library Board, the Chairman of the City Planning Commission, and the Chairman of the Park Commission. The City Building Inspector has rendered valuable service as an honorary member of the Municipal Art Commission of Los Angeles. In many cities, the head of any department is entitled to sit as a member of the art commission whenever it is considering any structure with which his department is concerned. *Ex officio* members are seldom voting members.

There is a diversity of opinion on the subject of the powers which an art commission should possess. Some believe that it can work most effectively if it has advisory powers only. The National Commission of Fine Arts in Washington, D. C., has accomplished much with only advisory powers. On



Courtesy of Los Angeles Municipal Art Commission

DECK VIEW, GLENDALE-HYPERION VIADUCT, LOS ANGELES
From a design approved by the Art Commission

the other hand, the Art Commission of Portland, Ore., possessing advisory powers, has accomplished little, for it has generally been consulted too late for the best results and its advice, when given, has often been disregarded. Certainly an art commission created under a statute without teeth must demonstrate its value and contain members of great personal influence.

Some think that a municipal art commission should have full power to accept or reject a design. But the backing of the law is not in itself an assurance of success. A commission with these powers must demonstrate its value just as truly as one which has advisory powers only. The Baltimore statutes, which do not permit the erection or alteration of works of art on public property unless approved by a majority of the art commission, have not deterred the city from going ahead without the approval of the commission, and as a matter of fact, in recent years the city has seldom submitted questions to the commission for its approval or report.

Some art commissions have discussed the desirability of having the power not only to accept or refuse a design but to stop construction work on projects which have not been approved and to hold up the final payment to a contractor if construction work on plans which have been approved is not carried out in accordance with the intent of the original design.

Art commissions which are given rather full powers are sometimes limited in a manner difficult to justify. In Pittsburgh, a clause which exempts buildings costing less than \$50,000 and bridges costing less than \$25,000 is the weak spot in a rather admirable law. Happily, this exemption is seldom invoked. The Art Commission of the City of New York is limited by a clause which states that in the case of any structure hereafter erected or contracted for at a total expense not exceeding \$250,000, the approval of the Art Commission shall not be required if the Mayor or the Board of Aldermen shall request the Commission not to act.

In order that public works may not be unnecessarily delayed, the period within which an art commission must reach a decision on any submission is limited to fifteen days in Los Angeles, thirty days in Kansas City, and sixty days in New York City and Philadelphia.

Although art commissions have no direct jurisdiction over the materials of structures, they can exercise an indirect control, since a design which may be appropriate if executed in one material may be entirely inappropriate in another. The Philadelphia Art Jury has been successful in condemning corrugated iron for any public structure. They have disapproved the use of marble for a fire station as a matter of the general fitness of things.

While many people have recognized a need for public control of private architecture, as far as the writer knows, the Architectural Board of Review of Santa Barbara, California, is the only municipal art commission which has successfully exercised such control, and it did it for only a short period after the Santa Barbara earthquake. It operated in the following manner: the

building inspector was required to submit all plans to the Board. If both this group and the building inspector approved the plans, a building permit was issued. If the plans were not approved by the Board and the builder refused to make the changes suggested, his only recourse was an appeal to the City Council for a public hearing and the granting of a special permit. In the eight months before politics intervened and the ordinance was repealed, the Board passed on some 2,000 building permits. The ordinance was repealed before there was an opportunity to test its legality in the courts. Its work was of great service in the rebuilding of Santa Barbara and is said to have definitely increased property values.

The Pittsburgh Art Commission is obligated to pass upon the design of private buildings or improvements when they are voluntarily submitted to it. Mr. George M. P. Baird, executive secretary, declares that although this provision may appear to be only a pleasant gesture not to be taken seriously, it has made possible some of the Commission's best work. The county authorities are sufficiently wise and farsighted to appreciate the necessity for esthetic advice and have elected to secure it under the voluntary submission clause. Any city like Chicago, whose art commission control over the design of parks is limited to those which are under the jurisdiction of the city, might benefit from a voluntary submission clause.

Art commissions usually obtain their appropriations from general city revenues in the same manner that appropriations for other divisions of the city government are made.

The methods of accomplishing their purposes vary greatly with the different commissions. The Pittsburgh Art Commission finds the submission of preliminary plans of great value. Some commissions occasionally require the submission of models. The meetings of many art commissions are closed sessions. This facilitates free discussion and eliminates the danger that a casual spectator may magnify some minor point in the discussion from a mole hill into a mountain. It seems a wise policy not to publish the names of designers whose plans have been rejected. A number of commissions have found the employment of a paid secretary a substantial aid.

Art commissions, in general, assume one of two attitudes toward the public. On the one hand, they regard themselves as juries whose duty it is to inspect a design submitted and then say either "Yes" or "No" according to whether the design is good in their judgment. All that a disappointed designer then can do is "try, try again." The commissions defend this attitude by pointing out that they cannot prepare plans to take the place of those disapproved without employing a corps of architects, landscape architects, sculptors, etc., and that this is obviously impossible.

On the other hand, some commissions adopt the more coöperative attitude illustrated by Mr. Theodore Irving Coe, architect member of the New Rochelle Municipal Art Commission, in describing their method of handling the sub-

mission of a design for a band stand in Hudson Park. He says in part: "When the project was submitted to our commission the location had been chosen by the Park Board and estimates had been received based on a design prepared by the contractors who submitted the proposal. Our commission did not feel that either the location or design was suitable.

"While it was technically within the jurisdiction of our commission to withhold approval of the design without detailed criticism, we felt that a more diplomatic attitude would insure better results and we conferred informally with the members of the Park Board, inspected the site with them, and discussed frankly our objections to both the site and the design for the band stand. We also prepared a sketch showing the type of stand we felt adequate and appropriate.

"As a result of these conferences, the Park Board reached a conclusion as to site and design entirely in accord with the feeling of our commission and the work proceeded accordingly.

"As a side light on the situation, the contractors who prepared the original design employed a consulting architect who completed the drawings for the work as based on the sketch submitted.

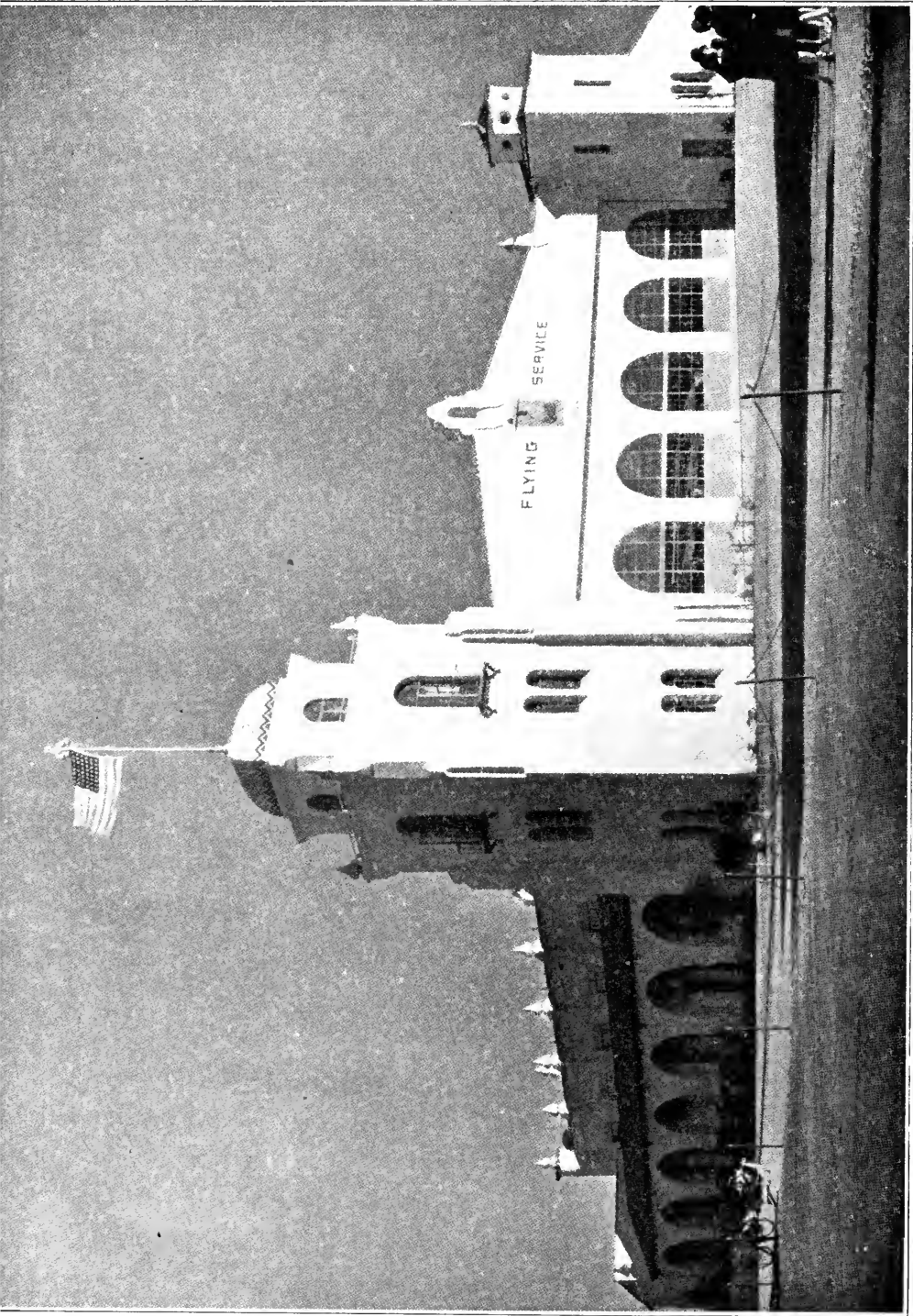
"I am of the opinion that the work of art commissions generally can be made more effective where a coöperative spirit prevails in contrast with cut and dried disapprovals of designs submitted without helpful suggestions as to the type of design deemed appropriate by such commissions."

Supervision of the design of airport structures is one of the newest problems facing municipal art commissions. The Municipal Art Commission of Los Angeles is puzzled in deciding how far these structures should be held up to the standards of other city building. Airport requirements are changing rapidly and many builders still regard present airport structures as temporary or preliminary ones to be later superseded by permanent structures when the industry has "found itself." An older but equally vital problem is the control of the design of projecting street signs. In Denver, Colorado, a city ordinance regulates the distance street signs may project from buildings but the Art Commission passes on the design of these signs.

In a day when many of the problems of assuring beauty in familiar objects in the city are unsolved and when new objects are being constantly presented to cities, use must be made of all available resources if esthetic achievements are to keep pace with scientific accomplishments.

The following pages contain a list* of municipal art commissions in the United States whose existence we have been able to verify.

*The Editors will welcome information concerning the existence and powers of Municipal Art Commissions not mentioned on the following pages.



Courtesy of Los Angeles Municipal Art Commission

Gable & Wyant, Architects

SCHOOL AND HANGAR, CURTISS-WRIGHT FLYING SERVICE, LOS ANGELES AIRPORT
The design of airport structures is a new subject engaging the attention of Municipal Art Commissions

ART COMMISSIONS IN THE UNITED STATES

Summary Information

BALTIMORE, MD. ART COMMISSION

Membership—No information.

Powers—No statue, ornamental fountain, arch or gateway, monument or memorial of any kind shall be erected, nor any change made in those already erected in any public street, avenue, square, place, park or municipal building in the City of Baltimore unless the design and site or proposed change for the same shall have been submitted to the Commission and approved by a majority thereof, and its report shall have been made to the City Council.

BOSTON, MASS. ART DEPARTMENT

Membership—Five members serving terms of five years. Each of the following bodies submits a list of three persons to the Mayor and he appoints one person from each of the lists: 1. Trustees of the Museum of Fine Arts. 2. Trustees of the Boston Public Library. 3. Trustees of the Massachusetts Institute of Technology. 4. The Boston Art Club. 5. The Boston Society of Architects.

Powers—No work of art can become the property of the City of Boston, or having become its property, can be removed without the approval of the Art Department. All contracts or orders for the execution of any work of art for the City shall be made by the Art Department, subject to the approval of the Mayor. All works of art owned by the City have been placed in the custody and care of the Art Commission.

The Art Commission may be requested by the Mayor or City Council to pass upon the design of any municipal building, bridge, or other structure to be erected upon land belonging to the City.

CHICAGO, ILL. ART COMMISSION OF THE CITY OF CHICAGO

Membership—Mayor, ex officio, and six other members, three from one or more of the professions of painting, sculpture, architecture, and landscape gardening, and three other members, none of whom shall be appointed from the professions from which such appointments have been made. They serve overlapping terms of three years.

Powers—No work of art shall be erected upon or allowed to extend over public property unless its design and proposed location have been approved by the Commission. No existing work of art shall be removed, relocated, or altered without approval of the Commission.

The Commission has the same powers in respect to design or alteration of structures erected on or over public property except that when the total expense does not exceed two hundred thousand dollars, the approval of the Commission shall not be required if the Common Council shall so direct.

Any citizen may submit plans and designs to the Art Commission for advice and suggestion.

DENVER, COLO. ART COMMISSION OF THE CITY AND COUNTY OF DENVER

Membership—Seven members, among whom shall be a painter, an architect, and a sculptor.

Powers—No work of art shall become the property of the City and County, or subject to its control, unless such work or the design of the same, together with a statement of its proposed location, shall have been approved by the Commission. No such work of art shall be removed, relocated, or altered, except with the approval of the Commission.

No contract or order for the execution of any work of art for said City and County shall be made until submitted to the Commission and its approval secured.

The Commission is also required to pass on the design of projecting street signs.

Note: The Commission has been in existence for probably more than twenty-five years. Before the creation of the City Planning Commission the Art Commission took an active part in the promotion of a civic center and other municipal projects. There have been no published reports in recent years.

KANSAS CITY, MO. MUNICIPAL ART COMMISSION

Membership—Mayor, President of the Board of Park Commissioners, Chairman of the City Plan Commission, ex officio, and six other members who shall be persons competent to determine the artistic value of works of art, appointed members serving terms of three years.

Powers—No work of art shall become the property of the City nor be erected upon or extend over public property unless the design is approved by the Art Commission.

Such approval is not required for the placing of works of art, not owned by the City, within public museums, art institutes, and similar buildings.

Unless its approval shall in any instance be dispensed with by vote of the Council, the design of any structures erected on or over any land belonging to the City is subject to the approval of the Commission.

LOS ANGELES, CALIF. MUNICIPAL ART COMMISSION

Membership—At present consists of one architect, one realtor, and three club women.

The City Building Superintendent is honorary executive secretary. Members are paid an attendance salary of five dollars per meeting for not more than ten meetings per month per member.

Powers—No work of art shall become the property of the City nor be erected on or extending over public property unless the design and location is approved by the Commission, nor shall any existing work of art be removed, relocated, or altered without their approval.

No public building, bridge, fence, lamp post, or other similar structure shall be erected by the City or by a private individual or corporation upon or extending over any land belonging to or under the control of the City unless its design has been approved by the Commission.

There may be expended for art productions, to be selected by the Commission and placed in public buildings, grounds, or parks of the city, such amount as may be included in the annual budget for that purpose.

MILWAUKEE, WIS. ART COMMISSION

Membership—Seven members: the presidents of the Museum Board, Park Board, and School Board; two professional painters and two architects, all appointed for four-year terms by the three ex officio members of the Commission.

Powers—All works of art to be acquired by the City by gift, purchase, or otherwise, or to be removed, relocated, or altered, must be approved by the Art Commission.

The design for the erection or alteration of any municipal building, bridge approach, or other structure must be submitted to the Commission for examination and report, but such report is advisory only.

The Commission is empowered to pass upon the appropriateness of the design and character in relation to location of all buildings erected on the banks of the Milwaukee River, north of Michigan Street. Plans of the exterior elevation fronting and abutting this river must be approved by the Commission before the building inspector may issue a building permit.

NEW HAVEN, CONN. MUNICIPAL ART COMMISSION

Membership—Five members, appointed for terms of five years, chosen from such citizens as are especially qualified by travel, training, and taste to exercise an intelligent judgment in respect to the matters to be submitted to them.

Powers—The style, design, and material of any public building, statue, monument or memorial to be erected upon any street or public grounds, in or belonging to the City, or on the outside of any City building, must be approved by the Commission.

NEW ROCHELLE, N. Y. MUNICIPAL ART COMMISSION

Membership—Six members: the Mayor and the presidents of the Board of Education and the New Rochelle Public Library, *ex officio*; three persons of good standing in the profession of fine arts, of whom, if possible, one shall be a sculptor, one an architect, and one a painter, appointed by the Mayor for a term of three years. Each head of a department is entitled to sit and vote as a member of the Commission whenever it has under consideration any matter relating to his department.

Powers—Approval of the design and location of any work of art is required of the Commission before it may be acquired by the City or be erected on or extending over public property, or before it may be removed, relocated, or altered.

No building, bridge, approach gate, fence, lamp, or other structure erected or intended to be erected upon or extending over any land belonging to the City shall be erected or altered without the approval of the Commission.

NEW YORK, N. Y. ART COMMISSION OF THE CITY OF NEW YORK

Membership—Mayor of the City of New York, President of the Metropolitan Museum of Art, President of the New York Public Library, President of the Brooklyn Institute of Arts and Sciences, *ex officio*; one painter, one sculptor, and one architect, all residents of the City of New York, and three other residents of the City, none of whom shall be a painter, sculptor, or architect or member of any other profession in the fine arts. The six last cited are to be appointed by the Mayor from a list of not less than three times the number to be appointed, proposed by the Fine Arts Federation of New York. In all matters referred to the Commission, pertaining to work under the special charge of a commissioner or department, the commissioner having such special charge shall act as a member of the Commission. Each of the aforesaid presidents may appoint a trustee of the institution or corporation of which he is president to serve in his place. Appointed members serve for a term of three years.

Powers—No work of art shall become the property of the City nor be erected upon or extending over public property unless design and location have been approved by the Commission, nor shall an existing work of art in the possession of the City be removed, relocated, or altered without approval of the Commission.

The Commission has similar powers with respect to the design and location of bridges, gates, lamps, and other structures to be erected on or extending over land belonging to the City and in respect to the lines, grades, and platting of public ways and grounds, except that in the case of every such structure which shall hereafter be erected or contracted for at a total expense not exceeding two hundred and fifty thousand dollars, the approval of said Commission shall not be required, if the Mayor or the Board of Aldermen shall request said Commission not to act.

PHILADELPHIA, PA. DEPARTMENT OF THE ART JURY

Membership—Mayor, *ex officio*, eight appointed members consisting of a painter, a sculptor, an architect, a member of a commission having control of a public park in said city not holding any other office under the city government, and four other persons not engaged in the practice of the professions of painting, sculpture, or architecture,

but at least three of whom, at the date of their appointment, shall be members of the governing body or teaching force of a corporation or corporations organized under the laws of this Commonwealth and conducting a school of art or architecture in said city. One of such members shall be an experienced business executive.

In all matters pertaining to work under the special charge of a bureau in any department of the City, the head of such bureau may act as an *ex officio* member of the Jury.

Powers—No work of art shall become the property of the City nor be located on or extend over public property, nor be removed, relocated, or altered unless design and location are approved by the Art Jury.

No structure shall be erected by the City or erected on or extending over public property unless design and location have been approved by the Art Jury.

This article shall not limit or affect in any way the authority conferred by law upon any commission to lay out, improve, or maintain any public park now under the control of such commission, nor shall it restrict in any way the exercise of full discretion by such commission in the execution of any trust created by deed or will.

PITTSBURGH, PA. ART COMMISSION OF THE CITY OF PITTSBURGH

Membership—Mayor, Director of the Department of Public Works, *ex officio*; one painter, one sculptor, three architects, all of whom shall be eminent in their respective professions, and two others, neither of whom shall be painter, sculptor, or architect.

Powers—No work of art shall become the property of the City nor be located upon or extending over public property unless its design and location have been approved by the Art Commission. No existing work of art in the possession of the City shall be removed, relocated, or altered except with the approval of the Commission.

The Commission has similar powers in respect to the design of any municipal building, bridge, or other structure erected or to be erected upon land belonging to the City except that these powers do not apply to bridges costing less than twenty-five thousand dollars nor to buildings costing less than fifty thousand dollars.

The Commission may volunteer advice or suggestion to the owners of private property in relation to beautification, or any citizen or person who may be about to erect any building or make any improvement may submit plans and designs to the Art Commission for advice and suggestion.

PORTLAND, ORE. ART COMMISSION

Membership—Mayor, *ex officio*; one member from each of the following organizations: Portland Art Association, Arts and Crafts Society, School of Art League, American Society of Engineers, American Institute of Architects, and one professional landscape architect, serving for terms of two years.

Powers—Advisory only.

Note: The Portland City Club, responsible for the creation of the Art Commission in 1923, has recommended that a new commission be created with full powers.

EDITORIAL

The editors of CITY PLANNING record with great sorrow the death of George Burdett Ford, a member of the Editorial Board and a beloved friend.

Trained as an architect, at first in this country, and then at the École des Beaux Arts, he was soon primarily interested in the field of City Planning. In his service with the New York Commission on City Planning and the Commission on Building Districts and Restrictions, in his large and varied professional work as a city planner, in his work for the French Government in replanning Rheims and Soissons, in his lecturing, in his writing, he had become an international leader in the City Planning movement.

As an architect and an artist, he had a profound influence on modern "skyscraper" architecture. The conception of the "Zoning Envelope" within which the form of the restricted building must lie, the first visualization of the architectural forms so brought about which now create a new architectural style,—these were primarily the work of George B. Ford during the drafting of the New York Zoning Ordinance passed in 1916.

Perhaps more than any other architect, he faced squarely and studied completely the factors of the economics of construction, upkeep, use, and mutual amenity of city buildings, as an inseparable and underlying part of the whole problem the final solution of which is the efficient and beautiful neighborhood or district rather than the individual structure.

He died, it might be said, in armor and on the field of battle. He had hardly settled to his duties as General Director of the Regional Plan Association of New York, his task being to keep the Plan a living force and an inspiration to the Region and to the country at large. On the very day before his death he had finished the writing of a report for the Harvard School of City Planning on Building Height, Bulk, and Form which carries further some of the ideas and ideals for which he had fought so well.

His whimsical humor, his amazingly constant good temper, his optimism and enthusiasm backed by the most self-sacrificing hard work, were a gift to the world which will not be replaced,—
for forgotten.

H. V. H.

CURRENT PROGRESS

Conducted by JOHN NOLEN and HOWARD K. MENHINICK
LAWRENCE VEILLER HAROLD S. BUTTENHEIM
ARTHUR A. SHURCLIFF CHARLES W. ELIOT and
GORDON J. CULHAM

SAINT PAUL'S CHANGING RIVERFRONT

In a little book entitled "Sketches of Minnesota, the New England of the West," published by Harper & Brothers in 1850, the author, E. S. Seymour, who landed in St. Paul from a steamboat on May 17, 1849, says:

The town-site is a pretty one, affording ample room for stores or dwellings to any extent desirable. I could not but regret, however, that, where land is so cheap and abundant, some of the streets are narrow, and that the land on the edge of the high bluff, in the center of the town, was not left open to the public, instead of being cut up into town lots. It would have made a pleasant place for promenading, affording a fine view of the river, which is now liable to be intercepted by buildings erected on those lots.

The town lots along the high bluff of the Mississippi River were built upon. Third Street became the leading retail street of the city and held this preëminence for many years. The buildings backed against the river on a lane called Second Street where one could look down on the shining white sandstone bluffs which formed the river banks.

The first theater was located at Third and Wabasha streets, and on a winter afternoon handsome sleighs of Russian design drawn by sleek and finely caparisoned horses mingled with Red River ox carts and Canadian dog sleds, then the means of transportation between St. Paul, the head of navigation, and the Hudson Bay fur trading posts.

In the early Eighties, Third Street began to lose its prestige as a retail street. The population was increasing rapidly and newcomers with new capital began to develop business on Robert and Wabasha streets at right angles to Third Street, even going three blocks away to be nearer the higher purchasing power of the residence district to the north. The character of business was changing; steam railroads had been built. St. Paul was the transfer point for freight and passengers carried up the river on steamboats and transferred to the railroads for distribution farther north and west. Steamboat offices, warehouses, and brokerage offices were crowding in on the retail street because of its proximity to the steamboat landing and railroad freight stations. The owners of the buildings on these streets were unable to see the change that was taking place. They refused to modernize their

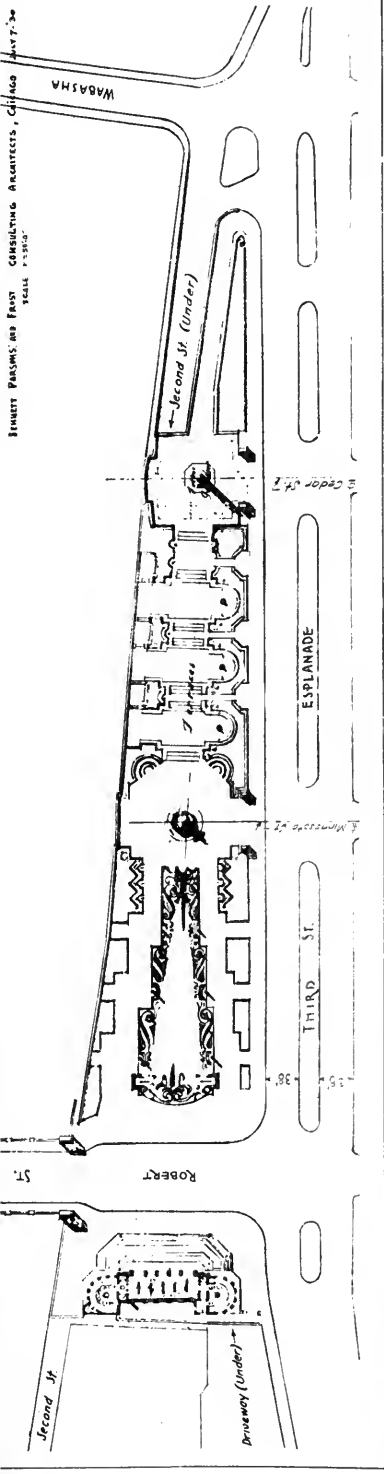
structures, thinking that because Third Street had always been the leading street it would remain so. Due to building obsolescence, the waning river traffic, and the predominance of the railroads in the carrying of freight and passengers, Third Street became a blighted district and remained such until 1929.

The little book above referred to with its interesting title and words of vision found many readers through the years, and the thought became more universal that the high bluff in the center of the town should have been left open to the public instead of being cut up into town lots.

In 1918 a planning board was authorized by law, and in 1919 the City Planning Board was appointed by Mayor Irwin. On November 26, plans were presented to the Council for acquiring all the lands along Third Street to make a wide thoroughfare marginal to the business district, and an open parterre as an embellishment. The Council passed orders for carrying out this improvement and then rescinded them. The project was fought persistently by the property owners on other streets. No one dared develop his property on Third Street because of the uncertainty of the future development. Buildings depreciated further and gradually became tenanted by fourth-class city uses. Then a plan was proposed for a wide marginal street with buildings on each side but with views of the river at the bridgeheads at Robert and Wabasha streets, three blocks apart. A small assessment district was established to carry the cost of the project, but the plan was defeated because of objectors in the assessment district. A proposal was made by a group of business men to coördinate the interest of the city with that of the owners of the properties and certain private capital in the acquirement of the lands. The city was to exercise exclusive control of surface rights only, the owners having the underground rights in the sandstone bluffs which are easily excavated and could be turned into buildings with windows facing the river.

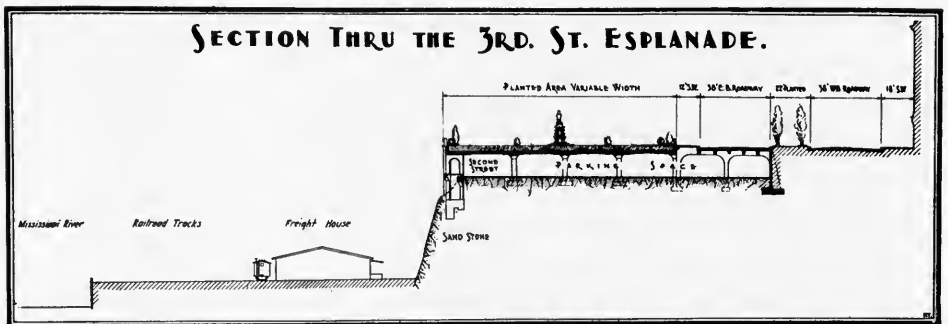
In 1923 the Planning Board recommended the acquisition of a wide street by gradual condemnation, acquiring the land and giving the owners ten years to move their buildings back to the newly established building line, thus attempting to follow, in a way, the plan used in Philadelphia for widening Chestnut Street. There were many objectors to this plan. They pictured in their minds the ragged appearance which the street might develop when new buildings were set back to the new line while the older buildings protruded. Uncertainty as to what future Councils might do in regard to forcing the buildings back to the new line was the rock on which this ship ran aground. The gradual condemnation plan has many possibilities, but prejudice and lack of vision prevented its use here.

In 1925 the Mayor, who was Chairman of the Planning Board, appointed a small committee of business men to study the economics and the amenities of the Third Street project. This committee consisted of a wholesaler, a realtor, and a consulting engineer. Four plans were worked out in detail with



THE THIRD STREET ESPLANADE, SAINT PAUL
 One conception of the proposed development

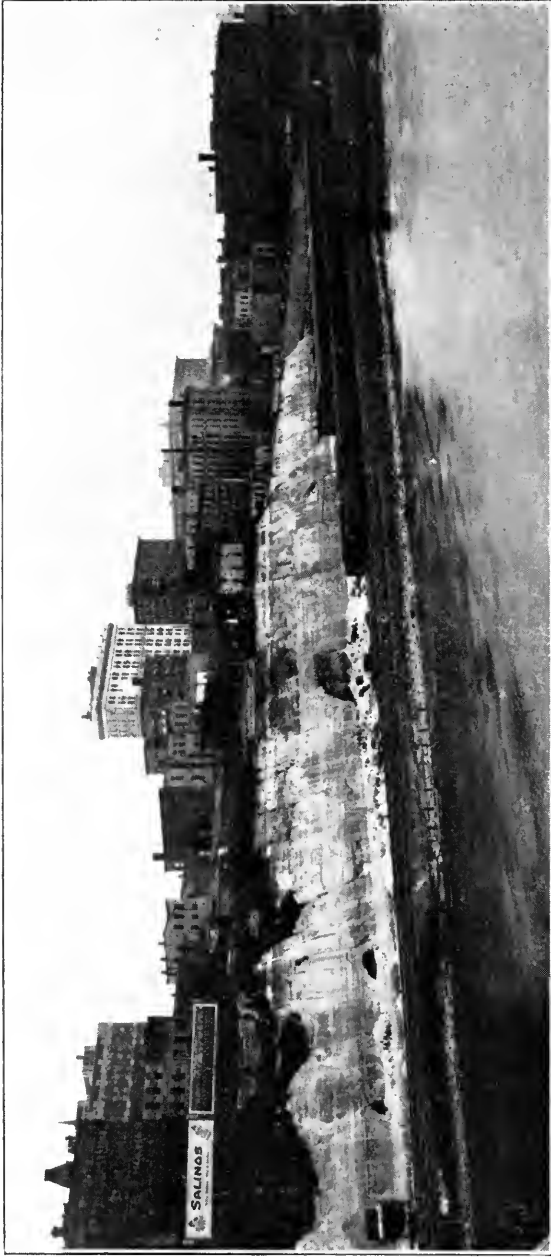
estimated costs. When the City Council was ready to proceed with this matter it passed two Preliminary Orders, one providing for a 90-foot street with buildings on each side excepting at the bridgeheads which were left open on the river side, and the other providing for clearing of all land to the edge of the river bluff. Several years of discussion followed. The final orders for taking all of the property were passed in 1928 and 1929. The entire river-front was acquired from St. Peter Street to a point one hundred feet east of Robert Street Bridge; from that point to Sibley Street, the existing street was widened, the total cost of the land and buildings being \$1,560,495. Plans for connecting the eastern end of the widened Third Street with a new bridge over the railroad yards, costing \$800,000, are now being carried out, and plans for extending the western end of the project so that it can be made use of by the Hill residents have been approved.



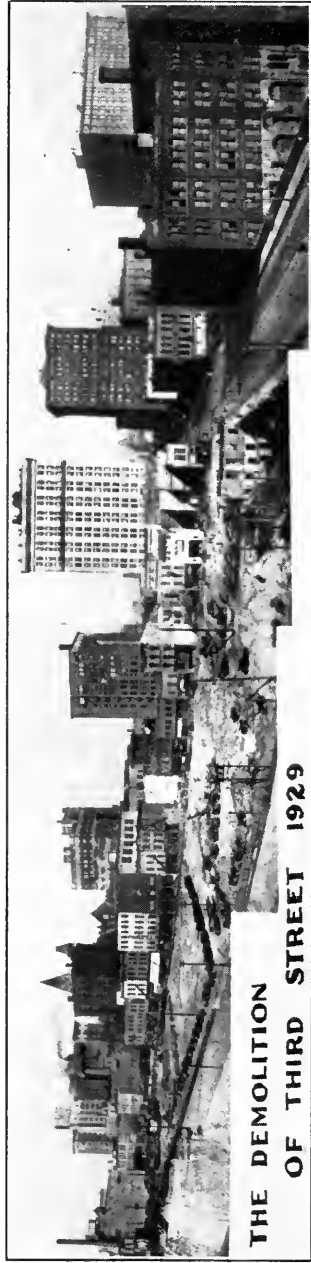
Treatment of the River Bank, Saint Paul

After the land was acquired, the working out of the detail plans for the practical development, together with such embellishments as would make the project worth while, were given the best thought possible. Mr. Edward H. Bennett, who had been employed in 1920 and 1921 as Consultant on the St. Paul City Plan and the Zoning Ordinance, was again asked to visit the city and give direction to the multitude of separate impulses of the people. The plan, shown on the preceding page, with a double-track roadway and a parterre or formal park lying between the roadway and the river bluff, was adopted and is being carried out.

The street has a cross-section providing for sidewalks, driveways, and central planted strip. The land sloped slightly toward the river, and the buildings facing Third Street had exposed basements on the river side. When the buildings were torn down, instead of filling up this land to the street level, the basements and areaways were excavated and the widened roadway carried on a concrete slab on columns. This left an open area underneath for parking cars, storing municipal equipment, and such other purposes as might be found



Unimproved Third Street



THE DEMOLITION
OF THIRD STREET 1929

THIRD STREET AND THE RIVERFRONT, SAINT PAUL

desirable. It has a storage capacity of 600 cars. The street is completed and in use. The parterre is now being designed jointly by the Chief Engineer and the City Architect. Of the funds available for this work,—\$3,277,000,—the amount expended to date is \$2,944,000.

The City Council is yet to adopt rules for the regulation of the parking area. In order to prevent its use by all-day parkers and in order to protect commercial garages, it is suggested that two-hour parking be permitted free of charge, and that something over regular garage rates be charged for over-time parking.

A new City and County Building for which \$4,000,000 in bonds have been voted will occupy a block on Third Street between St. Peter and Wabasha streets. The land and existing buildings have been condemned and the plans are well under way.

GEORGE H. HERROLD,

Managing Director and Engineer, St. Paul City Planning Board

INTERNATIONAL HOUSING ASSOCIATION

The International Housing Association with representatives from all the principal nations has been organized recently. It is an outgrowth of a pre-war organization and of later efforts to coördinate the interests of those concerned in housing work in all parts of the world.

The Association will hold an International Congress every third year and will conduct tours for the study of housing. In addition to occasional publications, it now issues a bimonthly magazine entitled *Housing and Building*, printed in English, French, and German, and containing information and critical comment on housing progress. American headquarters are at 402 Granite Building, Pittsburgh, Pa.

An important function is performed by the Association because methods adopted to attain proper housing in America and in other countries are entirely different and all can profit by an opportunity to compare methods and experiences.

SEVENTEENTH NATIONAL RECREATION CONGRESS

The Seventeenth National Recreation Congress will be held in Atlantic City, October 6-11, 1930. Headquarters will be at Haddon Hall, where all regular meetings will be held. As usual, an exhibit section will be one of the features.

WHITE HOUSE CONFERENCE ON HOME BUILDING AND HOME OWNERSHIP

President Hoover recently decided to undertake through the organization of the White House Conference on Home Building and Home Ownership a nation-wide investigation of the problems presented in home building and ownership "with a view to the development of a better understanding of the questions involved and the hope of inspiring better organization and removal of influences which seriously limit the spread of home ownership, both town and country."

Representatives of nineteen national business, professional, trade, and civic organizations headed by Secretary of Commerce Robert P. Lamont, with John M. Gries as executive secretary, will compose the Planning Committee of the Conference. Subcommittees will be set up to determine facts and to study such different phases of the question as city planning, transportation, finance, design, and equipment. Funds from private sources have been provided to finance the entire project.

POWERS OF BOARDS OF APPEALS

There seems still to be some confusion as to the limits within which a Board of Appeals may exercise its power to effect variations of a zoning ordinance. There is a wide difference of opinion and a still wider difference in the actual practice of Boards of Appeals. In Illinois an opinion* of the State Supreme Court rendered last fall endangers the variation power of Boards of Appeals by declaring that power invalid on the ground that its limitations are not clearly defined, and that hence such Boards might under the terminology of the statute encroach upon the legislative function.

In view of the general difficulties encountered, and of this specific Supreme Court opinion in Illinois, we are trying now to define more clearly the limitations within which the power of variation may reasonably be exercised. We are suggesting for incorporation into four new zoning ordinances a section as given below, both to establish the limits of variation on height and area regulations, and specifically to deny to the Board a power which some Boards have tried to exercise in making actual changes of the map or ordinance.

"Where there are practical difficulties or unnecessary hardship in the way of carrying out the strict letter of this ordinance, the Board of Appeals shall have the power in passing upon appeals to vary or modify the application of the regulations of this ordinance in harmony with their general purpose and intent, and so that the spirit of the ordinance shall be observed, public safety and welfare secured, and substantial justice done as follows:

*Welton v. Chicago Board of Zoning Appeals.

"1. To permit a front building line, a side yard, and/or a rear yard less than that required by this ordinance, but such variation shall not exceed twenty (20) per cent of the depth of the front building line or the width of the side yard or depth of rear yard, as required by this ordinance.

"2. To permit a building to exceed the height limit by not more than five (5) per cent of the height limit established by this ordinance.

"3. To permit the use of a lot less in area by not more than three (3) per cent of the lot area required by this ordinance.

"4. To permit the use of a lot less in width by not more than ten (10) per cent of the lot width as required by this ordinance.

"5. To permit a building to occupy a percentage of the lot area greater than that required by this ordinance by an amount not to exceed fifteen (15) per cent of the lot occupancy percentage limit established by this ordinance.

"6. To exercise such other specific powers of variation as are or may be vested in the Board of Appeals by law.

"The Board of Appeals shall not have the power of its own action to change the classification of any property on the zoning plan nor to make any change in the terms of the zoning ordinance, but only to interpret the ordinance and to authorize variations in accordance with this section."

This section is still experimental but we believe it is a move in the direction of recognizing the necessity for specific definition of the variation power which is otherwise often misinterpreted.

JACOB L. CRANE, JR.,
City Planning Consultant, Chicago.

TOWN FORESTS IN MASSACHUSETTS

There are now eighty-six town forests covering approximately 20,000 acres in the State of Massachusetts, and this acreage is increasing nearly 100 per cent each year.

The establishment of town forests is stimulated by the State Department of Conservation who will furnish without cost trees to be planted in these forests, and by the Massachusetts Forestry Association who will furnish and plant 5000 trees for any town or city that acquires 100 acres or more as a town forest. The Association has planted trees in accordance with this agreement in thirty-eight town forests including the recently established ones of Reading, Natick, Bedford, Mansfield, Hudson, and Spencer.

*Summarized from the June 1930 Bulletin of the
Massachusetts Federation of Planning Boards*

ZONING ROUNDTABLE

Conducted by EDWARD M. BASSETT

HUMANITARIAN INSTITUTIONS*

When in 1916 the framers of the first comprehensive zoning ordinance in the United States, that of Greater New York, were discussing what buildings and uses should be excluded from residence districts, it never occurred to them that there was the remotest possibility that hospitals could be properly excluded. They considered that these concomitants of civilized residential life should go in the best and most open localities. New York had only three use districts,—residence, business, and unrestricted. Further segregations were brought about by the height and area maps. There was no question that hospitals should be allowed in residence districts because the sick of the community could hardly be thrust into noisy business sections or into industrial districts among the factories. And yet it was apparent that a hospital brings certain elements of disadvantage to a home community. Visitors and parked cars are numerous. The delivery of food and materials and the taking away of waste approach in amount an actual business. Ambulances are a disturbing factor day and night. The influence of a hospital is sometimes depressing on the neighborhood. But these objections were met by the simple questions, "Where shall hospitals go if they cannot go in a residence district? Shall they be excluded from the district which has the greatest abundance of light and air? Shall they be excluded from the quiet locality? Shall they be compelled to go where there is the maximum of noise and congestion, i. e., in the business or industrial district?" There could be but one answer to these questions. Like schools and churches they must be allowed as a matter of right in residence districts.

Immediately after the adoption of the zoning plan in Greater New York, zoning began to spread throughout the country. It was upheld by the highest court of New York, then by the courts of many states, and then by the United States Supreme Court.

This was the signal for invoking the new discovery to cure all sorts of community ills. Some officials thought that, if they could only call their fanciful efforts a zoning ordinance, the courts would uphold it because it was called zoning. Some thought to prevent one-story structures. Others simply transferred private restrictions relating to cost, peaked roofs, and style of

*This discussion forms part of an extensive article under the same title which the author will contribute to the *Annals of the American Academy of Political and Social Science*. The more comprehensive article will give extracts from the court decisions.

architecture into a zoning ordinance, and thought that they had thereby extended for an indefinite time the private restrictions that were about to expire. They forgot that lawful zoning must be based on the preservation of the public health, safety, morals, and general welfare and must not be discriminatory.

It seemed easy enough to bring a certain exclusiveness to the highest districts by omitting charitable institutions and hospitals from the permitted uses. This practice suited the owners in these highest-class residence districts, and the owners of homes in the other districts did not usually protest perhaps because they expected to have some uses thrown on them that were barred from the districts where more land went with the houses. It is difficult to see how such a practice was any more justifiable under the police power than the total exclusion of charitable institutions and hospitals from residence districts. To be sure it was not quite so bad as forcing these institutions into business or industrial districts. But it was based on a conception that people who lived closer together could more appropriately endure these institutions than people who lived farther apart. In other words, these institutions that most needed an abundance of open space, light, and air were compelled to go into districts where the housing congestion was greater. It is evident that this exclusion from the open districts was not based on the public health, safety, morals, and general welfare but upon a desire to employ this new device of zoning to make exclusive districts more exclusive.

It is difficult, if not impossible, to escape the conclusion that humanitarian institutions should, as far as zoning is concerned, be allowed in the sunniest, quietest, and least congested district of a city. This district will usually be the highest-class residence district. If allowed here, they will be allowed in every other district as a matter of course. Exclusion from a district or total exclusion from a city does not mean that these institutions cannot be regulated under zoning. The sizes of yards can properly be made greater than with private dwellings. Especially in cases of hospitals for contagious diseases it is highly desirable that they should have ample grounds around them. They can also often be screened by trees. Of course, this is not done because of any danger of contagion. It is well known that modern hospitals for contagious diseases bring no actual danger into the locality. There is, however, the depressing effect of such hospitals on the surrounding population if the hospital and private buildings are close together. There are many illustrations of hospitals for mental diseases and tuberculosis placed in ample grounds and with landscaped surroundings that are no injury to the surrounding property, but on the contrary they constitute locations that are attractive to substantial one-family detached homes.

The employment of zoning ordinances to exclude hospitals from municipalities is becoming a subject of vital importance because so many municipalities are seeking to place hospitals in crowded localities or exclude them

entirely from the municipality. If one municipality can do this as a matter of right, then another can do the same. If it is possible to use zoning so as to drive hospitals out of one state, then zoning can be used to drive them out of all states. It was never intended that zoning should be used for any such purpose. Such exclusion is unreasonable and the courts will so declare. How then can hospitals be equalized throughout a state so that no single municipality shall be compelled to receive too many tax-exempt institutions or endure too great a burden of hospitals and asylums? The answer is that states are increasingly taking over the function of distributing these institutions. This is as it should be. State statutes provide that the state board of health or the state department of mental hygiene must hold a hearing on the proposed location of a hospital or asylum. Then if the location is meritorious, a state certificate for the location is issued. As this method of distribution prevails more and more in our states, its fairness will be more appreciated. Too great a burden will not be thrown on any one community. As far as the courts have made declarations on this subject, they have favored and upheld state control and disapproved of exclusion by local ordinances.

E. M. B.

WESTCHESTER COUNTY PARKWAY DESIGN

The Westchester County Park Commission has come to the conclusion that six-lane highways are the widest that can be controlled efficiently. When these arteries become too crowded for safety they believe that the best solution of the problem will be to construct at some distance from the roads, parallel highways of an equal traffic capacity, operated like the existing arteries for two-way traffic.

The parkways are now usually forty feet wide with four traffic lanes. When the right of way for the parkways was acquired sufficient land was purchased to permit six-lane highways, and bridges were constructed accordingly. The width of the outer lanes, which probably will be built within the next few years, will be governed by studies being made of the tendencies of traffic on the present parkways.

Observation has shown that there is a decided tendency for operators to avoid driving near the outer edges of the pavement and that only a small percentage of the drivers keep within an outer ten-foot lane unless required to do so by density of traffic. The encroachment from one lane to another materially reduces the average speed, and therefore the capacity of the paved way. The Commission is seriously considering the adoption of twelve-foot outer lanes and ten-foot inner lanes in the design of future parkway pavements.

H. K. M.

LEGAL NOTES

Conducted by FRANK BACKUS WILLIAMS

AVIATION

Of outstanding importance in city planning law since our last issue is the decision in the Cleveland Airport Case.* The action was for injunction for trespass and the maintenance of a nuisance. The plaintiffs are the owners of a highly improved country estate in a sparsely settled neighborhood near Cleveland. The defendants are the owners of an airport adjacent to it. The field is well equipped and conducted. In taking off and landing, the defendants traverse the air space less than 500 feet above plaintiff's land, and subsequently the air space at a greater altitude above it.

The Court holds that

1. A private airport and flying school is not a nuisance *per se*, but may be a nuisance if improperly located or conducted. The present field is properly located and in the main properly conducted.

2. Flight, in this locality, above 500 feet is not a trespass, since this air space is not owned by the plaintiffs. As conducted it is not a nuisance. The state laws, together with the United States laws and regulations allowing such flight, were under police power legislation.

3. Under the circumstances of this case flight at less than 500 feet over plaintiff's land is a trespass and will be enjoined. The existing laws and regulations do not attempt to legalize them as against the owner of the land underneath. "Until the progress of aerial navigation has reached a point of development where airplanes can readily reach an altitude of 500 feet before crossing the property of an adjoining owner, where such crossing involves an unreasonable interference with property rights or with effective possession, owners of airports must acquire landing fields of sufficient area to accomplish that result. In such instances to fly over the lands of an adjoining owner at lower altitudes, the owners of airports must secure the consent of adjoining property owners, or acquire such rights by condemnation when appropriate enabling statutes are enacted.

*Sweetland v. Curtiss Airports Corporation, U. S. Dist. Court, N. Dist. of Ohio, Eastern Div., decided July 7, 1930. The opinion as originally written was published in *U. S. Daily*, July 11, 1930. It was, in August, 1930, clarified by minor changes and additions, and is here summarized as thus modified.

"Whether property rights or effective possession is interfered with unreasonably is a question of fact in the particular case.

"It is of course conceivable and very probable that in other cases, depending upon the character and extent of the operations of the adjoining airport, effective possession may not be interfered with by flights at lesser altitudes than 500 feet in taking off and landing."

Is the Efficiency of Your Community Handicapped by

1. Lack of real street plan?
2. Streets laid out without regard to grades?
3. Too narrow thoroughfares?
4. Lack of highways to by-pass through traffic?
5. Great congestion of the streets in your shopping center?
6. Inadequate highway approaches to the center?
7. Too narrow sidewalks or too many sidewalk obstructions?
8. Dead-end streets?
9. Wastefully wide streets in residential areas?
10. Lack of street connections in new subdivisions?
11. Grade crossings?
12. Lack of bridges?
13. A parking problem in the business center?
14. An inadequate or unsafe water-supply?
15. An outgrown sewer system?
16. The encroachment of business and residence structures upon land that should be reserved for industrial development?
17. The invasion of a business or residence district by industry?
18. Inadequate or wrongly located public buildings?
19. Lack of wholesale market facilities adjacent to good transportation?
20. Lack of protection to one-family home owners?
21. Lack of suitable apartment districts?
22. Lack of suitably located neighborhood business centers?
23. Lack of playground and park areas?
24. A scattering of business properties with resultant failure to obtain the benefits of a concentrated but not congested business area?
25. Lack of budget plan for financing public improvements?

From Bulletin 37, Westchester County Planning Federation.

N. C. C. P. & A. C. P. I. NEWS

Conducted by FLAVEL SHURTLEFF, Secretary

IMPRESSIONS OF THE DENVER CONFERENCE

If the spirit of a conference determines its life, then the Twenty-second National Conference on City Planning at Denver bids fair to be listed among the immortals.

From the morning of June 23 when President Edward M. Bassett called the conference to order with his inimitable "patter" which resulted in a flow of enthusiasts through the entrance door, to the closing hour which brought forth highly competitive invitations from fourteen major cities to hold succeeding conferences with them, every minute was packed with lively discussion.

When I go to a conference I like to divide my time between the conference room itself, the city and its environs where the conference is held, the many interesting people I have met before, the ones I should have met but haven't, and the exhibits. I try to carry away something worth while from each.

It was not hard to do this at Denver. In the first place Denver people are so hospitable. I found myself not only talking with them about their city of which they are justly proud but soon found myself being introduced to others by these kindly hosts. Walt Whitman expressed it when he said, "In due time we reached Denver, which city I fell in love with from the first and had that feeling confirmed the longer I stayed there."

Aside from its clean beauty, Denver impressed me because it is all "hand made." Located on desert soil it boasts shade trees, grass, and flowers that represent constant care and attention. It is roomy: there is plenty of street and side-walk width, and front and side yard widths in residence districts are ample; hotel rooms are large and comfortable. I was surprised to find that Denver's population is over 325,000 for there is no sign of crowding or congestion. I enjoyed rambling about its well kept streets and trying out various vistas where bits of the superb Rockies can be seen through the axes of the civic center.

Municipal Facts for May-June, 1930, tells of the city's splendid progress in school planning as regards location, size, playgrounds, and planting.

The thousands enjoying Denver's well distributed intown parks luxurious in flowers, trees, and grass planted and grown with constant nursing and artificial rainfall show how much the parks are appreciated. Since they are well cared for by the city, they are well treated by those who use them.

Outside the city there are over 10,000 acres of Rocky Mountain parks with glorious scenery. They are used by the fortunate citizens every day of the year. Just imagine being able to leave the office at five o'clock and to be in your cabin high in the Rockies for supper. There are no "Keep off the Grass" signs anywhere, and this in a city where the growing of grass is a real job.

Streets are well marked. Having lived for a year in a city where it takes a sixth sense to move about I surely appreciated this.

Aside from the accessible, well planned parks, Denver has been planning and building a number of radial parkways that will continue to simplify their traffic problem. Every city thinks it has a traffic problem. As far as I could see Denver met and solved most of her troubles long ago. Denver is alive to her everyday needs before they become problems.

The exhibit was held in the municipal auditorium about six blocks from the convention hotel. This was not such a good arrangement since it gave little opportunity for personal contact with those who came to visit it. Nevertheless there was a large attendance. The exhibit impressed me as representing a fine geographical diversification as well as showing a general improvement in presentation. Plans were effective without using decoration to the detriment of the idea to be presented. It was also interesting to see the introduction of the third dimension in planning. We need only to look out of our windows to realize the need for this step.

The complete proceedings of the Conference are now printed and available. An excellent abstract of the papers, prepared under the title "Short Cuts on City Planning Questions," contain the best thought and discussion on subdivision planning, fresh ideas about the design of modern motor arteries, better definition and fresh conception of many planning problems including airport design, parks and reservations, civic centers, and many new ideas on how to get things done and pay for them.

A new note at the conference was the time given to "Publicity in Planning." There were excellent addresses on this extremely important subject.

Another encouraging note was the interest and activity of the younger men who were in evidence throughout the sessions. They are the life of the planning movement and should be given opportunity for expression.

I came away from the Conference believing more thoroughly than ever in the sound future of planning, with many new ideas to develop, new friends made, old friendships renewed, and pleasant memories of Denver.

JOSEPH T. WOODRUFF,

*Planning Engineer, Regional Planning Federation of the
Philadelphia Tri-State District.*

BOOK REVIEWS & LISTS

Conducted by THEODORA KIMBALL HUBBARD

PUBLIC BUDGETING. By A. E. BUCK. New York, Harper and Brothers, 1929. 612 pages, including 52 charts and tables. $9\frac{1}{2} \times 6\frac{1}{4}$ inches. Price \$6.00.

A book which tells the story of the development of the science of budgeting in the national, state, and local governments, summarizes existing budgetary practices, evaluates them, and points out the trend of development which such practices should probably take in the near future, is useful. But the book becomes invaluable when in addition it constitutes a manual for the administrator or technician, explaining, illustrating, and discussing each of the various steps in the preparation and execution of a budget, and when it is written by a man of whom it is said:

"Mr. Buck of the National Institute of Public Administration has a secure position as a specialist on public budgeting. He is both a student and practitioner. He has drafted budget statutes; he has installed budgeting systems in states and cities; he has put them to work, and he has observed the results."

City planners will be particularly interested in the sections dealing with long-time financial planning. Mr. Buck has said:

"Many of the long time improvement programs of city governments have been strictly financial in character and have overlooked or not made proper use of city planning. This was unfortunate since city planning is indispensable in laying out the major physical improvements and facilities of cities. But specialists in finance have not been wholly to blame for this situation. City planners have until quite recently failed to emphasize the financial aspects of their work; they have drawn wonderful plans, but made no proposals for financing them. Naturally their plans could not be realized until adequate financing was available."

While Mr. Buck is primarily concerned in this book with annual or biennial budgets as opposed to long-term financial programs, a careful study of the former will disclose principles and methods of technique which are of value in the preparation of capital improvement budgets.

H. K. M.

AMERICAN CIVIC ANNUAL: A Record of Recent Civic Advance: with a List of Who's Who in Civic Achievement. Edited by Harlean James. Washington, American Civic Association, Inc., 1930. 340 pages. Illus. $8\frac{1}{4} \times 5\frac{1}{2}$ inches. Price \$3.00.

Those who would know something of current civic achievements and what progress is being made in the intelligent guardianship and use of our physical resources will find no more readable accounts than the ones contained in the American Civic Annuals.

In this second volume, national progress is discussed in terms of our national parks, housing, and The Federal City. Accomplishments in the regions of New York City, Chicago, Los Angeles, Toledo, and Cleveland are recounted. Within the states, the California state park plan, the movement to save Cumberland Falls, famous highways, state capitols, and roadside improvement projects are considered. In the cities and towns, a substantial number of recent city planning projects, two notable public structures,—the Kansas City art center and the Bok Bird Sanctuary and Singing Tower,—and two planned college campuses are described.

Some one person directly concerned with each of these many undertakings tells the story. The result is a sheaf of more than eighty short and varied papers written largely by well known civic leaders. A sprinkling of fine illustrations adds to their interest and makes the Annual an attractive book. These eighty-odd papers are more than mere records of civic accomplishments. They are freighted with suggestions which may be applied in other communities, regions, and states.

In addition to the above material, the Annual contains a section entitled "Our Contributors" giving a short biographical note about each of the writers, and concludes under the title "Who's Who in Civic Achievement" with a list of the members of the American Civic Association. It is to be hoped that the unwary will not be led to believe that membership in the American Civic Association constitutes a royal road to fame in civic achievement!

H. K. M.

FIRST REPORT OF THE GREATER LONDON REGIONAL PLANNING COMMITTEE. London, Knapp, Drewett & Sons Ltd., December, 1929. 51 pages. Illus. $12\frac{1}{4} \times 9\frac{1}{2}$ inches. Price 5s. 6d.

Dr. Raymond Unwin is technical adviser for the Greater London Regional Planning Committee which was organized in 1927 and consists of forty-five members representing the City Corporation, the Standing Joint Committee of the Metropolitan Boroughs, the London County Council, and various other councils. The region with which this committee is concerned is roughly the area within a radius of twenty-five miles of Charing Cross, covering approximately 1846 square miles.

The most significant portions of this first report are the four memoranda submitted by Dr. Unwin: Open Spaces; Ribbon Development and Sporadic Building; Additional Powers Required; Regional Planning Authority for Greater London.

Dr. Unwin states that the basic problem of the regional plan is to secure a better distribution of population and industry, at the same time preserving the necessary open spaces. He suggests as an ideal method, the planning of ample though selected tracts for building on a background of open land rather than the planning of limited tracts of open spaces on a background of unlimited potential building development. Those who have followed the American discussions of open space standards will be interested in the discussion and recommendations contained in the memorandum on open spaces.

Deploring the ribbon development which is taking place along arterial highways as uneconomical, dangerous, and injurious to the amenities, Dr. Unwin suggests three possible means of control: first, by purchasing the frontage land on each side of the road (the power to purchase extra land within 220 yards of the middle of a proposed road has been given to the Minister of Transport); second, by imposing restrictions as to the development of the frontage when purchasing the site of the road; third, by regulating the development through town planning schemes prepared by the various local authorities concerned. Effective illustrations contrast unspoiled arterial roads with those where the frontages have been built upon. Suggested means of treating these arterial roads are shown by sketches.

One of the appendices discusses the redistribution of land in Germany under the *Lex Adickes* and subsequent legislation, while another describes briefly the use of special assessments in Kansas City, Missouri.

H. K. M.

MUNICIPAL INDEX, 1930. Seventh annual edition. New York, American City Magazine Corporation. 855 pages. Illus., maps. 10 x 7 $\frac{1}{4}$ inches. Price \$5.00.

City planners will find the 1930 edition of this annual reference work increased in interest and usefulness by the addition of several new features. One of these is a discussion of the public-building group designs of fifty-four American cities,—a subject suggested by the discovery that no such compilation was in existence. Another is a classified analysis of the legal decisions on zoning and city planning from June, 1923, to December, 1929. The section on airports and aviation, indicating by its increased bulk the increasing attention that is being paid to this subject, contains this year for the first time a list of municipal airports and their managers.

These and other new features, together with such sections as those devoted to parks and playgrounds and to street and highway traffic regulation,

and the series of brief, up-to-date bibliographies accompanying them, make the 1930 Municipal Index an extremely convenient and almost indispensable reference book for the city planner. Municipal administrators and civic workers of various kinds likewise will find material of value to them in their fields of activity.

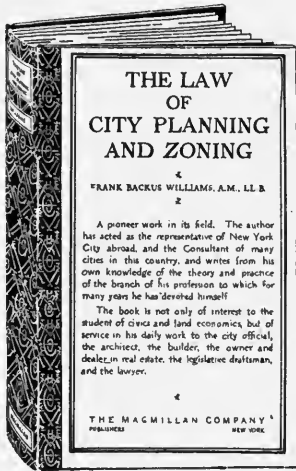
H. K. M.

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- Brookline, Mass., Planning Board.** Annual report for the year ending December 31, 1929. Boston, 1930.
- Buttenheim, Harold S.** Know your city: the economic values attendant upon the replanning of blighted areas. Address delivered at annual meeting of the Philadelphia Housing Association, Mar. 31, 1930.
- Chicago Plan Commission.** Twentieth annual report, for the year 1929.
- Commonwealth Club of California.** Heights of buildings. Transactions, Vol. XXV, No. 3. *The Commonwealth*, San Francisco, Apr. 29, 1930.
- Denver Board of Adjustment (Zoning).** Fifth annual report, Feb. 11, 1929, to Feb. 11, 1930.
- Detroit City Plan Commission.** Annual report, 1929.
- Detroit Department of Public Works, City Plan Commission, Rapid Transit Commission.** Report on proposed ten year program for street widening, presented to The Honorable The Common Council. Mar. 22, 1930.
- Fairmount Park Art Association.** Fifty-eighth annual report, with Mr. Downer's address. Philadelphia, 1930.
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- Massachusetts Federation of Planning Boards.** Bulletin No. 24, Apr., 1930. (Contains excerpts dealing with by-pass highways.)
- . Sixteenth Annual Conference, Fitchburg, Mass., Oct. 1 and 2, 1929. Boston, 1930. (Bulletin No. 25.)
- McClenahan, Bessie Averno.** The changing urban neighborhood: a sociological study. Los Angeles, University of Southern California, 1929. (University of Southern California Studies, Social Science series, number 1.) (To be reviewed.)

- Melbourne, Australia, Metropolitan Town Planning Commission.** Plan of general development: report. Melbourne, 1929. (To be reviewed.)
- Milwaukee Junction Manufacturers Association.** Report of Engineers Committee on Grade Separations, presented to cities of Detroit, Highland Park, and Hamtramck. Detroit Rapid Transit Commission, Mar. 6, 1930.
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- Passaic County, N. J., Park Commission.** Report, 1928-1929. Paterson, N. J., 1930.
- Pittsburgh Housing Association.** Housing in Pittsburgh, first annual report, covering the period from Oct. 1, 1928, to Dec. 31, 1929, with supplementary material to May 1, 1930.
- Planning Foundation of America.** Short cuts on city planning questions: a digest of papers presented at the National Conference on City Planning, Denver, 1930.
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- Rochester Planning Board.** A major street plan for Rochester, New York. Prepared by Harland Bartholomew & Associates. Saint Louis, Mo., 1929.
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- Supreme Court of the United States.** Brief of the City of Cincinnati, Petitioner. Nos. 372, 373, 374. (First time constitutionality of excess condemnation has been before a federal court. Statements of general theory and purpose.)
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- . Survey of city planning and related laws in 1929, by Lester G. Chase. Washington, May, 1930. (Mimeographed.)
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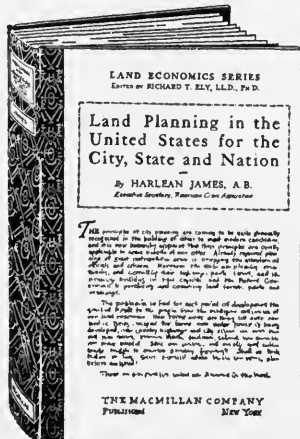
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