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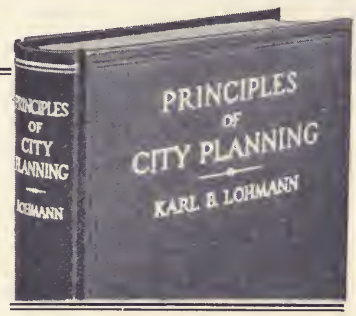
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QUARTERLY

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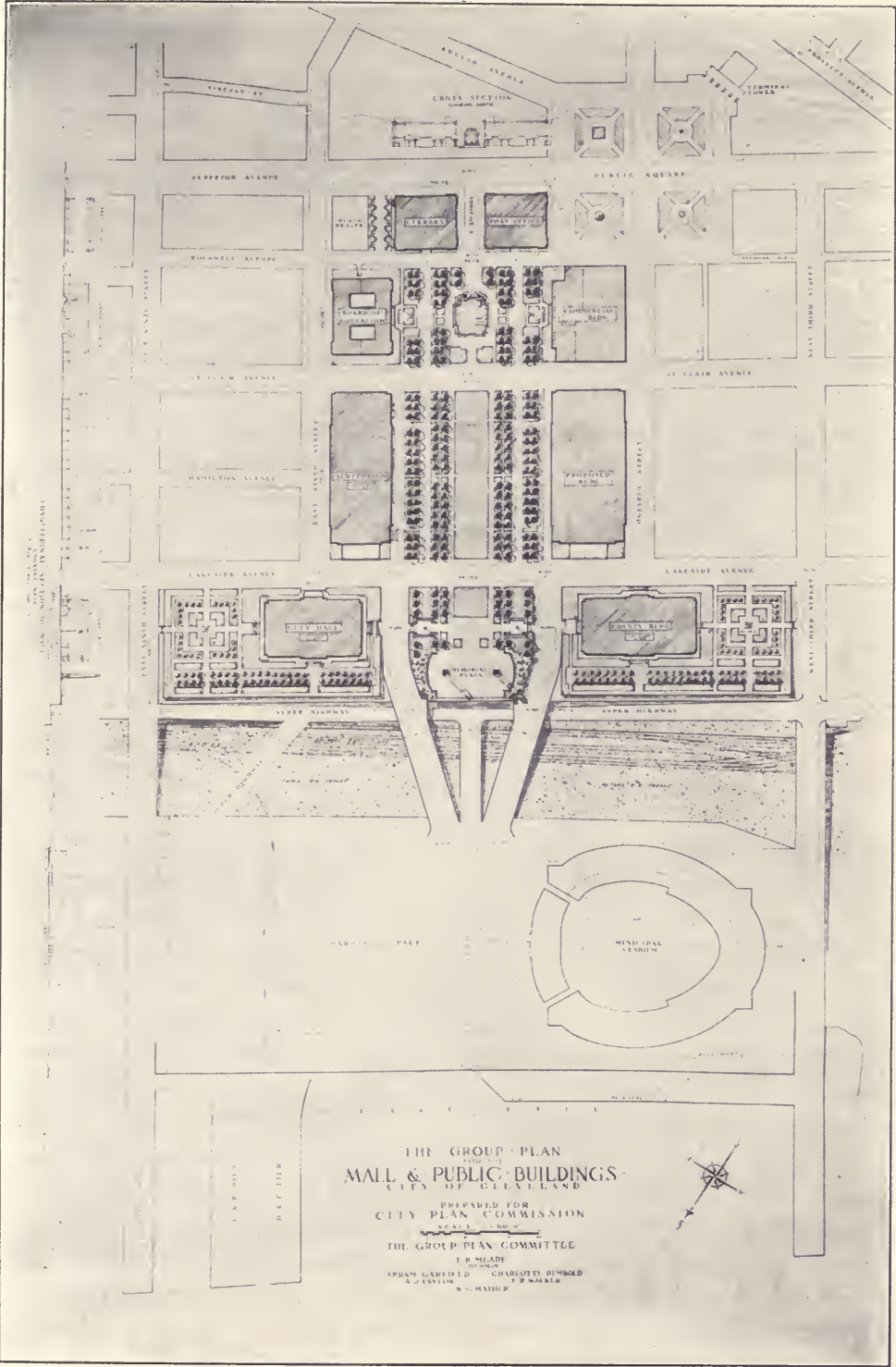
with which the first planning proposals were met, both by officials and the general public, to the present matter-of-fact spirit in which important projects are now taken up and supported.

EARLY PLANNING EFFORTS

The first plan for Cleveland was made by General Moses Cleveland, who was sent by The Connecticut Land Company to the mouth of the Cuyahoga River on the south shore of Lake Erie to found a settlement and establish the Western Reserve. In the main, the plan was good and was carried out faithfully. The streets were wide and well-arranged even for present-day needs. But as time passed and the city grew beyond the limits of the original plan, there was no guiding hand to influence its growth. Development proceeded along the main highways which radiated from the original settlement on the lake shore, and the intervening spaces were crisscrossed with streets at the will of individual property owners. This unguided development proceeded until about the beginning of the present century when a few land subdividers, stimulated by the beautiful system of city parks which had just been completed, saw visions of orderly and beautiful residential subdivisions. In fact, this admirable system of parks was the first real planned project in many years.

Then, along an entirely new line for American cities came the Group Plan or Civic Center in 1902 and 1903. The plan was made by three eminent architects and planners of the time. It has been adhered to so far as building and general layout are concerned (with one major exception) and the buildings then planned have been built, one at a time, until now six are finished and only two of the proposed building sites remain unoccupied. But, unfortunately, here as in many other cities the emphasis which had been placed on the "City Beautiful" created a prejudice against those who were working for "city improvement," as being visionary and impractical.

The first recognition of city planning in Cleveland was in the city's home rule charter, adopted in 1914. This charter required the appointment by the Mayor of a City Plan Commission with broad powers. The Commission was appointed by the then mayor,



THE GROUP PLAN
 OF THE
MALL & PUBLIC BUILDINGS
 CITY OF CLEVELAND

PREPARED FOR
 CITY PLAN COMMISSION

BY
 THE GROUP PLAN COMMITTEE

J. B. MEAD
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Mr. Newton D. Baker, and its five citizen members were men of outstanding leadership and influence. However, it was not until three years later that funds were provided for any constructive work. In 1918, following the successful working out of the New York zoning ordinance and the beginning of a "major street plan" in St. Louis, Cleveland began active city planning under the direction of Mr. Robert Whitten. It was then that public sentiment began to be shaped to the support of a program of street improvement and controlled subdivision and building development.

The first work undertaken by the City Plan Commission was the preparation, simultaneously, of a thoroughfare plan and a zoning ordinance. The thoroughfare plan, made in 1918 and 1919 and since added to and modified as further study has indicated the need, has been strictly adhered to in all street widening and extensions, whether made by the city or as a part of new land subdivisions. Much new area has been added to the city by annexation during the last ten years and the plan has been expanded to cover the new territory.

ZONING IN CLEVELAND

The idea of zoning was not accepted readily, and since there was a desire among those working on the plan to protect the new thoroughfare plan, and at the same time to make a start toward zoning by protecting the front yards of residential areas, an ordinance prepared and passed in 1920 required all buildings to be built in line with the fronts of existing buildings in the block. This was followed by an ordinance which included a set of maps designating certain residential districts in which the rule as to alignment of existing buildings applied and which established definite setback lines on many of the streets which the thoroughfare plan designated for widening.

This latter ordinance was in effect for almost eight years, until the final passage of the zoning ordinance in which the same provisions were incorporated. It worked with entire satisfaction to all concerned despite the fact that it was considered unwise and illegal by many legal and planning authorities. It had the desired effect of keeping all non-residential buildings in established resi-

dential districts back of the line of existing residences, and forced apartment-house builders to discontinue the practice of crowding the sidewalk, much to the benefit of their neighbors and of the apartment houses themselves. Even the owners and operators of stores found and gradually came to appreciate that setbacks from the sidewalk were beneficial rather than detrimental to their business.

That the need for zoning was keenly felt was shown by the demand of people in various localities for special protection against the encroachment of new buildings or uses which they felt would be detrimental to their interests. The City Council met some of these demands by the passage of ordinances declaring certain small areas "residential" and barring anything but residential uses. These ordinances were found unconstitutional by the Supreme Court of Ohio and were followed in 1926 by an interim ordinance covering the entire city. A referendum petition was immediately filed, and after nearly a year's litigation the ordinance was defeated in the November election of 1927. It had, however, been held in effect by a suit for injunction during most of the period between the filing of the petition and the election.

A comprehensive zoning ordinance which had been in preparation for some time was introduced shortly after the defeat of the interim ordinance and after many hearings and lengthy delays was passed by the City Council in October, 1928. A referendum petition was again filed, the Council repealed the ordinance and passed another in somewhat different form, and another referendum petition was filed. The battle was finally won at the election in November, 1929, when the new zoning ordinance was approved by a substantial majority of the voters. During the many hearings the ordinance was considerably changed in form, but thanks to constant vigilance and care on the part of its friends the changes did not seriously alter it.

While Cleveland was struggling with its zoning problem, the suburbs were being zoned one after another until all but a small proportion of the people of Cuyahoga County, outside of the parent city, were living in zoned territory. In a way this tended to delay our own zoning because many real estate speculators or developers

who had been restricted in their operations in the suburbs opposed the passage of a similar measure in Cleveland. At any rate every move toward zoning was actively opposed by the local organizations of real estate men.

LAND SUBDIVISION CONTROL

One of the most effective ways in which the plan commission can mold the development of the city is the control of new subdivisions. All new subdivisions for the past thirteen years have been made to conform to the Commission's street plan and to its standards of development. A substantial mileage of new and widened streets has been secured in this way. Setback lines which have been made a part of all record plats are more effective than ordinary deed restrictions or zoning setbacks. They are definite, are enforceable by either the city or the lot owners, do not expire with the passage of time, and cannot be changed by the City Council. The Ohio Law provides that a city may control all subdivisions within three miles of the city limits in unincorporated areas. There has been little opportunity to take advantage of this in Cleveland because the city is completely surrounded by incorporated cities and villages. For a short time during the period of their most rapid subdivision development, control was exercised over the greater portion of three townships, but these are now incorporated as villages (in fact, one has become a city) and Cleveland is left without power to control growth outside its own limits.

REGIONAL PLANNING

This brings us to the consideration of the broader question of regional planning. The first effective step in regional planning was the establishing of The Cleveland Metropolitan Park Board in 1918. The Cleveland area is bountifully supplied with natural park land. Extending back southerly from the shore of Lake Erie, the land rises to an elevation of from 100 to 600 feet above the lake level. These high lands are cut by the valleys of three streams which empty into the lake. The Cuyahoga River flows through the center of the city, Rocky River enters the lake eight miles to the west, and the Chagrin River about fifteen miles to the



HILLIARD ROAD BRIDGE OVER ROCKY RIVER PARK
Separation of park and highway traffic in the
Cleveland Metropolitan Park System

east. These rivers and their branches are so located as to make it possible to lay out a belt system of parks from the lake on the east to the lake on the west, keeping for the most part about fifteen miles from the center of the city. Over 10,000 acres have been acquired, most of which lie within the river or creek valleys. The land was taken before it had been spoiled by man, and required only the laying out of drives and paths and proper policing to open it to the public. The streams are not large and the bottoms and the deep sides of the valleys are largely wooded. Unfortunately the lake shore was mostly taken up before the Park Board was formed, and price of land had become almost prohibitive. However, one fairly large park was acquired on the lake shore west of the city and it is crowded during the summer months.

Cleveland has no regional or county plan commission, but there has been coöperation in planning in the district. In 1927 the Board of County Commissioners requested the Bureau of Roads at Washington to assist in a study of the traffic needs of Cuyahoga County and the surrounding territory. The Bureau agreed to make the required study on condition that the various governmental units in the county and the officials of the adjoining counties would agree to coöperate in carrying out the program of road improvements decided upon after the survey. The required agreements were secured, the survey was made in 1927, and a report published in the spring of 1928. The plan recommended a ten-year program of road improvement. After the report was published a citizens' organization known as The Cleveland Highway Research Bureau was organized, funds were subscribed, and the members of the staff which made the survey for the Bureau of Roads were brought back to Cleveland to assist in working out the details of the plan. These men have been doing valuable work in making traffic counts and analyses to show the immediate necessity of an improvement, in assisting in the determination of the best location for a road, and, by no means least, in bringing together the different groups of officials and property owners whose coöperation is necessary in the financing of a project.

The regional planning of highways is thus being cared for competently and effectively by existing agencies. Some of the

public services are being equally well handled. The entire street railway system (which includes the local bus service) has recently been brought under the control of interests which also own the only existing rapid transit line in the city and control railroads, which are expected to provide the only other rapid transit service which is in sight for the near future. The City of Cleveland owns and operates the water-supply system for the entire district and has for many years planned extensions far in advance of needs. There is no loss through duplication of facilities in different municipalities. A county sanitary department has for some years planned and built sewers and laid water lines outside the city in sanitary districts formed under authority of a state law. The sewer and water needs of growing sections of the county have thus been cared for, and the disconnected and poorly designed systems which so often accompany rapid growth have been avoided.

Cleveland has been somewhat backward in developing harbor facilities. Although a government breakwater several miles long, forming an outer harbor, was built about thirty years ago, a large percentage of water-borne freight is still carried up the crooked Cuyahoga River, while the lakefront behind the breakwater remains largely undeveloped except for railroad-owned docks for transshipping coal and iron ore. Some hope for future harbor development is seen in the recent appointment of a Harbor Commission by the City Manager.

The subject of Cleveland's development cannot be left without a word as to progress on the Group Plan. With the exception of one parcel, the city now owns all the land for the mall, or open space in the center. The Federal Building or Post Office, Cuyahoga County Court House, City Hall, Public Auditorium, Public Library, and Headquarters Building of the Board of Education have been constructed. The Federal Building and the Public Library form the southerly end of the group, the City Hall, Public Auditorium, and Board of Education building form the easterly side, and the County Court House is on the westerly side at the north end. Two buildings will complete the westerly side. One will probably be a county building and the other may be a not strictly public building. The Stadium, which was not part of the original

plan, has been built on the lakefront just west of the central axis of the mall. For several years a portion of the mall has been occupied by a temporary, one-story building used for exhibition purposes in connection with the Public Auditorium. Work has now been started on a building under the surface of the mall at its northerly end, between the City Hall and the Court House. This will be connected with exhibition space in the basement of the Auditorium and will have direct railroad facilities on its northerly side at a lower level. With the completion of the new building the temporary building can be removed. Landscaping on the southerly end has been begun in connection with the construction of the Board of Education building and is expected to be completed across to the westerly side during the coming year. A \$500,000 bond issue was voted by the people in 1930 for this work.

Cleveland is not through planning. The plan will have to be constantly changed and expanded to meet future conditions which cannot be foreseen to-day. The new Union Passenger Terminal has had a profound influence on the planning of the downtown area. The general adoption of the passenger bus as a feeder to electric railway lines is having an influence in street design which could not have been foretold in 1915. There will be other major projects conceived and new methods developed which cannot now be foreseen, and the makers of the city plan must be alert and ready to adapt the plan to changing conditions; otherwise it will become obsolete. The Cleveland City Plan Commission recognizes this duty and will not fail in its performance.

TO PLAN OR NOT TO PLAN

The question really is whether the various expenditures we make as our communities grow shall be made more or less haphazardly or more or less in accordance with a plan . . . Of course, in a growing country like this, the communities will go on improving, they will go on spending money, and the real problem is: Shall we look at it a year at a time, . . . or [shall we] set up some kind of a target, some kind of an ideal as a guide for future action and as a standard of conduct?—DWIGHT W. MORROW in *National Municipal Review*, November, 1931.



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EDUCATIONAL CENTER, CLEVELAND

Included in this group are the Museum of Art, Severance Hall (home of the Cleveland Orchestra), and the buildings of other educational institutions

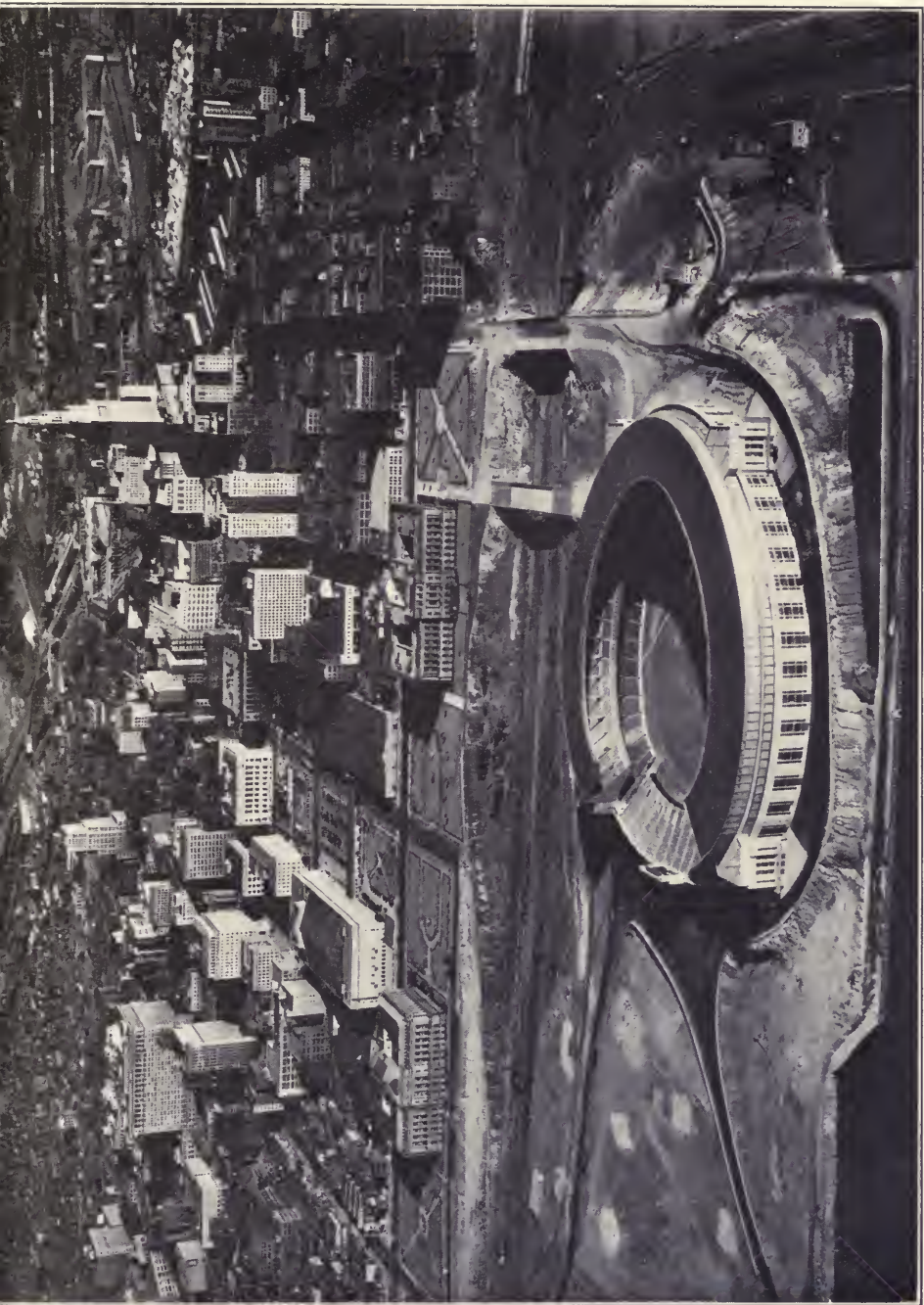
PROMOTING PLANNING IN CLEVELAND

By CHARLOTTE RUMBOLD
Secretary, Committee on City Plan
Cleveland Chamber of Commerce

THE proof of the selling is the buying, and Cleveland has bought and is buying well-considered and well-guaranteed planning.

First of all, no metropolitan city in these United States any longer contemplates planning the city inside its political boundaries. Thanks to the automobile, county and regional planning are accepted necessities. Completely local projects, such as the opening or widening of one certain street or the zoning of a particular locality (the immediate concern of the affected property owners), are still bitterly fought over in Cleveland, as in every other city. But promoting anything labeled "comprehensive plan" is easier now than it was a few years ago,—easier and harder. Easier, because "plan" now means to every voter within hearing of the radio, something far-reaching and long distant, a present preparation for a glorious future accomplishment; harder, because all such glorious futures must be paid for in present increases in tax rates or in bonds which require interest and amortization payments this year and next and some years to come. The wise promoter of planning in American cities not only makes no slightest attempt to conceal that planning is expensive in immediate money payments or deferred speculative profits, but announces the fact and treats his financial statement as one of his strong selling points. After all, if a planned project cannot show that it pays in health and general well-being or in the financial advantage of the city as a whole, that particular project is going to fail to secure popular support, and probably deserves to fail.

Of course no city in the United States is on a lonely height in promoting its planning. Successful work in any city helps every other city. To the student of the fascinating subject of popular psychology, the Cleveland election which approved the Cleveland zoning ordinance by a vote of six to four, is a very worth-while study. Achieving by popular vote so technical and completely



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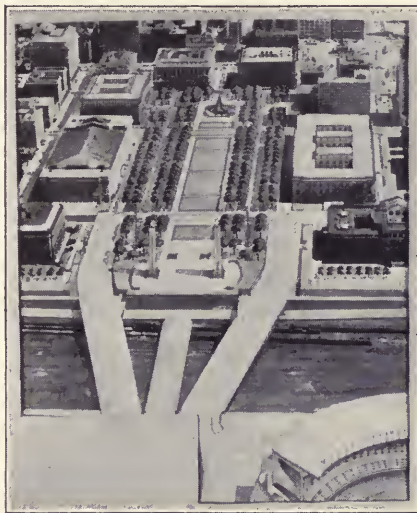
THE CLEVELAND GROUP PLAN OR CIVIC CENTER
Showing Stadium and Mall development as it appeared in 1930

non-partisan a matter as the zoning plan and ordinance seemed an extraordinarily difficult undertaking until the promoters actually got into the subject. Then they found it was simple. They found that the fire stations and police precinct headquarters were centers of zoning support, and that the men were glad and willing to impart their reasons,—the firemen, because so many neighborhood fires start in small shops in apartment houses or elsewhere in residence districts as a result of carelessness with boxes, papers, and the usual store rubbish; the policemen, because frequently children living in a neighborhood which should have been reserved for residences are run over by delivery trucks coming and going from an improperly placed shop or factory in the neighborhood. In every part of the city, branch savings banks and insurance offices became local and highly effective centers for the distribution of information. The small group at the center of the promotion project suddenly found themselves with hundreds of volunteer assistants working in places and districts the central group could not possibly have reached. The zoning idea was accepted long before the zoning plan was legal. The vote merely confirmed popular approval.

Cleveland's Group Plan seems a long time in the making to persons who have never been face to face with the problem of taking thirty-five or forty million dollars for a single civic project from the revenues of a city of less than a million people,—a city always strained, as most American cities are, for sufficient money for fire and police protection, hospitals, sewers, street paving, lighting, and garbage collection. There is, however, hardly any achievement in the whole city planning field that is more heartening than the progress of this Plan. Steadily, year by year, for thirty years, it has gone forward. The arrangement of the buildings, as originally planned, has been kept except for one change,—the removal of the railway station from the lakefront to the corner of the public square, diagonally adjacent to the central mall. This change has resulted in extending the Group Plan toward the north to the lake, and the building there of a huge stadium, and extending it southward, through the public square, to the Union Station.

Had it not been brilliantly planned in the first place and had it not also had the strong, steady support of a group of responsible citizens, Cleveland's Group Plan would not have lasted so long nor have been carried out so completely. Since the Plan was started, city administrations have come and gone. They have been Republican and Democratic, conservative, liberal, radical, efficient, inefficient, honest, and not so honest. But the Cleveland Chamber of Commerce, by no means the only organization interested in the Group Plan, has been the rallying point for its defenders for thirty years. Even the soap-box orator in the public square, whatever else he says about the Chamber of Commerce, does not say it is ineffectual. Consequently, when the City Plan Committee of the Chamber says that it is going to see the Plan completed in 1936, the centennial of Cleveland's first charter, the voters believe that it will, and they help the project along.

Engineers, architects, and financiers can make plans which are logical and beautiful, but without a promoting group of citizens,—a group that the average voter believes to be able and honest and moved with a desire, first of all, for the good of the city,—“the best-laid schemes . . . ’gang” archeological.



**Cleveland's Group Plan
of the future**

CITY PLANNING AND ECONOMY

By THOMAS ADAMS
Associate Professor of City Planning
Harvard University, School of City Planning

AT the present time every city planner and every public official has to consider two related questions, namely:

1. *The advantage of city planning as a means of promoting economy.*
2. *The advisability of confining attention at the present time to those city planning projects or regulations that will result in saving rather than adding to public expenditures.*

It would be valuable to have the views of city planners and city officials with regard to these questions. If actual data can be obtained, so much the better.¹

The following brief general answers to the above two questions are given to provoke discussion and bring out ideas.

WHY CITY PLANNING SHOULD PROMOTE ECONOMY

In the first place, city planning should be carried out in such a way that it does not add to the normal expenditures of a community, that is, to the amounts it will apply to making public improvements in any event. Secondly, an intelligently conceived plan should result in preventing wasteful expenditures, either those that are incurred in doing something that comprehensive planning shows to be unnecessary or those that are incurred in doing something (that may be right in itself) at the wrong time.

In making a city plan it is of primary importance to suggest a program that can be carried out at the same cost each year that the city would be prepared to incur if it had no plan. A plan is based, of necessity, on looking to the future. It therefore includes proposals which anticipate future budgets, but should be capable of gradual realization without involving the city in an increase of taxes. In the long run it should lead to saving of expenditures and therefore to ultimate reduction of taxation. The fact that its proposals go beyond the present leads to the notion that city planning means incurring expenditures which might be saved.

¹The Editors will appreciate facts or expressions of opinion on these questions.

Of course, a city plan might give proof to a city council of the desirability of spending money as an investment (say in the purchase of land) which it would not have made without this proof. The existence of the plan will not force that expenditure on the council, and the propriety of the investment is a matter for its judgment in each case. On the other hand, a plan may lead to the abandonment of projects which it shows to be premature or unnecessary, so that no change is made in actual outlay. A city plan should give guidance as to how money should be spent and in so doing will result in prospective if not in immediate savings. For instance, a great deal of piecemeal road widening and improvement that has been carried out at immense cost might have been done at less cost or spread over longer periods of time or deferred indefinitely, with a gain rather than a loss of convenience. This gain would have come from spending the same amount of money in accordance with a more comprehensive plan, prepared with the intention of promoting the economic development of the community as a whole instead of merely providing added traffic facilities, sometimes of questionable value, in certain confined areas.

The least that can be said for having an agreed general plan of roads and open spaces is that it is an essential basis for deciding what is most and what is least essential, and the order in which they should be done. Every city should "cut its coat according to its cloth," but its coat is so big and so varied in requirements that the task involves serious questions of how much cloth to allot to each part of the coat so as to get the best results. To get real economy the important thing is to apportion the cloth properly, after having determined the amount there is to apportion.

On these broad lines I claim that *city planning was never more essential than it is at present to enable public authorities to determine, with adequate knowledge of conditions, what they can eliminate in the matter of expenditure without injury to their communities. This cannot be done by the process of considering each detached proposal without reference to a general plan.*

ZONING

City planners need to emphasize more than they have, that zoning regulation involves practically no expenditure and may lead to saving considerable money in the future. Depreciation of property values following the indiscriminate mixing of business and residential buildings is especially burdensome under existing conditions. There is increasing need of reserving space between building frontages and street lines and in getting reduction of the excessive allotments of area for business use. There is insufficient realization of the economy to be obtained in street construction by permitting narrow streets, and of the fact that this cannot be done safely unless the density of buildings on the abutting land is adjusted to the narrower widths. The attention that has been given to the making of wider highways has somewhat obscured the need of giving attention to the making of less expensive roads in residential areas. City planners have to show that protection of natural beauty may be important from an economic as well as a social point of view, and it is to the *economic* phase of the question that city planning effort should be directed.

CONFINING CITY PLANNING TO PROJECTS THAT WILL
RESULT IN ECONOMY

Whatever prospective advantages may be expected to follow architectural and engineering conceptions of future development, the need of the moment is to make plans that will show immediate benefits from a financial point of view. Sometimes immediate needs are obscured because we are fixing our gaze on things ahead of them. At present we shall have to abandon some proposals that would be proper to carry out in more prosperous times. On the whole, plans need not be changed, but it may be desirable to change the order of their accomplishment or to suspend those that involve large expenditures or to substitute smaller for larger installments of improvement.

The specific economic benefits to be obtained from making a plan may include:

1. Obtaining a sound basis for a decision as to whether any land need be purchased for open spaces or road improvements and, if so, what land is most and least necessary.
2. Deciding as to order of importance of improvements.
3. Obtaining a scheme of subdivision by agreement with owners for later development, thereby ensuring future economy in construction of streets and giving the owners guidance as to the most profitable use of their land.
4. With the aid of the general road plan, eliminating all expenditures on roads that are not essential for the present.
5. Agreeing with owners as to reservation of private open spaces where this is possible without having to pay compensation for injury.
6. Agreeing with owners on a system of zoning regulations, adjusted to the plan of subdivision so as to obtain economy in development and to prevent future depreciation of property and destruction of amenities.

Examples of the benefits obtained by city planning have already been given in an editorial in *CITY PLANNING*,¹ where it was shown that in fifty cities from which information was obtained, the greater number reported additional construction work undertaken and facilitated by an existing city plan.

SOME GENERALIZATIONS

At such a time as the present, the question is sometimes asked, "What has the city planner to offer by way of increased opportunities for employment?" In the professional field, the making of comprehensive surveys of social and economic conditions would offer an opportunity. For example, such a survey is needed in all New England states before more city planning is done. The surveys should be state-wide,—the planning being confined to regions and cities and, if need be, following later when times are more prosperous.

Mr. S. McClatchie² claims that nations are suffering from depression because they have produced a surplus of necessities of

¹*CITY PLANNING*, July 1931, pp. 183-186.

²*The North American Review*, Oct. 1931.

life and the only way to provide work is to produce some of the necessities for efficiency, such as more roads and better housing. He suggests that the main development of railroads, steamships, street cars, and electric lines "has long since been completed." He only admits room for expansion in the limited use of the airplane,—and implies some possibilities in development of electricity. This is probably an exaggeration, but it is provocative of thought as to the limits of the field of opportunity for entirely new enterprises.

It is noteworthy that Mr. McClatchie sees in traffic congestion one of the barriers to progress in automobile transportation and therefore in the need for automobile construction. In observing this, he points out one of the jobs still needing to be done, for we are far from the journey's end in providing space facilities for traffic in cities. When we realize the importance of getting this space, and the reasons why we do not have it, we are more impressed with the final paragraphs of Mr. McClatchie's article and his solution. He begins his summing up with the statement that improvement in housing appears to have run up a blind alley. The phrase "appears to" is modest. Everybody knows the alley and how blind it is,—in spite of the ready excuses of those interested in keeping it blind. Aside from "amenities" of plumbing, central heating, electric lighting, etc., housing, he says, is "hardly better than that of ancient Rome," and adds: "Present-day Europe, with its garden colonies, is doing better than we are." Considering the comparative wealth of America, who can deny that there is something in this indictment?

What then is wrong? Why cannot cities in the United States rebuild their blighted areas and thereby obtain Mr. McClatchie's "best answer to the problem of how to keep ourselves busy"?

Mr. McClatchie's analysis comes to this. There is overproduction of food, clothing, and means of transport but not of wholesome shelter. The surplus of the first three necessities is not only large but good in quality. There is also, say some, a surplus of shelter, but it is a surplus of decayed, dark, and unsanitary housing that should be scrapped. Is this the problem of how to get busy? Dean Donham is quoted as saying that the way to solve

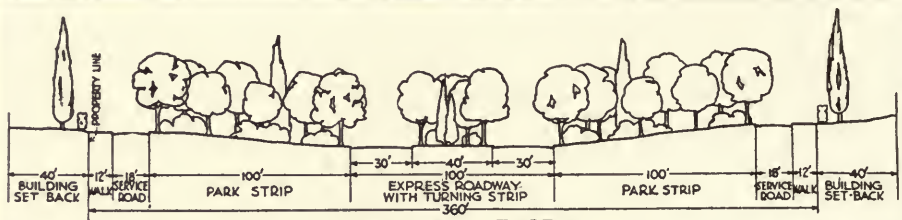
the unemployment problem is to find work. Every city planner can show where it is needed to be done. But there remain the real questions, "How is it to be done and where is the money to come from?" Who has an answer for these? Not Mr. H. G. Wells.

Recently Mr. Wells came to New York to correct the proofs of a book in which he tells the world how to correct its problems. In answer to an unasked question, he said to the reporters on his arrival: "I'll chuck in one thing you haven't asked me, as it happens to be an obsession of mine. That is that collective enterprise in the rebuilding of cities is the only way to fill up the gap between overproduction and limited consumption. New forms of employment must be found, and the obvious thing is to consider the immense architectural possibilities. We must accept the responsibility of rehousing all of mankind, rebuilding cities, and reclaiming the roads and countrysides. Community work is necessary."¹

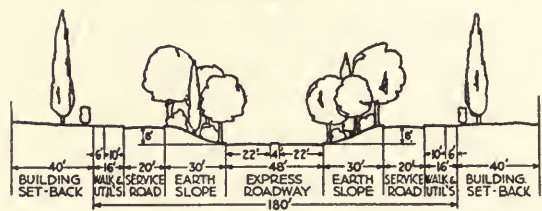
So Mr. Wells puts the job of meeting the economic crisis up to the city planner. But he also leaves the most difficult question to be settled: *viz.*, how to go about the job of rebuilding. Certain economic difficulties present themselves, apart from the absence of liquid capital. For example, the man who builds houses asks for and obtains twice the wages that the skilled man earns in other fields of work. Hence, a vast number of skilled workers have to pay twice as much for their shelter as they get for their own efforts, such as making automobiles or operating means of transport. This inequality is one of the greatest and least understood impediments to building. One we know more about is land speculation. Another is that cities are heavily taxed to pay the bills caused by failure to plan. In this connection, every city planner should read the report of a speech by the late Dwight Morrow.² He says: . . . "I do think it is quite demonstrable that the real cost in building up a community is the cost of non-planning. . . . We are all only beginning in this country. What little we have done in the way of mistakes is nothing, provided we start right now."

¹ *New York Times*, Oct. 15, 1931.

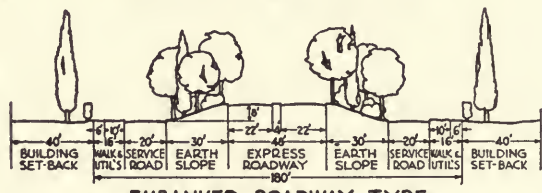
² *National Municipal Review*, Nov. 1931.



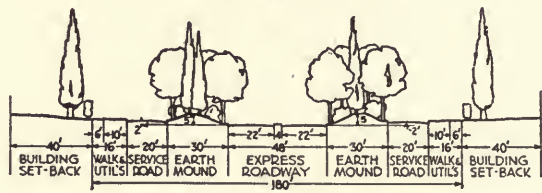
PARKWAY TYPE
①



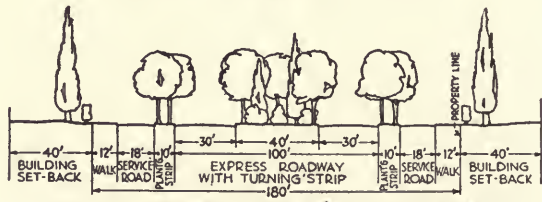
DEPRESSED ROADWAY TYPE
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EMBANKED ROADWAY TYPE
③



MOUNDED SIDE STRIP TYPE
④



CENTRAL TURNING STRIP OR "STEADY FLOW" TYPE
⑤

TYPICAL CROSS SECTIONS FOR EXPRESSWAYS THROUGH METROPOLITAN RESIDENCE AREA

ROBERT WHITTEN
CITY PLANNING CONSULTANT
NEW YORK CITY

Courtesy of National Conference on City Planning

THE EXPRESSWAY IN THE REGION

By ROBERT WHITTEN
City Planning Consultant, New York City

THE rate of population increase in American cities and in the United States as a whole is slowing down. Experts tell us that within a few generations the population of the United States will probably become stationary. There will, however, continue to be a drift from the country to the city due to the further mechanization of agriculture. This will reduce the demand for labor on the farms, releasing men for labor in industry and in centers of trade and distribution.

The central cities and especially the suburban cities of metropolitan regions will doubtless continue to grow somewhat faster than the cities located outside of metropolitan regions. The large centers or clusters of cities have a considerable advantage for industry and commerce. The industry located in the suburban town has a better labor supply and a large local market that can be served by truck.

No matter how much we may deplore the existence of the big city and wish for a return to a village economy with its amenities, it is to my mind a futile desire except to the extent that we can still create a substitute for such ideal conditions within the metropolitan region itself. There is plenty of room within the various metropolitan regions, including that of New York, to provide for any probable growth of industry and population. To do this is the problem of regional planning.

There are some who fear that improved highway and rapid transit systems will increase congestion at the metropolitan center. In their opinion the only hope lies in decentralization, and they argue that this will only be brought about as it becomes more and more difficult to do business at the main center.

I am convinced, however, that a street system should not be designed to promote either centralization or decentralization. It should be designed to promote safety, comfort, and speed of move-

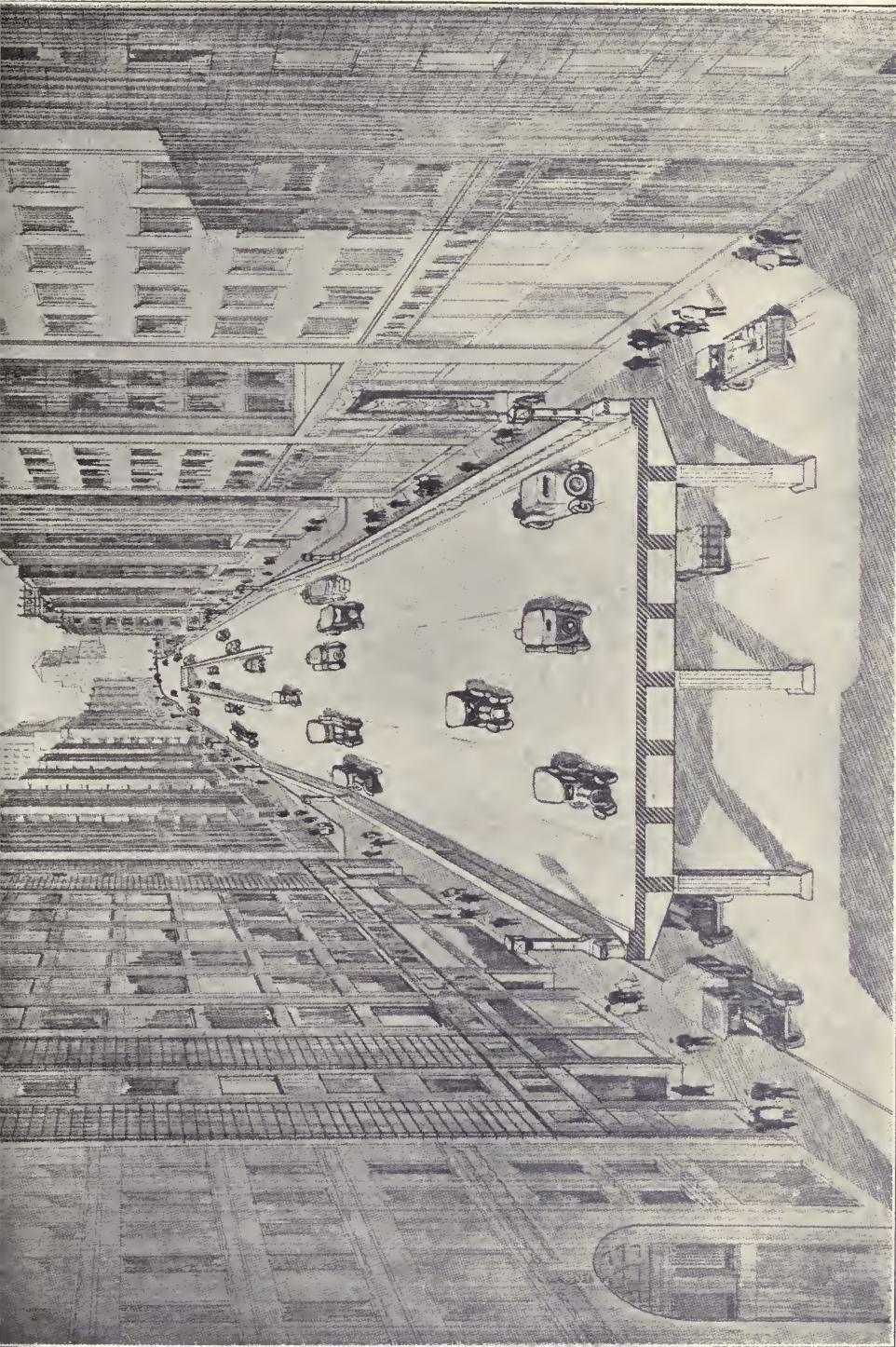
Excerpts from a paper delivered at the Traveling Annual Meeting of the American Civic Association in Detroit, Mich., Oct. 6, 1931.

ment between all parts of the community. This will result in the best and most economical and orderly organization of the social and business life of the community. It will in general promote centralization where centralization is justified and decentralization where that is consistent with the best organization for the community as a whole. This does not mean that there should be no attempt to influence the appropriate location of business and industry. Preventable congestion in Manhattan is due largely to the location there of the garment trades and other light manufacturing industries. Some way should be found to exclude them from Manhattan Island. The high office buildings do not create the demand for office space in Manhattan. They bring no more people to Manhattan than would lower buildings spread over a somewhat greater area.

It is sometimes said that it is useless to increase street capacities in central areas, as any additional capacity provided will be immediately taxed to the saturation point. This assumption may be valid in certain situations as applied to local business streets, but has no validity whatever as applied to any major traffic artery,—to any street that is an essential part of a comprehensive thoroughfare plan. A serious slowing down of the traffic movement in any part of the main arterial system affects injuriously the whole community.

There are undoubtedly many persons who now use the automobile for trips that could be made just as conveniently and more economically by railroad or rapid-transit line. A further slowing-up of the traffic movement would stop some of these ill-devised trips. But it would also increase the inconvenience and cost of all the necessary trips. It would injure business and tend to increase the cost of living for all the people of the city. There is no way to discourage needless trips without at the same time inconveniencing vehicle movements that are essential to the welfare of the community.

The automobile can never perform the function of rapid-transit subways and elevated roads. These facilities must be relied upon for mass transportation along the most concentrated routes of passenger travel. They, together with the surface cars



Courtesy of City Planning Board, Boston

THE UPPER LEVEL ROADWAY

A possible treatment of the expressway through congested areas

and busses, must continue to be the main reliance for the daily workward and homeward travel to and from the central area. The transit and motor-bus system should be extended so as to reduce the rush-hour street traffic. There should be rapid-transit routes and facilities to take care of all trips that normally can be made more quickly, conveniently, and economically in that way; and there should be expressways and parkways to facilitate all trips that normally can be made best by the use of the automobile.

The function of the expressway is not that of furnishing access to abutting buildings. That is the function of the local street. Nor is it the function of an expressway to give an appropriate setting and approach to a monumental building or civic center. This may be a function of the conventional street or boulevard of secondary traffic importance.

Ideally the expressway should be a "freeway,"—the term Edward M. Bassett, Esq., has coined for a highway to which abutters have no legal right of access. Vehicular access to the highway should be only from cross streets or from parallel service roads outside of the limits of the expressway and having access to it at only certain designated places.

Ideally, an expressway passing through a residence area should be separated from the residence lots by park strips 100 feet or more in width. Planted with trees, these park strips will screen the traffic noise and increase the attractiveness of the neighborhood. The cost of acquiring and maintaining these park strips may be small in comparison with the loss that would otherwise be involved through the blighting of the entire neighborhood.

It has been generally assumed that every road through a park strip should be restricted against commercial traffic. Is this assumption true? Do not the same facts that make the modern parkway the ideal solution as the main traffic artery for passenger automobiles also make it the ideal solution for the general traffic route? Trucks and other commercial vehicles must be provided for somewhere. They now find their way along the ordinary highways to the great detriment of the residential sections through which they must necessarily pass. Would it not in many cases be wiser to design the "parkway" as an expressway for general traffic?

Make the roadways wider so that the slower-moving trucks will not seriously obstruct the fast-moving cars. Make the ruling gradients lower, so that heavy trucks will not have to change gears, with resulting noise. Make the park strip wider, so that the noise of heavy trucks will be less injurious to abutting property. In this I am not proposing that either all existing or all proposed parkways should be opened to general traffic, but simply that where practical the modern expressway should be of the parkway type, *i. e.*, pass between park-like strips of land.

Unless the completed expressway has elements of charm and beauty, it will probably prove somewhat crude and deficient from the standpoint both of traffic efficiency and of preventing the blighting of adjacent areas. It must not be cramped but must have natural flowing lines. It must be spacious, with room for shrub and tree and for the dispersion of the traffic sound waves. It should have a pleasant, park-like appearance that will add some elements of interest and distinction to the neighborhood through which it passes.

PLANNING VERSUS NON-PLANNING COSTS

The actual cost of planning in all of Los Angeles county over a period of one year does not exceed the cost of correcting an improperly laid out intersection of two well-developed thoroughfares. Several instances can be cited where the cost of condemnation alone, in order to correct an offset street, has exceeded the entire cost of all planning activity in Los Angeles city and county over a period of one year's time. The cost of a grade separation which might be avoided by the proper planning and laying out of thoroughfares may run to several times the yearly cost of planning activity. The opening and widening for any appreciable distance of any one of many streets which must be opened and widened in the near future will place a burden upon adjacent property owners and, in some instances, upon a rather large district, far greater than the total cost of all planning in Los Angeles county over a year's period.

W. L. POLLARD in *Los Angeles Times*, September 13, 1931.

PUBLIC EDUCATION IN CITY PLANNING

By HARLEAN JAMES

Executive Secretary, American Civic Association

BEFORE I undertake to suggest and classify some of the methods which have been used to spread the gospel of city planning in general and the adoption of specific city plans in particular, I should like to discuss, if I may, the philosophy of public education and the relation of technicians to the laity.

The field of endeavor which we have come to call city planning covers the work of a growing variety of technicians. City planning to-day includes and applies the knowledge of civil engineering, architecture, landscape architecture, real estate practice, transportation, and transit,—in fact the whole field of land uses, design, and construction. City planners need much wisdom and imagination to visualize a ten-league canvas in the large, and realism to paint in the detail.

But, you say, no person could possibly be so wise. Of course the answer is that no person is so wise and that city planners like physicians and surgeons specialize in different branches of knowledge and actually work in consultation with each other.

RELATIONS BETWEEN TECHNICIANS AND THE PUBLIC

A city planning consultant must have an unusual ability to extract information from the natives, or have lived some time in a community to be able to take into account all the physical, social, and economic factors which are needed. I remember that at the 1926 International Conference on Housing and Town Planning, held in Vienna, we saw in the exhibition the models for certain newly-erected tenements, or, if you prefer the term, apartments. Patronizingly we remarked that in America, good housing standards would never permit rooms so poorly ventilated. We could hardly find a room with windows on more than one side and none with windows opposite. Later, when we were taken to view the building on the ground, we found that it stood in ample grounds, much more extensive than those surrounding so-called high-class apartments in New York and other American cities. It was ex-

plained to us; moreover, that in Vienna there is a very disagreeable prevailing wind during most of the year and that architects generally try to design their living quarters with the greatest possible protection against these disagreeable winds. With due regard to the difference in desire for fresh air which exists between the Anglo-Saxons and the various peoples of southern Europe, it was at least certain that we were trying to apply housing standards developed under certain climatic conditions to a location where the climate created different demands. Even within the United States the differences of climate offer the widest variety of existing conditions to challenge the knowledge and ingenuity of the city planner.

Let city planners, therefore, not despise the homely, everyday knowledge of the residents in the towns and cities in which they are working. Perhaps one of the reasons so many early city plans lay unused on the shelves of the public libraries or hidden in the backs of desk drawers was that the proposals could be so easily challenged by ordinary everyday people with no special knowledge and little insight into the future. Probably these reasons were more in the nature of excuses for the so-called *practical business men* to pursue those policies which brought quick fortunes but which helped to smother this country with a blanket of ugliness.

The relationship between the technicians and the public is a very delicate one. Often sound recommendations contained in planning reports lie unheeded for years because of lack of interpretation or even of circulation among the citizens. It is this function which organizations like the American Civic Association in the national field and local Planning Associations and active civic bodies in cities and towns endeavor to fill. Occasionally city planners are in a position to do their own interpreting, but the out-of-town consultant can seldom do more than study the problem and issue printed or typewritten reports. He must depend upon local initiative to carry on the constant education of the public which is necessary for the realization of any city-wide plan, however good.

When Mr. Hoover established the Division of Building and Housing in the Department of Commerce in 1920 it was hoped

by many planners and civic educators that the Division would immediately address itself to the cause of comprehensive planning because we saw the untoward results from piecemeal planning or total lack of planning. But it was announced that the first attack on the planning problem would be by means of a committee on zoning. This committee was composed of able men drawn from the technical fields involved and from the field of civic education. The committee labored until it was able to agree upon the essential principles of zoning which were embodied in a small leaflet entitled "The Zoning Primer." Copies of this have been circulated throughout the country and its content has been widely quoted and used in educational campaigns. The committee next addressed itself to the text of a model State Zoning Enabling Act which has exercised a very real influence on subsequent state legislation in the United States.

But the reason for selecting zoning as the method of approach is perhaps for our purposes here even more important than the results. Mr. Hoover recognized that the American business man was ripe for conversion to zoning, that American business was suffering from traffic congestion caused at least in part from high buildings and over-occupation of the land, and that American home owners were suffering from property depreciation due to uncontrolled uses of adjoining or surrounding land. Here was a practical remedy which lay well within the comprehension and interests of the citizens themselves.

Under our form of government it is necessary that the voters be informed concerning undertakings which must be authorized by state laws or city ordinances. Otherwise the most Utopian plans are apt to remain plans. And so, beginning with zoning which seemed so eminently practical, the Division of Building and Housing of the United States Department of Commerce progressed to other phases of city planning, including a model enabling act and now standards for subdivision control. Annually, too, statistics have been compiled and circulated which have let officials and civic leaders know that the "Joneses" were doing it,—in other words, that city planning and zoning were all the rage.

We seldom receive questions from officials asking how they can do something new. Nearly always the questioner asks us to discover what other places have done in order that the home folks may be persuaded to follow suit. The most difficult step is to persuade some city to set a precedent, and then to hope that some court of law will uphold the precedent and thus set the course for a long line of precedents.

There are certain changing conditions in the United States which, if taken advantage of, may aid in the public education for the planning movement. Probably it will be necessary to convert the leading business men of any community to a program for planning. Probably it will continue to be essential to convince these business men that public improvement projects are good business. But fortunately for the cause of city planning, business men are recognizing as never before the economic value of good design in houses, furniture, parks, private grounds, and public buildings. We need not, therefore, feel obliged to soft-pedal on beauty, though we include city-wide services not seen above ground and many necessary utilities. The addition of women voters should bring its influence to bear in projects involving beauty. The fight against the unsightly billboards has recently spread with encouraging thoroughness through the activities of several large women's organizations. Women seem to observe inharmonies of color more generally than men,—at least, filling stations which are offensive at sight to most women seem to be so to many men only after their attention has been directed to them. There seems to be very good promise that we may advocate projects in city planning because they add to the beauty of a city or because they protect the natural beauty of the landscape.

CITY PLANNING INTERPRETERS

Staff planners and engineers have opportunities to issue a constant flow of information to the press and local improvement and civic organizations, but with the ebb and flow of political office, there are few cities in the United States where officials can "carry on" alone and unaided by the organized public, and thus secure the applications of plans, maintain consistent zoning under

pressure of special interests, and ensure adequate appropriations for projects which conform to the comprehensive plan.

It is recognized to-day, though it is not so many years since county engineers could be elected in the persons of men who had never had a day's training in engineering, that the technicians must be adequately trained. For the most part, however, the interpreters have received their training in the school of experience. It is perhaps doubtful whether the demand for community interpreters is or soon will be sufficient to justify a school for special training; but courses in city planning in the colleges and universities for students not in training for any part of the professional planning field should exercise a beneficial effect upon the future.

Merely to turn over city planning reports for quotations or report write-ups in the press fails to meet the problem. The headlines and the catchwords which appear and reappear in the daily papers may help to make the public aware that there is something doing in city planning and therefore more receptive to specific plans which have become familiar. But just as a good interpreter of a book from one language to another must know something of the literature and life which lie behind both languages, so the interpreter of city planning to the national or local public requires a fairly thorough knowledge of the principles and application.

The education of the public in most cities has first been carried on to arouse sentiment to favor the making of a plan or the adoption of a zoning ordinance. Where the education has not preceded the making of the plan, or at least accompanied it, there has usually followed a delay in realization of any part of the plan and sometimes the plan has been altogether ignored.

The usual procedure in the preparation of a zoning ordinance and sometimes in the making of a plan, either comprehensive or for highways or parks, is to prepare a preliminary proposal, to make this public through the press and by local meetings, and then after public hearings in which the experience of the citizens may offer valuable information to modify the plan, to adopt a final ordinance or set forth a corrected plan.

The comprehensive or master plan is more in the nature of a guide and is frequently followed by a five- or ten-year plan for

capital expenditures to be carried out under the plan in order to avoid pyramiding expenses in a way to alienate taxpayers; for it cannot be denied that public improvements, no matter how praiseworthy, can hardly be expected to be popular with the property owners when they are carried out by heavy taxes and special assessments which place undue burdens on real estate.

The civic interpreters may do much to keep the public informed concerning the desirability of certain projects under the city plan, but no amount of interpretation can stem the tide of disapproval for an unsound financial plan of capital expenditures to carry out the plan.

It will be seen, therefore, that the making of a plan by the technicians over a period of years, its execution by a commission with a staff of technicians, its interpretation to the public by organized local civic bodies, and the general educational background of the public are all inter-related. No one part of the work can be carried on entirely separate from the other.

The preparation more than twenty years ago of Wacker's "Manual" and the campaign in the schools of Chicago by which the children of the last generation became familiar with the ambitious city plan for Chicago have undoubtedly made possible the realization of the stupendous plans for the lakefront development now under construction.

Years ago the late George E. Kessler made a plan for Dallas, Texas. The subject of city planning was not so well understood or generally discussed as it is to-day. The citizens of Dallas, though informed of the plan through the progressive *Dallas News*, did not see its importance. Mr. Kessler died believing that his plan would never be realized and that his work had been futile. But some years after his death, Mr. George B. Dealey, who had been responsible in the first place for calling Mr. Kessler to Dallas, aided in organizing the Kessler Plan Association. This Association has taken the public into its confidence, and one by one the recommendations of Mr. Kessler are being realized. Some of these recommendations will reach far into the future, and so a book has been prepared for the public schools of Dallas by Dr. Kimball. The children of Dallas are taught to have a pride in

their city and they are told what the plans of Mr. Kessler were. In a demonstration class before the National Conference on City Planning in Dallas in 1927, one seventh-grade child after another pointed out on the map the existing condition and explained the projects which Mr. Kessler had recommended. There is no escape from this kind of education. In the end it is bound to have its effect in the votes of the people, and in the public support of official projects.

I have not enumerated here the various means by which information is conveyed to the public,—the spoken word in public meetings, by radio, and in private conferences; the written word in pamphlets, reports, books, charts, and public press; the visual appeal by use of maps, pictures, lantern slides, moving pictures in schools, organized groups, and neighborhood meetings. These media will change from time to time and must be used with discretion to meet the temper of the people. The important point to stress is the contact which should be established between the technicians, the public, and the civic interpreters. More than once an excellent plan has failed to be realized—at least its realization has dragged unnecessarily—because of the attitude so manifest in its presentation: “A Plan give I unto you.” It is entirely natural that the residents of a city should want to know just how any proposed plan would affect them, and if they find that their neighborhood seems to be threatened adversely by some proposed improvement said to be for the good of the city, they must be shown just how it works.

LET US BUILD WELL

When we build, let us think that we build forever. Let it not be for present delight nor for present use alone. Let it be such work as our descendants will thank us for, and let us think, as we lay stone on stone, that a time is to come when those stones will be held sacred because our hands have touched them, and that men will say as they look upon the labor and wrought substance of them, “See! This our Fathers did for us.”—JOHN RUSKIN.

CURRENT PROGRESS

Conducted by JOHN NOLEN and HOWARD K. MENHINICK
LAWRENCE VEILLER HAROLD S. BUTTENHEIM
ARTHUR A. SHURCLIFF CHARLES W. ELIOT 2d
GORDON J. CULHAM

AMERICAN CIVIC ASSOCIATION TRAVELING MEETING

The Fifth Annual Traveling Meeting of the American Civic Association was held in the Detroit region, October 5-8, 1931. The Detroit area is interesting from the standpoints of both regional planning and landscape architecture, and an attempt was made to show the most important of these developments to visitors, as well as to many local people who previously might not have been wholly conscious of what was being accomplished.

On Monday, October 5, the group took a 127-mile trip to see progress in the development of superhighways, parks, parkways, and roadside planting. Mr. T. Glenn Phillips, local chairman of the Convention, welcomed the guests at the noonday luncheon at the Meadowbrook Country Club and told the story of regional planning accomplishments in southeastern Michigan. In replying to Mr. Phillips' welcome, Mr. Frederick Law Olmsted, Vice President of the American Civic Association, praised the planning groups who by coöperation rather than by legislative enactment have brought about an unusual demonstration of city and regional planning.

Tuesday and Wednesday were devoted to visiting gardens in the hill and lake regions about Bloomfield and Grosse Pointe, north and east of Detroit. At the Oakland Hills Country Club the delegates and guests were addressed by Professor P. H. Elwood, Jr., on the subject "County Parks," and later visited the Cranbrook School and Church, a cultural community development on the estate of Mr. and Mrs. George G. Booth.

On Thursday morning a visit was made to Mrs. Henry Ford's garden at Dearborn, and later Mr. Ford entertained the guests at the historical Greenfield Village. At the Dearborn Inn luncheon, Miss Harlean James, Executive Secretary of the American Civic Association, discussed the possibility of relieving modern traffic difficulties by means of the "Townless Highway." City and regional planning came in for a major part of the discussion at the four evening meetings. Art, architecture, and landscape design in city planning were well treated at the Grosse Pointe dinner meeting, when Mr. W. Pope Barney of Philadelphia, presiding, introduced Mr. Wirt C. Rowland, Architect, of Detroit, Miss Pearl Chase of Santa Barbara, California, Mr. Sidney Shurcliff, Landscape Architect, of Boston, Dr. Richard T. Ely, Economist, and Mr. S. Herbert Hare, Landscape Architect, of Kansas City.

On Monday evening, Mr. Arno B. Cammerer, Associate Director of the National Park Service, spoke encouragingly of Isle Royale in Lake Superior as a new National Park, and Mrs. W. L. Lawton presented the billboard situation.

City planning accomplishments in New York and Washington, D. C., were presented by Mr. Lawrence Orton and Colonel U. S. Grant, 3rd, respectively. Colonel Sidney Waldon, President of the Detroit Rapid Transit Commission, explained the arrangement and use of the Detroit superhighways. Colonel Waldon stated that much of the major street plan had already been dedicated within the 15-mile radius of the city and that many of the superhighways had been projected 35 or 40 miles into the surrounding territory. Mr. Robert Whitten discussed the essential principles of the New York and Boston regional plans.

Mr. Flavel Shurtleff and Professor Thomas H. Reed made the final addresses of the Convention, discussing technical problems involved in the execution of city plans and the future of regional planning.

T. GLENN PHILLIPS,

Landscape Architect and City Planner.

MASSACHUSETTS PLANNING BOARDS CONFERENCE

The Eighteenth Annual Conference of the Massachusetts Federation of Planning Boards was called by Governor Ely on behalf of the Department of Public Welfare and the Massachusetts Federation of Planning Boards at the Auditorium in Lowell, October 7-8, 1931. Representatives of each of the Governors of the six New England states spoke at dinner on the first day. No less than three of these, Professor K. R. B. Flint of Norwich University (Vermont), Mr. C. J. France of the Providence Chamber of Commerce (Rhode Island), and Mr. D. S. Sanford of the Fairfield County Planning Association (Connecticut), spoke from the viewpoint of the highest idealism, the longest view ahead, and the greatest coöperation in broadly conceived regional planning. Mr. Thomas Adams focused these ideals in a discussion of practical methods for realizing regional plans. He emphasized the importance of adequate surveys before actual detailed planning.

In the afternoon a special session advocated a regional planning organization to promote the development of the Merrimac Valley with a scenic boulevard from Lowell to the sea,—a project for which plans had actually been outlined in their major aspects in the first issue of the magazine, *The City Plan*, over fifteen years ago. A lively session was devoted to an open forum with questions and answers on many phases of city and regional planning. An experience session at breakfast and an automobile tour of the Merrimac Valley, with luncheon at the famous Vesper Club on its island, completed the Conference.

ARTHUR C. COMEY,

Consulting City Planning Engineer.

VERMONT PLANNING AND ZONING PILGRIMAGE

One hundred forty residents of Vermont, representing twenty communities and nearly every county in the state, visited Glens Falls, N. Y., on October 16 to observe and study the results of planning and zoning in that city. The trip was organized by the Vermont State Chamber of Commerce to arouse interest in these subjects, for the legislature of Vermont only recently passed a zoning enabling act.¹

The Vermont visitors had framed the following ten questions to ask the Glens Falls Planning and Zoning Commission:

1. What is the set-up and what are the methods of the Glens Falls, N. Y., Planning Commission? What is their program of work?
2. What were the causes which led the people of Glens Falls to take an active interest in planning and zoning, and in the starting of the work through the appointment of a planning commission?
3. What is the history of the zoning idea in Glens Falls?
4. What losses and disadvantages are incurred by any community, village, town, or city which fails to take up planning and zoning or which delays this work?
5. What are the principal planning problems which face the City of Glens Falls now, and what is their importance?
6. How much technical advice is employed in your planning and zoning activities?
7. Into how many districts has the city been divided? Where do they lie? What are their characteristics?
8. What advantages do you see accruing from your activities in planning and zoning? Who among the people reap the greatest advantages?
9. What is the work of defining building lines? What is your policy in this regard?
10. As a result of your study and experience in planning and zoning do you feel that your methods have value for us in Vermont?

Glens Falls, with a population of 18,000 or 19,000, has an active planning and zoning commission which was organized in 1928. The need for acquiring additional property for school playgrounds led to city planning, while the erection of a gasoline filling station in a residential district directed citizens' attention to the need of zoning. In answering the questions of the Vermont delegation, the members of the Glens Falls Planning and Zoning Commission stated that their experience has convinced them that planning and zoning are of great value to any community.

WALTER F. BURBANK,
*Chairman, Planning and Zoning Committee,
Vermont State Chamber of Commerce.*

¹See CITY PLANNING, Apr. 1931, p. 117.

PROGRESS IN THE MARYLAND-WASHINGTON METROPOLITAN DISTRICT

Federal funds for the purchase of park lands in Montgomery County in the Maryland-Washington Metropolitan District are now available, and land acquisition is going forward rapidly. The park-district tax of seven cents on each one hundred dollars of assessed property valuation (providing a fund of about \$39,000 per year at present) is used to develop and maintain the land acquired. Roadways have already been built through the first units of two of the four major parkways planned for Montgomery County,—the Rock Creek Park extension and Sligo Creek Parkway.

Approximately 6000 acres will be developed in the four park valleys. It is hoped that the Potomac River valley may soon be added to the county park system, but the cost of this project is so great that the coöperation of Federal and State governments will be necessary. Until such time as this project can be undertaken, the Maryland-National Capital Park and Planning Commission is exercising its authority over subdivision development to protect the park values along the Potomac.

The residents of the District expect substantial benefits from the park system. The experience of other communities has proved that ample park and playground areas are valuable protection against blighted districts and shrinking property values. The preservation of stream valleys in their natural state has not only saved areas of great natural beauty but has also obviated the building of a costly system of storm sewers.

IRVING C. ROOT,
*Chief Engineer, Maryland-National
Capital Park and Planning Commission.*

HOW GOOD IS YOUR TOWN?

In 1925, the Wisconsin Conference of Social Work organized a "Better Cities" contest which was won by Kenosha. This last year, in coöperation with the Wisconsin Department of the American Legion, they gave Wisconsin communities another opportunity to measure and compare their accomplishments.

Appraisal forms entitled "How Good is Your Town" were divided into eleven sections,—historical background, city planning, municipal government, industry, health, education, library, social work, recreation, town and country relations, and religion. The schedule for city planning, framed by Messrs. F. A. Aust and H. F. Janda of the University of Wisconsin, contained the following principal headings: city plan, zoning, traffic conditions, parks and public areas, appearance of the city, and cemeteries.

Out of 47 cities reporting, 10 had city planning commissions, 33 did not, and 4 failed to answer this question. The 10 cities with planning commissions reported city plans prepared, as did 4 cities which had no planning commissions.



Courtesy of Maryland-National Capital Park and Planning Commission

ROCK CREEK PARK EXTENSION

**A recently completed drive which will be opened when
the District of Columbia builds a short connecting link**

The 10 cities with planning commissions and 9 of the 33 cities without planning commissions reported zoning ordinances in operation or in preparation. Waupaca and Lake Mills stated that their zoning ordinances were adopted in 1901 and 1902 respectively.

Fourteen communities reported more parks needed while 33 reported sufficient park areas. Of the 10 communities with planning commissions, 8 reported no more parks needed while 2 expressed a need for more parks.

As pointed out in the tabulated summary of replies, "For the greater part, the reports show clearly that our communities are going along without plans—content to permit a haphazard development. Obviously, this will result in ugliness, ill health, loss in economic and social values."

Wisconsin communities are not alone in this condition,—and in discovering and recognizing it they have taken the first step toward remedying it.

H. K. M.

BILLBOARD CONTROL AT LAKE WORTH, FLORIDA

Lake Worth, Florida, appears to have gone the limit for the present, at least, in limiting billboards under an ordinance adopted October 28, 1931.

Basing its action both on general detriment to public safety, convenience, comfort, morals, and welfare of the inhabitants and on the special detriment to public safety "because of the winds of hurricane force and intensity which so frequently visit this section," the city will henceforth regulate all billboards "within 200 feet of any street," unless "securely fastened to some building of a permanent nature." (Since Lake Worth has also adopted a zoning ordinance, advertising signs on buildings are practically limited to business districts.) Billboards may henceforth advertise only a business conducted on the same property, or may advertise a property for sale or rent. For-sale and rent signs shall not exceed three square feet in area and, if on a vacant lot, shall not be within twenty feet of the street. An exception is made in favor of Lake Worth merchants and civic organizations advertising on settees of uniform approved design, to be located only at specified street intersections, not more than two in each block. All existing billboards which do not conform to the foregoing requirements are "condemned as a nuisance and a menace to the public safety, convenience, comfort, morals, and welfare of the inhabitants," and the Building Inspector is directed to secure their immediate removal. Anyone hereafter erecting a billboard within 200 feet of any street without a permit shall be fined "not less than \$10 nor more than \$500 and may, in addition thereto, be imprisoned for a period not exceeding ninety days."

ARTHUR C. COMEY,
Consulting City Planning Engineer.

NATIONAL PLANNING IN MEXICO

As a result of the activities of a National Planning Congress held for one week in Mexico City in January, 1930, a National Planning Law for Mexico was passed in July, 1930.¹ This law outlines the aims of national planning and the means of accomplishing them. It authorizes the creation of a National Planning Commission with representatives from each of the State Departments, from the Chambers of Commerce, Industry, and Agriculture, and from the principal scientific societies in Mexico, to act as a consulting body for the Program Commission. It defines the powers and duties of the Program Commission and assigns special powers to the President of the Republic.

The Program Commission, the technical group, has been organized under the direction of Mr. Carlos Contreras, in the Ministry of Communications and Public Works. This commission, as constituted by law, contains representatives from each of the Departments of Government. The Program Commission prepares and approves plans, the National Planning Commission passes on them, and they are then presented to the President of the Republic for approval and final enactment into law.

The national plan for Mexico, now being prepared, is concerned especially with highways, ports and harbors, parks and other public reservations, zoning, railways, air routes, and airports. When the national plan is completed, development and construction programs will be suggested for periods of five, ten, and twenty years.

H. K. M.

GEOGRAPHICAL DISTRIBUTION OF REGIONAL PLANNING IN THE UNITED STATES

In order to get a panorama of the geographical distribution of regional planning in the United States,² the writer indicated on a map: first, all the states in which there is any regional planning; second, the regions comprehensively planned; lastly, well-known regions in which partial planning has been undertaken. Major consideration was given to areas which are comprehensively planned. A summary of the findings follows:

Eighteen states have some regional planning. These states are grouped in the following manner: two in New England; from the Middle Atlantic States to the Mississippi River, a rather solid block; in the south below Kentucky, which is represented, only Georgia and Oklahoma; and west of the Mississippi River nothing up to the West Coast, where there are California

¹From an address by Mr. Carlos Contreras, architect, at the Sixth Seminar in Mexico City, July 15, 1931.

²The following two publications furnished helpful data: The Division of Building and Housing of the United States Department of Commerce, *Regional Planning Commissions or Organizations*, 1930; and *American Civic Annual*, Vol. III, 1931, pp. 85-92.

and Washington. Although this distribution follows in a general way that of city planning, it does not follow closely enough to show a direct connection.

Several states have now taken steps to see that regional planning is instituted in their territory. California requires that all counties maintain county planning commissions. Wisconsin has made (in 1929) provision under its State Highway Commission for a Director of Regional Planning. In the past year the New Jersey legislature established a State Regional Planning Commission. It is proposed to divide the state into four regional districts. Vermont is now mildly active, though not officially so as yet.

Individually the regions group themselves in the following manner. Starting with the Atlantic seaboard, to the north is Boston with a metropolitan area of some 475 square miles and a population of nearly two millions. Its concern is chiefly parks, water supply, sewerage, and transit. Connecticut is included not only because of a local body in Fairfield County (Bridgeport) but also because of its connection in part with the Regional Plan of New York and Its Environs. This latter unofficial organization reaches into three states and covers 5528 square miles of territory with a population of over eleven million people. To date it has published eight survey volumes and two plan volumes embodying its comprehensive studies. Besides this, regional planning in New York state includes the Niagara Frontier region, Monroe County, and recently a large area in the Lake Ontario section. Adjacent to the New York Region is the Philadelphia Tri-State district, also of three-state proportions, centering about Philadelphia and Camden. Although the district is nearly as large as the New York Region, the population is less than a third as many. The comprehensive planning has not as yet resulted in any but special reports. Leaving the several other regions in Pennsylvania and New Jersey, to the south is the well-known National Capital Park and Planning Commission, an official body organized to promote comprehensive planning, and the Maryland-National Capital Park and Planning Commission, also official, which sponsors zoning, park, and highway development. Farther south, Glynn County (Georgia) plans for the preservation of its beauty spots.

In the central section of the country, the Chicago area (with an unofficial association) is the largest of those regionally planned, having 8000 square miles. Its population, however, is less than half that of the New York Region. The Chicago Regional Planning Association publishes from time to time in lieu of a comprehensive plan, special sectional project reports. Nearly contiguous is Milwaukee County, smaller but very active and ambitious. Throughout the Middle West and extending to the Mississippi River are various counties that are doing their planning in a regional way. One of these, Lucas County (Toledo) has published its comprehensive plan.

On the west coast are the various sections of California that have regional planning, undertaken previous to the State Act requiring county planning. Of these, Los Angeles County has in the last two years brought out among

other publications two sectional reports of its comprehensive plan of highways, and Santa Barbara County assiduously seeks the protection of its residential character against undesirable encroachments. Regional planning in Washington is represented by King County (Seattle).

About 35 per cent of the total population of the United States now lives in regionally planned areas, but only about 3 per cent of the total area of the country is regionally planned. This statement is, of course, very optimistic, for probably some of the planning organizations of regions included are active only in that they continue to exist. On the other hand, these figures do not include all the regions with the 58 commissions and associations mentioned in the Department of Commerce 1930 list, but only about 25 of the principal ones, believed to be active. They include not only comprehensively planned areas but also those planned primarily from the point of view of transit, highways, parks, zoning, and so forth.

HELEN E. TERKELSEN,
Secretary to the Editors of CITY PLANNING.

PLANNING THE REGION OF BERLIN, GERMANY

Regional planning in its first stages was a result of the needs of an expanding industry attracting and concentrating population in rapidly growing cities which soon extended beyond their territorial boundaries into adjacent municipalities, creating problems and difficulties which called for joint action. Regional-planned areas in Germany such as the Ruhr, Düsseldorf, and Leipzig were sponsored by mining interests; the Hamburg-Prussian Federation was the result of an increasing commerce requiring port facilities which could not be provided within the limited area of the city. The foundation of the regional planning association of Berlin (Landesplanungsverband Brandenburg-Mitte), however, was in response to quite different forces and probably marks a turning point in the history of German city planning.

Structural changes in the economic and social life of Germany have resulted in a home-ownership movement into outlying districts,—a movement which has not stopped at the boundaries of Greater Berlin but has spread far into the province of Brandenburg, without much control. It has become so strong that the several authorities have felt the need for collaboration on regional planning. For this purpose the Landesplanungsverband Brandenburg-Mitte was formed in 1930.

The region extends in a belt with an outer radius of 31 miles around Berlin. It contains 3162.9 square miles of territory with 638,000 inhabitants. Although Berlin is not now included in the region, it will probably become a part of it as soon as necessary legislation can be secured. The region will

then contain about 4,660,000 inhabitants. At present, the region includes 28 towns, 610 villages, and 12 forest districts, which can be classified as follows:

(1) Three settlement nuclei of towns and villages located near Berlin, which have already undergone changes and assumed city-like character.

(2) Several independent industrial areas with local-workmen population: in East-Havelland, metal and pottery; in Niederbarnim, important industries of different character, such as wood, tar, cement, and other building materials; in Oberbarnim, metal and copper; in Beeskow-Storkow, shoes, cables, metal, and lime-sandstone; and in Teltow, textiles and machines.

(3) Many independent developments of subdivisions in entirely rural surroundings, unrelated to municipalities.

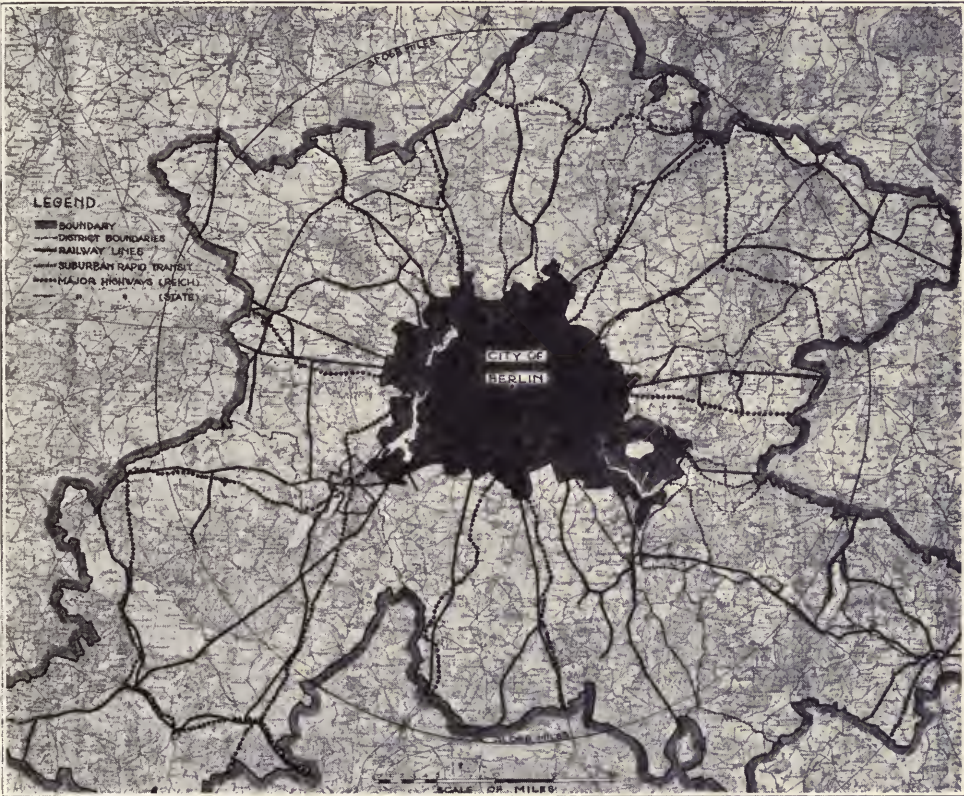
The municipalities, as such, are not represented in the regional organization, except through the governmental head of the district in which they are located. However, planning control is secured because new developments and settlements legally require the coöperation and consultation of governmental authorities who have recognized the needs for a planning organization and consequently follow its directions. Thus, although no legislative powers are granted and the work is merely advisory, the influence of the regional organization is considerable. A committee of six members, representing the societies of city planners, architects, and civil engineers possesses initiative and advisory powers.

Most difficulties in the work arise through diversities in existing ordinances and regulations, which have to be followed until such time as legislative power is given to the Landesplanungsverband, presumably after consolidation of its area with that of Greater Berlin. It is confronted with the difficult task of facilitating and regulating the decentralization of a large urban population,—one that is spreading out as rapidly as it became concentrated, not a decade ago, and one that includes an enormous number of unemployed whom the city no longer can absorb and who now seek to raise a portion of their food supply on land of their own in order to supplement their small and irregular income.

During the years 1927 to 1930, about 30,000 allotments for house, farm, and garden sites of from 8000 to 10,000 square feet have gone into the hands of single purchasers from Berlin. This represents a migrational movement of 125,000 people within three years. In 1930 the population of Greater Berlin decreased by 14,325, although more than 40 per cent of the area within its boundaries is still available for residential purposes. It is the desire for low-priced land that makes the settlers go out farther. Where land values have been raised, for instance through the establishment of a local station by which the Reichbahn intended to assist the settlers, they were forced to retreat to land one mile or farther away, and the sites near the station have been put into more intensive use than for home gardening.

Besides the main problem of redistributing millions of people, a series of other problems arises:

(1) Creation of local centers and self-sustaining neighborhoods. It will be important to centralize subdivision areas to enable them to form self-supporting communities and further distinguish their area by surrounding them by green belts, which may form wide districts more or less agricultural



Courtesy of the Landesplanungsverband Brandenburg-Mitte

The Berlin Region

in character. This would also meet the requirement of limiting building areas to the amounts actually needed.

(2) Vast areas of agricultural land are offered on the market as a result of the difficult situation of the farmers, but can only partially be utilized in the regrouping of a metropolitan population.

(3) Areas of inferior-quality soil which can be improved can be held as a reserve of low-priced land to balance fluctuations in land prices. The location of these reserves is an important problem.

(4) Wide areas of the Berlin Region, especially the waterfronts along the numerous lakes, will have to be reserved for recreational purposes.

(5) Provision of allotment districts and a semi-rural middle zone in contrast to purely rural districts.

(6) Adjustment of transit facilities and means of communication. Arterial routes are to avoid existing and future developments, and are to be located, if possible, through open country and agricultural areas. Linear development along major highways has to be prevented. A minimum distance between buildings on all arterial roads and communicating highways of the Reich has recently been established at 150 feet.

A collection of plan material obtained from the municipalities within the area supplies a valuable basis for all advisory work, as well as for the preparation of a regional plan, which is to be finished in twelve years. At the moment, the main work of the organization, besides its functions as an advisory body, consists of the preparation of a comprehensive survey of use areas, topographic and geologic conditions, transportation and traffic, and the preparation of plans for future industrial, agricultural, and residential areas. The director of the Landesplanungsverband is Dr. Krohne.

WALTER BAUMGARTEN,

Graduate Research Student,

School of City Planning, Harvard University.

WHAT DOES COUNTY PLANNING COST?

In a recently presented mimeographed report of accomplishments in Santa Barbara County during the first three years of the existence of the County Planning Commission, the work of planning is reported to have cost each taxpayer 11.5 cents per year per thousand dollars of property valuation. In 1930, the general county tax was \$27 per thousand dollars of property valuation, but in some districts, road and other special taxes raised the total tax to as much as \$60 per thousand. Compared with this total tax of \$60, the 11.5 cents seem a moderate charge for insurance against badly laid-out streets and highways, poorly designed subdivisions, the destruction of property values, the spread of ugliness, and damage to the natural scenic and recreational resources of the county.

In addition to the actual financial outlay there has been an average demand of between three and four hours per month on the time of each member of the Commission. The members serve without pay, but are assisted by a paid staff consisting of a director of planning, an engineer, and a stenographer.

H. K. M.

REGIONAL PLAN OF NEW YORK AND ITS ENVIRONS

At a dinner on the evening of December 11, the Committee on Regional Plan of New York and Its Environs celebrated the completion of the Regional Plan. Addresses were given by Governor Roosevelt (New York), Governor Cross (Connecticut), and the President of the New Jersey Senate.

A special feature of the occasion was the presentation of plans and proposals included in the second and final volume of the Regional Plan, entitled "The Building of the City." This final volume provides the architectural counterpart of the comprehensive systems of traffic and transportation facilities and land uses presented in Plan Volume I. In addition, its publication marks the completion of the task undertaken by the Committee in 1922 and places the Regional Plan in its entirety before the public for consideration and action. A permanent body, the Regional Plan Association, has been formed to promote the application of the plan and the development of city planning in the Region.

THOMAS ADAMS,

Consultant, Regional Plan of New York and Its Environs.

TRAFFIC AND REGIONAL PLANNING

The following report by Mr. G. L. Pepler of London, England, is a summary of two days' discussion of the traffic problem in relation to town and regional planning, at the International Housing and Town Planning Congress at Berlin in 1931.¹ It embodies the conclusions of a year's study by one of the two sections of the Congress, with representatives from more than twenty nations.

(1) The traffic problem varies greatly in kind and degree in different countries and cities but almost everywhere it is reported to be acute and menacing.

(2) Several large cities have from time to time appointed commissions to study their traffic problems and suggest solutions, but their labour has been largely wasted and the problem remains unsolved because it has been considered alone. No solution is possible except on broad town planning lines.

(3) Road widening costs a great deal of money but does little or nothing to remove congestion. It would be far cheaper to spend a little money on the preparation of a comprehensive plan.

(4) The preparation of a comprehensive plan requires the collaboration of town planning and traffic experts. It was suggested that probably the best method was to call experts into collaboration with the municipal authorities rather than to set up a large permanent official staff.

(5) In several large cities, notably Berlin and London, the passenger transport services have been or are being consolidated under one

¹From International Housing and Town Planning Congress, Berlin, 1931. Part III. Report.

management, but this will do nothing to solve the traffic problem unless their operations are directed according to a comprehensive regional plan.

(6) The primary aim of planning is to secure the health, comfort, and welfare of the people, and the first item to be decided should be zoning; that is, the distribution of functions, industry, housing, commercial areas, bulk of buildings, open spaces, etc.

(7) In order to achieve this aim, to relieve central congestion and give adequate scope for the safe and efficient exercise of functions that must be centralised, it is essential that recentralisation in self-contained satellite centres be organised.

Recentralisation is the correct expression. Decentralisation is already taking place within many cities and is merely adding fresh burdens to the city. We should seize the opportunity to direct this existing tendency to decentralise so that recentralisation on the right lines is effected.

(8) Easy means of communication must be provided. The workman should not be too closely tied to his place of work, otherwise if that work fails he may have to move his whole family to another place.

(9) Much benefit would result from decentralising railway goods stations in cities and arranging for the various districts to be served by goods lines. The central streets would thus be relieved of lorry traffic.

(10) It was suggested that for a city of from 500,000 to 700,000 inhabitants one central passenger station (with suburban stations) would suffice, but that for large cities more than one main line station is required.

(11) Mainly the problems of large cities were discussed, but smaller cities and towns also have to prepare comprehensive plans so that they may avoid getting into the bad condition that most large cities have reached. The small city has most to gain by planning.

(12) The main objects to bear in mind in dealing with traffic problems are, first safety, secondly economy, and thirdly speed. It must, however, be remembered that speed is an important factor in economy, especially in lessening the number of vehicles that are required to move the same number of people.

(13) There is considerable difference of opinion as to the relative value of the tram and omnibus. In several countries, first place seems still to be given to the tram, especially if on a separate central strip dividing vehicular traffic in one-way streams. At present the private motorist perhaps receives too much consideration.

(14) Planning problems, including traffic, are not very hard to solve on paper. The chief difficulties arise through lack of coördination between planning experts and traffic experts and agencies. The financial stringencies of the present day are also a deterrent but would not be so if people only realised the huge sums of money daily wasted and the waste of health, comfort, and efficiency due to present conditions.

(15) The above notes relate mainly to the . . . points of a general character . . . On points . . . which were more technical, useful information was given and suggestions made with regard to parkways (which it pays to make of great width), the allocation of space in arterial roads and on aerodromes. . . .

(16) All countries should bring their town planning laws up to date.

J. N.

ZONING ROUNDTABLE

Conducted by EDWARD M. BASSETT

FRONT YARDS IN BUSINESS DISTRICTS

In the early days of zoning in this country no one seemed to think that front yards in business districts were desirable or necessary. The question was discussed here and there, but it was usually pointed out that storekeepers like to have their plate-glass fronts on the property line, and that there were some disadvantages in having privately owned land between the street line and the plate glass. It was suggested that the city could not require sidewalks on the private land nor compel snow removal. Some thought that difficulties would arise in placing responsibility for accidents inasmuch as part of the sidewalk would be public and another part would be private. As time went on these considerations had little or no weight and probably they did not deserve to have much. Villages and small cities began to introduce front-yard requirements in business districts. Usually the main business districts would omit such a requirement, but in outlying localities, especially in local-business districts for the accommodation of surrounding residences, a front yard would be required. Long Island was one of the first localities to begin this practice, and at present a number of Long Island villages and towns require front yards of five feet to fifteen feet. The City of Long Beach, Long Island, insists on front yards of five feet in one of its business districts.

During the development of this tendency municipalities have frequently fallen into a habit of calling these front yards either setbacks or building-line setbacks. This habit persisted even when side and rear open spaces were called side and rear yards. This practice has always been unfortunate because when cases come before courts, the judges are likely to confuse so-called setbacks with street widenings or to consider that the police power is invoked for the purpose of evading or avoiding condemnation. We have been outspoken for many years in calling them front yards. We have said that the minds of critics and especially of judges should not be attracted by the idea of a street widening but rather by the idea of increased opportunities for light and air. There is no good reason why the community health, safety, and general welfare should not require front yards in proper locations in business districts as well as side or rear yards. It may be highly advantageous from a police-power point of view to have store fronts somewhat distant from the street on account of dust, fumes, and noise. It is a mistake to say that they are in preparation for a future street widening. If that is the only reason for the front-yard requirement, it ought not to be made, but it ought

4b

to wait until a condemnation proceeding can be started. The front-yard requirement and the street widening are entirely separate enterprises, and they must not be confused.

Now comes an illuminating court decision from the highest court of New York, upholding the lawfulness of a front-yard requirement of ten feet in a business district in the town of Islip, Long Island (Town of Islip v. F. E. Summers Coal & Lumber Co., 257 N. Y. 167). The court of first resort decided in favor of the front-yard requirement in an oral opinion from the bench. This was reversed by the court next higher up, which said: "We are of opinion that upon the record before us, the provision of the Zoning Ordinance requiring a setback of ten feet is arbitrary and unreasonable and, therefore, does not withstand the test of constitutionality." This decision was disconcerting because many inferred that the court had decided against the lawfulness of front-yard requirements in business districts. The highest court of the state took the opposite view. It declared that no court could say upon a mere inspection of the zoning ordinance that the end in view is not reasonably pursued by the adoption of the regulation in order to lessen congestion in the streets and thereby to promote the public safety. The court quotes from the volume entitled *Buildings: Their Uses and Spaces about Them*, Survey Volume VI of the Regional Plan of New York and Its Environs.

When we come to consider the need of adequate space about stores for purposes of access and parking of vehicles we will find that what are wanted are wider streets and deeper lots rather than increased frontage. But the really important questions are the distribution of the store frontage throughout the community and the preservation of adequate open space about the business buildings, in the places where it is wanted to enable business to function efficiently. In many suburban store districts there is ample space in the aggregate, but it is not properly distributed so as to give satisfactory means of access, space for loading and unloading, room for parking without interference of through traffic, and sufficient light and ventilation. In most business districts existing space needs to be better distributed. With adequate zoning regulations sufficient space could be provided about each group of business buildings to meet all their needs without increasing their frontages.

Although this latest court decision will be a relief to many officials throughout the country, it cannot be said that it settles the many problems relating to front-yard requirements in business districts. Is it safe to establish a front-yard requirement in an extensive business district having some streets thirty feet wide and others one hundred feet wide? Should not the front yard be proportioned to the need of the particular street? Some zoning consultants have declared that front yards should be shown on a separate zoning map where the width of the streets and their varying needs can be taken into account. Some elaborate plans of this sort were prepared seven or eight years ago. It would appear, however, that this precision, although having

much merit, produced too many complications. The present tendency is to establish separate business districts for this purpose, each having its proper front-yard requirement, the district often embracing only a single street.

E. M. B.

PARKING OF CARS IN NEW YORK CITY

Regulation of automobile parking in the dense parts of Greater New York is a problem still unsolved. The almost universal method adopted by car owners without chauffeurs is curb parking. They run the risk of an occasional summons. The business depression does not seem to lessen the number of cars coming into the congested centers. If there is any vacant space left for parking in the centers of the city, there seems to be a never-ending supply of cars in the suburbs to fill up the empty spaces at the curb.

Most car owners are unwilling to pay from forty to ninety cents to keep their cars in either an enclosed or open-air garage. The owners of many old-fashioned garages a little outside the business centers of Manhattan complain that car owners will not use them when curb parking can be had for nothing. They complain bitterly that in the midst of car congestion, they cannot obtain patronage enough to make a living. Two new-type elevator garages of great capacity having devices for the safest and speediest storage, and charging from fifty cents to one dollar, have recently gone under foreclosure because they could not make both ends meet. In industrial districts obsolete buildings that failed to pay their way are sometimes torn down so that the assessed value and consequently the taxes will be less. The vacant land is then used for open-air pay parking. In business districts there is a constant demand by landowners to do this to lessen street congestion, but the owners of surrounding buildings often object because the noise and unsightliness of an open-air garage affect rentability. These newly made vacant spaces in business districts cannot be used for open-air garages as a matter of right. They come under the same rules as public garages in business districts and must obtain a variance permit from the Board of Standards and Appeals.

If a serious move is made to prevent curb parking, storekeepers protest violently. They want customers to be able to park at the curb long enough to shop. Then they want them driven off. All other cities know as well as Greater New York the difficulties of timing parked cars in different localities.

What is to be done? Although the matter is serious, it is well to remember that the ordinary business man or employee does not need to come to business in an automobile. If there were some simple way of keeping cars out of the congested districts when they have no good excuse for being there, the problem would be much easier. We predict that the solution of the problem will lie somewhere between pay storage, whether municipal or private, or whether in the open air or enclosed, on the one hand, and the prevention of curb park-

ing, on the other. There is no doubt that the prevention of curb parking is lawful. The streets are for public communication and not for storage. Of course, different degrees of stringency of prevention will be applied. If curb parking is prevented, department stores, theaters, and various kinds of business that depend upon the presence of many automobile passengers will be compelled to furnish private parking space. The more stringent the prevention of curb parking is made, the more this supply of private parking space will take place. In somewhat the same proportion the more stringent prevention of curb parking will fill pay garages of all sorts. There will not be so much trouble about private garages being unprofitable or at least not self-sustaining if more stringent prevention of curb parking is enforced.

It must be kept in mind that there is a limit to large garages, whether public or private, in congested localities. There are side streets in central Manhattan where three large elevator garages in the same block would produce an impossible situation. This would be because at the peak hours of arrival and departure the street would be almost impassable. There is no doubt that pay storage in centers has a limit and that the garages or open storage spaces must be spread out so as not to make adjacent streets impassable at peak hours.

Although the problem is complex, it is not hopeless. Curb parking can be prevented in many congested localities as it is in the Loop District in Chicago. Owners will leave their cars farther out in the fringes of the city, either walking to their business or taking another vehicle. But above all else, owners who do not need their cars in the city will leave them at home or park them near their subway or suburban stations.

E. M. B.

BOARD OF ARCHITECTURAL CONTROL

About three years ago we visited Charleston to make a talk on zoning. Like all visitors to that beautiful old city we were struck with the historic monuments and expressed the hope that they might be preserved in some way. We suggested a state law authorizing the appointment of a local commission to have charge of the preservation of historic monuments, not acting under the police power but by adjustment of taxation, and perhaps by occasional purchases or rentals. Like many other visitors we called this city the "Athens of America."

The subject of zoning has been much debated since that time without reaching results, but now the city has adopted (or rather the mayor is instructed to ratify) an elaborate zoning ordinance. One of the zoning districts is called the "Old and Historic Charleston District." A Board of Architectural Review is provided for, and in this district before a building permit or certificate of occupancy can be issued the approval of the Board of Architectural Review must be issued or waived. In arriving at its determinations

this board must consider the general design, arrangement, texture, material, and color of the building. This unusual zoning provision is rather remote from the plans that have been suggested for the preservation of historic monuments. This is police power regulation. Undoubtedly the board will be extremely careful about refusing permits on the ground of esthetics and in most cases will waive insistence rather than embark the city on dangerous lawsuits. As a rule citizens like to comply with the desires or requirements of official boards. This will probably be the tendency in Charleston if the Board of Architectural Review insists strongly on changes of plans. The question arises whether a zoning ordinance ought to provide for enforcement by strong-arm methods. It has seemed to us that citizens and builders should not be deceived as to the proper scope of a zoning regulation. A zoning ordinance ought above everything else to be made as nearly lawful as possible. We do not know whether the courts will some day recognize esthetic considerations as the basis of zoning regulations. Thus far the courts have not done so. Perhaps the courts will decide that they should not be made the final judges of esthetic distinctions. It is an old saying that questions of taste are not subject to dispute. Nevertheless courts have not shown themselves hostile to esthetic considerations if the main considerations are community health, safety, morals, comfort, and general welfare.

The word "amenity" and the idea involved in the word will probably constitute the route by which the court will approach the subject of esthetics. Plants growing in front yards, the presence of trees, the preservation of quiet spaces, all have an effect on the community health. These features of community welfare are gradually being recognized by courts in the invocation of the police power. The outright basing of police power regulations on color, texture, and form of a building appears, at least to the courts, to have a more remote relation to community health and safety. In some parts of this country, boards of architectural control have been established, but so far as we know they have been mainly or entirely advisory.

E. M. B.

HOUSING AND CITY PLANNING

When an individual decides to build or buy a home he must recognize that his environment is largely fixed by planning and zoning. . . . The building and owning of a home should be considered and undertaken with the frank acceptance of the fact that it is part of the community and not something apart therefrom. *From Tentative Report of the Committee on City Planning and Zoning, The President's Conference on Home Building and Home Ownership.*

LEGAL NOTES

Conducted by FRANK BACKUS WILLIAMS

HOUSING AS A PUBLIC PURPOSE

Is the provision of proper housing for the community to such an extent a public purpose that the State can constitutionally appropriate money for the purchase of land to be devoted to the purpose? Certainly our fathers would not so have regarded it. Has our situation, and public opinion, so changed that the courts would now uphold the use of public money in this way? Two recent cases seem to show progress in that direction.

In the one case¹ the question raised was whether an ordinance of the City of Newark authorizing a contract between the City and a private corporation for the reconstruction of certain blocks with modern housing facilities and parks and playgrounds was within the legal powers of the board of commissioners to adopt. The court held that it was not invalid as contemplating the expenditure of public funds to aid a private enterprise, saying:

The city's obligation to purchase this land and to pay to the Prudential the contract price does not arise until the primary public purpose of the ordinance has been accomplished, namely, the submission to the city of a housing project satisfactory to and approved by the city, raising the resultant obligation of the Prudential to complete the project and thereby eliminate two blocks of unsafe and unsanitary dwellings. Once that object has been attained the city is ready to provide for parks and playgrounds in the neighborhood which shall be available not only to the new housing facilities but are to be maintained by the city for the benefit of the public at large. For the acquisition of land for the latter purpose, and for that alone, the city undertakes to expend public funds.

The prosecutors urge that, because the commissioners admittedly were moved to the judgment to purchase the land in question for parks and playgrounds by a consideration of the incidental benefit to the public that would result from construction of the housing facilities, the motive for their actions vitiates the legality of the purchase. But we think that this view confuses the motive of the action with the character of the action itself. The legality of legislative action directed towards an admittedly public purpose cannot depend upon whether or not particular benefit may result to property and individuals in the immediate neighborhood.

Significant if less clearly to the same general effect is the other case,² in which a local law granting exemption from taxation for a term of years to limited dividend corporations under a state law was upheld. Such laws have

¹Simon v. O'Toole, 155 Atl. 449 (N. J.).

²Mars Realty Corporation v. Sexton, 141 Misc. 622 (N. Y.).

previously been sustained as emergency measures; this is perhaps the first case to support them as a regular exercise of governmental power. In taxation the state has a much freer hand than in many other matters. Logically, however, there is no difference between exempting an institution from a payment for a given reason and making it such a payment.

But more significant than the decision is the reasoning of the court. It calls attention to the fact that the statute under which the local law was passed is entitled, "An Act to promote the public health and safety by providing for the elimination of unsanitary and dangerous housing conditions, to relieve congested areas, and the construction and supervision of dwellings and the letting of apartments at reasonable rentals."

The legislative finding as contained in the law declares that congested and insanitary housing conditions exist in certain parts of the state and are a public menace, etc. The correction of these conditions in these areas being otherwise impossible, it is essential that provision for the investment of private funds at low interest rates, the acquisition at fair prices of adequate parcels of land, and the construction of new housing facilities under public supervision at a low cost (as the law provides) be made. It is immaterial that the land exempted is not in immediate propinquity to a congested area since constructions at a somewhat greater distance will nevertheless be a relief.

RAISING THE QUESTION OF CONSTITUTIONALITY OF ZONING ORDINANCES CLAIMED TO BE UNREASONABLE

It has long been a debatable question to what extent the provision, found in most zoning laws, for resort to a Board of Appeals in cases of practical difficulties or unnecessary hardship, and appeals to or review by the courts from the decisions of such boards, affected the right of an aggrieved party to raise the question of the constitutionality of the zoning ordinance claimed, as to him, to be unreasonable. The question is whether and to what extent the doctrine, that a person claiming relief must exhaust the remedies provided by statute before appealing to the courts, prevented resort to them, because a method of relief by Boards of Appeal was set up. On this question two recent cases throw light.

In the one case¹ the plaintiff, who had not gone to the Board of Appeals, asked the court for a declaratory judgment that as to her the ordinance was unreasonable and void, which was granted her. The Village claimed that until the plaintiff had applied to the Board of Appeals for a variance, her action was premature. The plaintiff urged, however, that the regulation itself is invalid and seriously affects the value of her property, since she may

¹Dowsey v. Village of Kensington, 257 N. Y. 221.

desire not to erect a building, but to sell; and the uncertainty would lessen the amount she could obtain for her land. The court, recognizing a present invasion of plaintiff's rights, granted the relief asked.

In the other case¹ the views of the court were similar. The court held that the remedy by appeal to the Board of Appeals in such cases is not an exclusive remedy, nor does a pending appeal to the board prevent a mandamus action; for, the ordinance being unreasonable and void as to the applicant, no resort to the Board was necessary. F. B. W.

¹State ex rel. Tingley v. Gurda, Circuit Court, Milwaukee County, Branch 8, August 20, 1931.

THE CITY AS A HOME

There is a sense in which it is more true to say that a man's city is his castle than that his house is his castle. For those great defensive structures of feudal times and places that were real castles were, in their scope and amplitude of provision for varied interests, nothing less than cities. There is little to distinguish the great castle from the walled-in city of the middle ages, with their defenses, varied and unified interests, and monumental approaches. In a literal sense cities have grown away from being castles, but figuratively the city as the real home of man remains his castle.

There is a certain crudity about the way the term "home town" is used, but it would have a real significance if it were meant to convey that we looked on the city as our home. The city is not so much a collection of family units as a unified family structure, hanging together in strength or weakness, in order or disorder, in health or sickness, in free-moving efficiency of circulation or in congestion. Its means of communication, its general environment, its sanitation, its recreation areas, its universities, schools, and other cultural centers, its business and industry, and its neighborhood and community life are necessities in making each city a complete home.

In more modern times the leading citizens of the most prosperous countries look upon the city as a place of business. They camp in its apartments when they must, but it is in the distant suburb, or the country, that they really live. . . . It is not flattering to the common intelligence of this day that cities are rapidly losing the quality of home.—THOMAS ADAMS in *The Building of the City*.

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

Conducted by FLAVEL SHURTLEFF, Secretary

INSTITUTE MEETING IN WASHINGTON

The President's Conference on Home Building and Home Ownership, from December 2 to 5, attracted many members of the Institute to Washington. Since there were no sessions of the Conference on the morning and afternoon of the 2nd, the Institute used this time for a meeting to consider further the most interesting subject of Better Roadsides. At the fall meeting of the Institute in Ann Arbor, Mr. Albert S. Bard proposed that the State should zone strips along the highways. His suggestion met with considerable opposition from members of the Institute, and the result was the appointment of a committee consisting of Messrs. Alfred Bettman, Ernest P. Goodrich, and Robert Whitten, to prepare a counter-proposition. Advocates of zoning are afraid that Mr. Bard's proposal, which in their opinion is piecemeal zoning, may bring adverse court decisions and weaken the fairly well established position of zoning with the courts of the country. It is believed that the same purposes for which Mr. Bard is striving can be accomplished as satisfactorily in other ways. The subject is many-sided and there was plenty of time for a very thorough discussion.

The new officers of the Institute, elected at the fall meeting in Ann Arbor, are Frederick Bigger, of Pittsburgh, President, and Jacob L. Crane, Jr., of Chicago, Vice President.

INTERNATIONAL PLANNING CONFERENCE POSTPONED

The officers of the International Federation for Housing and Town Planning have voted to postpone the conference which had been scheduled for the fall of 1932 in Boston, to either the spring or the fall of 1933. From a canvass of European town planners it was apparent that there would be few Europeans at a Boston meeting in 1932. Since the chief purpose of the International meetings is the mingling of people of different nationalities and varied planning experience, the decision to postpone seems wise.

The annual meeting of the National Conference on City Planning, which was to have been held in Boston during the week of the International meeting, will now take place in June on the Pacific Coast. There will probably be a three-day session at Los Angeles, and possibly sessions in other Coast cities.

BOOK REVIEWS & LISTS

Conducted by THEODORA KIMBALL HUBBARD

FINANCIAL ASPECTS OF SUBDIVISION DEVELOPMENT. By A. D. THEOBALD. Chicago, The Institute for Economic Research, 1930. 88 pages. Tables. $10\frac{1}{4} \times 7\frac{1}{2}$ inches. Price \$1.50. (Studies in Land Economics, Research Monograph No. 3, Richard T. Ely, editor.)

The table of contents gives the scope of this study: Credit Agencies in Subdivision Finance; Aids in Securing Capital; Forms of Operating Organization; Pre-Development Financial Problems; Financing the Installation of Improvements; Merchandising and Incidental Costs; Financial Problems of the Liquidation Period; Principles and Preliminary Steps in Pricing Subdivision Property; Pricing the Individual Lots.

This report being one of a series, Mr. Theobald has endeavored to confine himself strictly to his specific field,—financial aspects. This restriction has brought with it a number of difficulties on account of the involved nature of the subject. The city planner will feel that not enough is said of the basic relation of the subdivision to the city plan, both as this gives the subdivider data for his financial policy and as it influences the primary choice of location and type of development of the subdivision, which are major factors in its success. Again, the landscape architect may be surprised to see how little attention is paid to his possible contribution, when he considers how many of the outstanding examples of land development have been accomplished with his coöperation, and how great has been the financial effect of the practicalities and amenities resulting from his design. The practicing realtor, also, will be likely to find the material on pricing the property and pricing the lots rather elementary, not giving him much new guidance in the various knotty problems with which he has been struggling in the light only of common sense and personal experience.

This study does not, however, pretend to break new ground. It collects in accessible and simplified form a record of current practice on the financial side of land development,—naturally in large measure on the financing with the minimum of expenditure and the maximum hope of profit,—and this information should be of great value especially to any untrained lot-buyer who wishes to know what risks he may reasonably take and what he should sedulously avoid.

H. V. H.

PRINCIPLES OF REAL ESTATE PRACTICE. By ROGER D. WASHBURN. New York, McGraw-Hill Book Company, Inc., 1930. 625 pages. Photographs, charts. $9\frac{1}{4} \times 6\frac{1}{4}$ inches. Price \$5.00.

Since 1923, the College of Business Administration of Boston University has conducted courses in real estate in which many of the lectures have been given by prominent real estate men. The author has had the benefit of these lectures.

Real estate practice is discussed under four principal headings,—first, the essentials of real estate business: office organization, salesmanship, advertising, insurance, and renting and leasing; second, classes of property: residences, apartment houses, land development, resort property, farms and country estates, business property, office buildings, and industrial property; third, problems of regulation: zoning, taxing, and appraising real estate; fourth, essential legal considerations: ownership of real property, agreements, deeds, conveyancing, land title registration, liens, and real estate trusts.

It is probably true that in a textbook of this sort every technically trained reader believes that his particular field has been inadequately treated. The fourteen pages in the chapter on City Planning and Zoning strike the reviewer as being devoted to peculiarly selected details rather than to a comprehensive, well-thought-out statement of what a budding real estate man should know about city planning and zoning. For example, four of the limited number of pages in this chapter contain only a tabulated list, from the Boston zoning ordinance, of the specific uses permitted in residential, commercial, and industrial districts,—information which might have been more appropriately included in an appendix.

The book is illustrated, conveniently divided into topics, and written in a readable style; but if other fields have been treated as unsatisfactorily as city planning and zoning, the student cannot fail to share the reviewer's disappointment.

H. K. M.

THE BUILDING OF THE CITY.¹ By THOMAS ADAMS, assisted by H. M. LEWIS and L. M. ORTON. New York, Regional Plan of New York and Its Environs, 1931. 600 pages. (Regional Plan Volume II.)

To be reviewed in an early issue.

ENGLISH REGIONAL PLAN REPORTS

Several very interesting planning schemes for various regions of England have been received in the last few months and these are to be reviewed in an early issue of CITY PLANNING, together with one or two local development plans closely linked with regional considerations. The reports to be reviewed cover the Sheffield mining region, Rugby and District, South-East Sussex, Borough of Bexhill, and the Southern Lake District.

T. K. H.

¹See page 49 of this issue.

OTHER NEW PUBLICATIONS RECEIVED

- Alexandria, Va.** Zoning ordinance. July 25, 1931. Accompanied by zoning map. (Irving C. Root, city planner.)
- Aust, F. A., and H. F. Janda.** A method of making short traffic counts and estimating traffic circulation in urban areas. Madison, University of Wisconsin, 1931. Research of the Barney Link Fellowship, University of Wisconsin.
- Berks County, Pa., Community Council.** Planning and achieving economies, the Berks-Reading Region (folder) 1931. (John Nolen, planning consultant.)
- Carpenter, Niles.** The sociology of city life. New York, Longmans, Green & Co., 1931. Price \$3.90.
To be reviewed.
- Charleston, S. C.** Zoning ordinance. (In Proceedings of Council at regular meeting, Oct. 13, 1931, pp. 697-713.)
See discussion of this ordinance on p. 54 of this issue.
- Downs, M. D., and Ladislav Segoe.** Initial report of the Regional Planning Commission, Hamilton County, Ohio. 1931.
- Freund, Ernst.** Review of court decisions relating to municipal corporations, including power of zoning boards of appeals to grant variations. Reprinted from *The National Municipal Review*, Sept. 1931. Compliments of New York University Law School.
- Heydecker, W. D., and W. P. Shatts.** Community planning: a manual of practical suggestions for citizen participation. New York, Regional Plan Association, Inc., 1931. Second printing.
- Mulvihill, F. J.** Does zoning retard building operations? Harrisburg, Pa., (1400 N. Second St.), 1931. Reprinted from the Official Proceedings of the 36th Annual Convention of the American Society of Municipal Engineers. Price 10 cents.
- National Conference on City Planning.** Planning problems of town, city and region: proceedings, 23d, Rochester, N. Y., 1931. New York, the Conference, 1931.
To be reviewed.
- New Jersey Regional Planning Commission.** Regional government, Vol. I, no. 1, 1931. Newark, N. J.
Bulletin issued at intervals.

President's Conference on Home Building and Home Ownership.

Of interest to city planners are tentative reports of the following Committees, submitted for discussion at the Conference on Dec. 3 and 4, 1931: Committee on Blighted Areas and Slums; Committee on City Planning and Zoning; Committee on Design; Committee on Finance; Committee on Industrial Decentralization and Housing; Committee on Subdivision Layout.

See p. 35 of this issue.

Santa Barbara County Planning Commission. Progress report, 1931. Mimeographed. Not available for general distribution.

See note on p. 48 of this issue.

Two Hundred Vermonters. Rural Vermont: a program for the future. Burlington, the Vermont Commission on Country Life, 1931. Price \$1.50.

To be reviewed.

United States Chamber of Commerce. Civic Development Department. Bibliography on building and housing. Washington, the Chamber, May 1, 1931.**United States Department of Commerce. Aeronautics Branch.** Airport design and construction. Washington, Government Printing Office, 1931. (Aeronautics bulletin no. 2.)**Wood, E. E.** Recent trends in American housing. New York, The Macmillan Co., 1931. Price \$3.00.

To be reviewed.

CITY PLANNING PROTECTS INVESTMENT

The proper planning of the city safeguards the investments made in real estate therein. It is a protection against waste in public improvements and eliminates a certain element of risk in regard to undesirable developments in a given neighborhood.

The same is true to an even greater extent in regard to zoning legislation and administration. The stable values of residential property require protection against the erection of buildings or uses of property that will prove a nuisance to the particular neighborhood. . . . Those who have been interested in the subject know that in communities where zoning is lacking, severe damage has been done to otherwise desirable homes by the erection near them of buildings of an undesirable character.—*From Tentative Report of the Committee on Finance, The President's Conference on Home Building and Home Ownership.*

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Conducted by **EDWARD M. BASSETT, Esq.**

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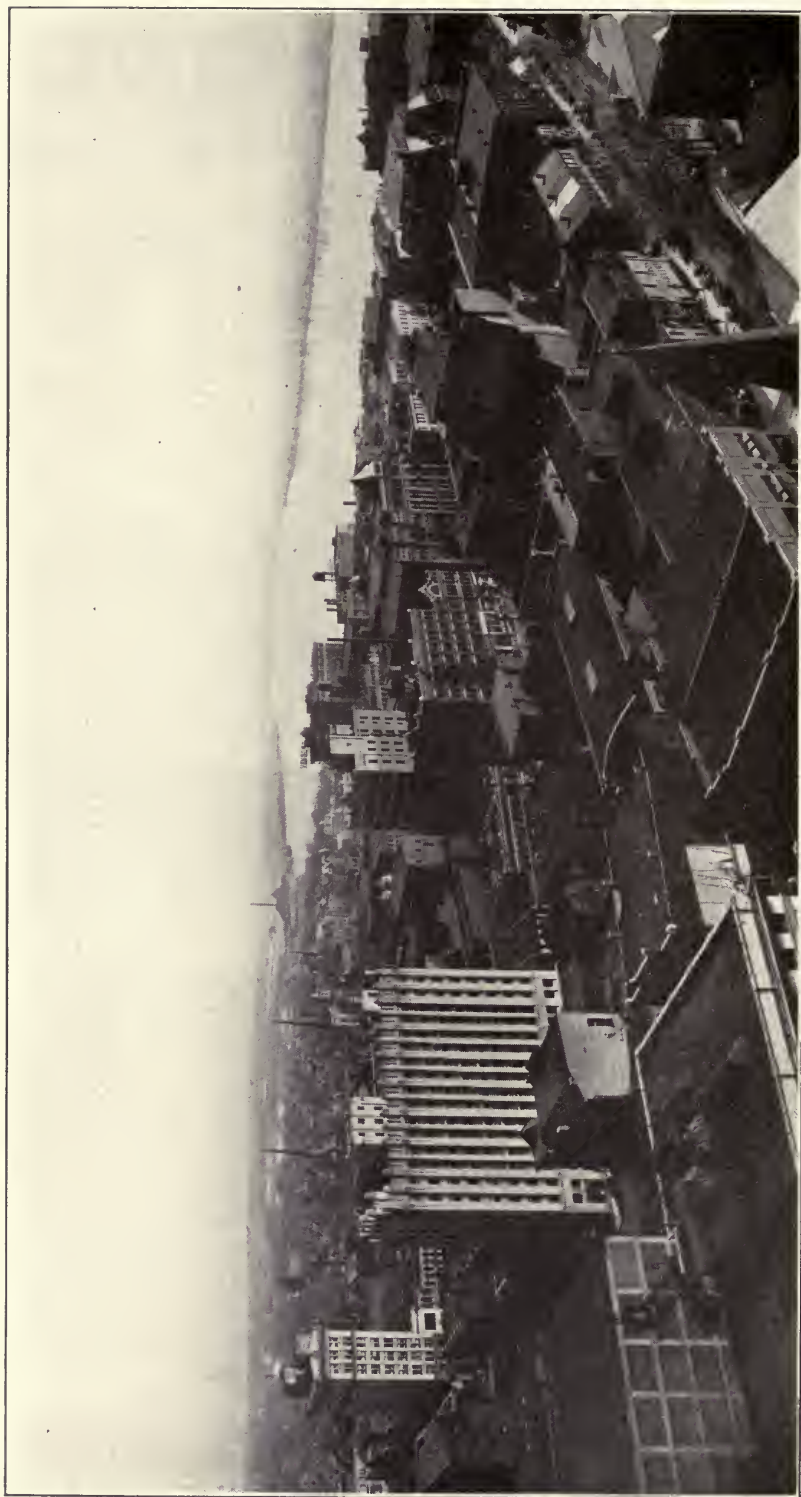
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EVANSVILLE, INDIANA

View up the Ohio River across a portion of the Central Business District

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TEN YEARS OF CITY PLANNING IN EVANSVILLE

By RAYMOND W. BLANCHARD

Executive Secretary,
City Plan Commission, Evansville, Indiana

CITY PLANNING in Evansville has experienced a slow but steady progress in the ten years since the City Planning Commission was created. The keynote of this progress has been coöperation. When the Commission first undertook their task they found widespread misunderstanding of their purpose and frequently the critical attitude that "here is another useless board which exists only to restrict property development and to overlap existing departments in its activities."

Such misunderstandings have been largely overcome. By coöperation with numerous agencies, both public and private, throughout the city; through repeated services and courtesies to individuals, such as working out more profitable as well as more orderly subdivision layouts, conforming to the City Plan; and by continual educational work as to the economy, the health and safety factors, and the convenience and increased livability of the city which result from carrying out the City Plan, a general feeling of confidence in the City Plan and a determination to adhere to it have been developed.

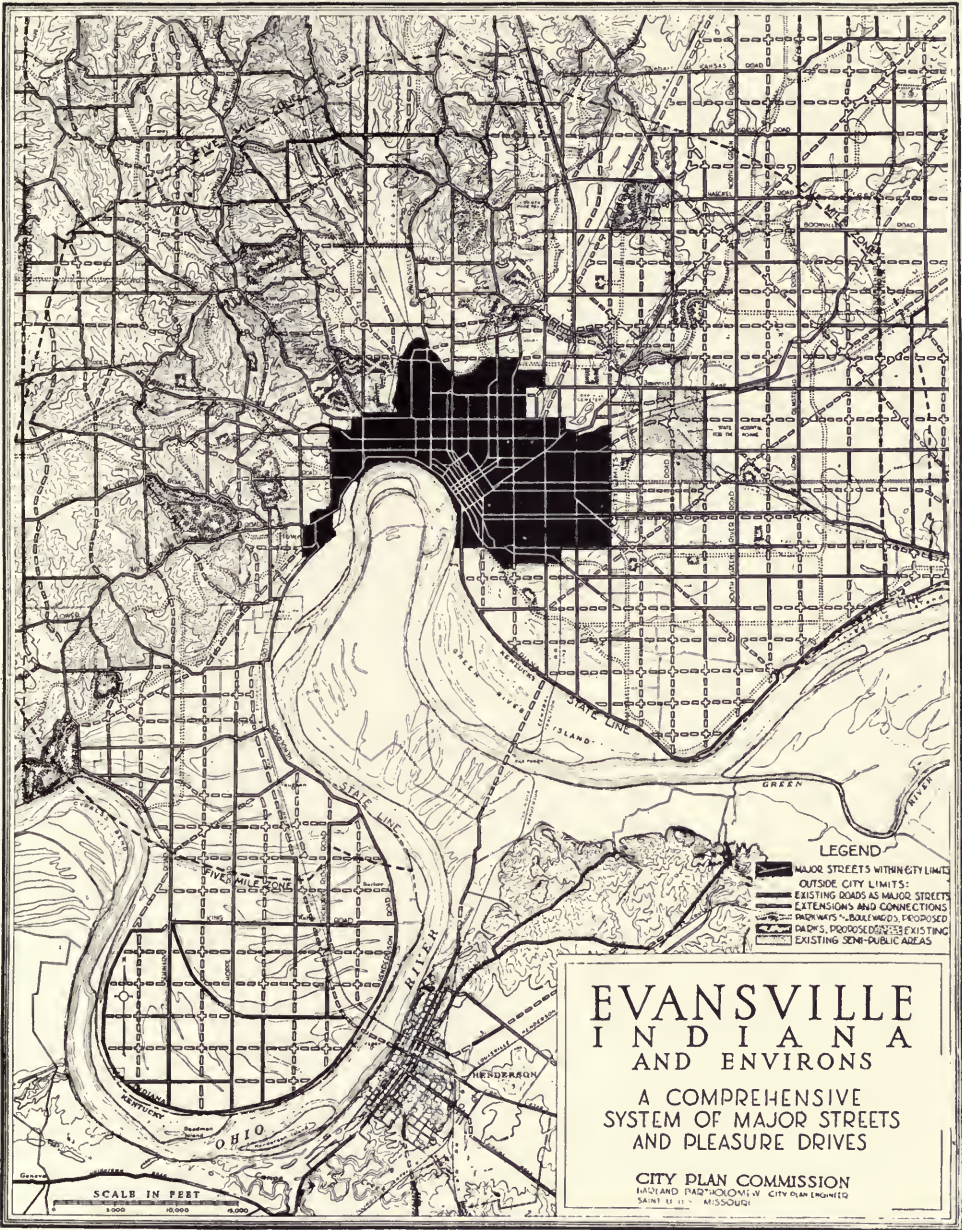
This feeling of confidence is all-important to future success in city planning here. The educational work and the spirit of helpfulness which have been maintained have been of major importance in the success of the Commission to date. All Evansville news-

papers have been notable for their support of city planning at all times. They have given prominence not only to news stories of city planning interest, but have also published liberally from the various reports comprising the City Plan, often printing the entire report in weekly installments, together with illustrative maps. Information about the City Plan has been spread to the school children, our future citizens, by furnishing copies of the City Plan booklets to the schools, along with copies of the planning primer of the Indiana City Planning Association. Requests of civic clubs and various private groups asking for speakers have always been granted and the opportunity used for spreading information about the Plan. The Commission maintains memberships in the Real Estate Board and in the Civic-Municipal Division of the Chamber of Commerce in order to keep contact with the activities of these organizations that mean so much to city planning success.

As an example of the general belief in city planning and the adherence of the substantial citizens of the community to the city planning cause, mention may be made of the effort made by a small group of the City Council in the summer of 1928 to curtail the activities of the Commission by dropping the appropriation for its maintenance from the annual city budget. The Real Estate Board and Rotary Club took immediate action in opposition to the cut, and several other civic organizations rallied promptly to the support of the Commission, including the Kiwanis Club, the Tax Conference Committee, and the Chamber of Commerce. The united and earnest support given to the Commission as soon as these organizations heard of the move resulted in the Council's decision to approve the levy for the Commission as usual. The community's civic leaders had made it plain that they desired the benefits of city planning.

EARLY PLANNING MOVEMENT

There was deliberate planning in Evansville as far back as 1817 when the first street plan was made by filing of the subdivision now referred to as the "Original Plan." Main Street was planned as a 76-foot street in contrast to the other streets, all of which were laid out 60 feet in width, and the block where Third



THE REGIONAL HIGHWAY PLAN
 The Plan includes the five-mile limit of Subdivision Control

and Main Streets crossed was reserved as a "Public Square." When Lamasco, now a part of Evansville, was laid out, the engineer who prepared the design provided streets 80 feet in width throughout, except for certain main thoroughfares which were made 100 or 120 feet wide. No doubt many people in that day thought he was crazy for providing such widths, but a number of these streets have already proved the wisdom of providing the extra width.

The modern city planning movement in Evansville commenced about fifteen years ago. The Real Estate Board took a leading part in the building up of sentiment for city planning in Evansville, and had much to do with securing the passage of the State Enabling Act for city planning by the 1921 State Legislature. A project which had considerable to do with the city planning activity of the Real Estate Board was the need for creating a simplified and practical house-numbering plan. This effort culminated about ten years later, in 1929, in the adoption of the renumbering plan which was worked out by the City Plan Commission, based on the early studies of the Real Estate Board.

The Chamber of Commerce was also interested at an early date in the possibilities of city planning, and a committee of that organization prior to the year 1930 made studies for the opening up of a number of streets in the badly laid-out colored district of the city. Their aim was to make living conditions more suitable, to improve safety conditions in the heart of the city, and to make traffic circulation through the city more convenient.

Mayor Benjamin Bosse was one of the most ardent early supporters of the city planning movement. Following the adoption of the Indiana City Planning Act in May, 1921, he organized the Evansville City Plan Commission later in the same year.

The Commission held its first meeting on October 17, 1921. The new board set out at once to secure the most complete and carefully prepared city plan that could be obtained, and through the services of Harland Bartholomew and Associates, city planners, they prepared and adopted a comprehensive city plan for Evansville and environs, covering these essential elements:

Major Street System
Park and Recreation System
Transportation System (Rail and Water)
Transit System
Zoning
Appearance of the City

LAND SUBDIVISION CONTROL

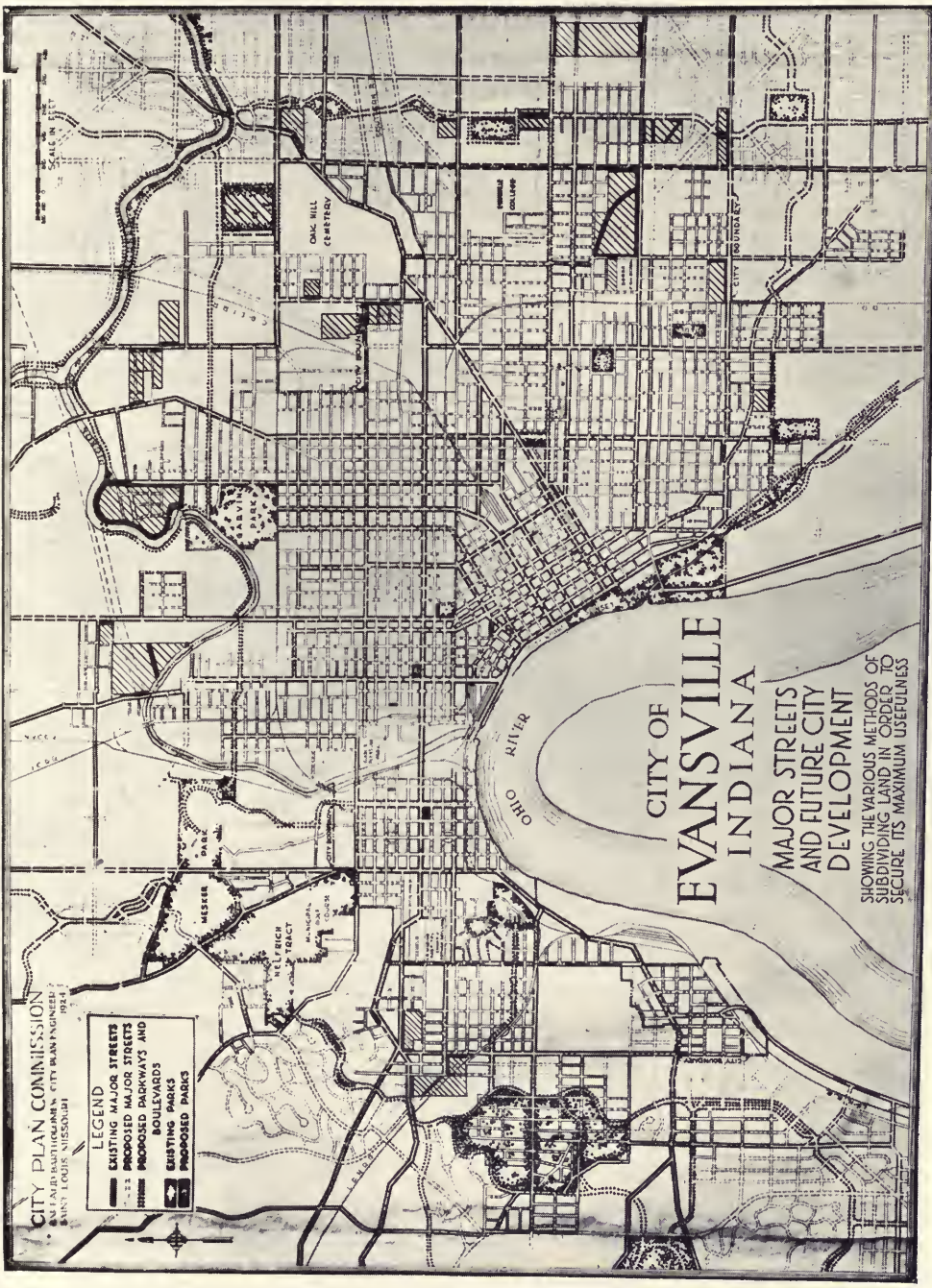
The Major Street Plan was the first to be completed. It was used at once in checking subdivision plats. Through control over the subdivision of land, the Commission had its greatest opportunity for early and continued accomplishment. A set of land subdivision rules for the systematic control of street location, street width, minimum size of lots, and other essentials was adopted, and the practice of subdividing land was gradually elevated to a higher plane. Before adoption of the subdivision rules, the Real Estate Board, always interested in progressive measures, was consulted, and their endorsement of the rules essentially as prepared was obtained. Through coöperation between the Real Estate Board and the City Plan Commission much has been accomplished which could not have been done by the mere setting down of rules, however desirable they might be.

It has been the policy of the Commission from the beginning in connection with land subdivision and also in other activities to coöperate to the fullest possible extent with persons whose property is affected. The Major Street Plan and the Park and Boulevard Plan have been used constantly as guides in all the land subdivision which has come before the Commission. Through this policy, dedication of the full width of right of way for sections of the major street or park and boulevard system included on a given plat has been secured. Since the Major Street Plan was adopted, ninety-three subdivision plats have been approved by the Commission, and this policy has resulted in the securing of a total length of major streets and boulevards of full width (80 or 100 feet) of more than seven miles. This figure includes dedications of half streets bordering subdivisions, counting each half street at half of its actual length.

One of the earliest subdivision plats offered for approval by the Commission, while the Major Street Plan was still in tentative form, brought up the question of dedicating a boulevard 100 feet in width through the tract. This street was to be continuous with an existing street of the same width as laid out in an earlier subdivision. It happened that the street at which this new section of the proposed boulevard would start was an important route leading to the center of the city. It was a recognized high-class residence street, with a rather high front-foot value. The subdivider contended that he could not afford to dedicate more than 60 feet for the new street as he would lose 40 feet of frontage on the existing street of high front-foot value. Because of the Plan, however, he was prevailed upon to dedicate the 100-foot boulevard conforming to the street width in the older subdivision. In selling lots in the subdivision, he found that he was able to sell the boulevard frontage at 50 per cent greater return than he expected to receive for the lots on that street at the 60-foot width, and he was much better off financially by reason of providing the 100-foot street than he would have been had he insisted on keeping the extra 40 feet of frontage on the main thoroughfare.

Another example of adherence to the Plan with benefit to the subdivider was the case of a certain 20-acre tract through which it was proposed to run a diagonal major street. There was a desire on the part of the subdivider to conform to the City Plan, but a feeling of doubt as to the effect which a proposed diagonal route would have on the sale of the property. Studies prepared by the City Plan Commission brought out clearly, however, the fact that the diagonal route as planned and the proper layout of streets in relation to the diagonal route could make use of the lower portions of the tract in such a way as not only to facilitate surface drainage but also to leave the maximum number of well-drained, buildable lots in the subdivision. Conformance to the City Plan resulted in a distinct advantage to the subdivider.

The policy of the City Plan Commission in connection with street design has resulted in convincing many citizens who formerly believed that straight, rectangular planning was the only efficient and practical method of street design, that there is a great differ-



PROGRESS MAP OF MAJOR STREET AND PARKWAY DEDICATIONS
 Sections showing streets in solid black have been acquired through subdivision plats conforming to the City Plan. Cross-hatched areas indicate subdivisions

ence between the requirements of major streets and those of minor residential streets, and that the latter may with distinct advantage be planned as curving streets, which discourage through-traffic and are safer, quieter, and more attractive. One subdivision, in particular, the design of which was in large measure due to the activity of the City Plan Commission, now stands as an actual example of what may be accomplished along this line.

The Major Street Plan, through its recognition not only as a guide in land subdivision but also as a recommendation for the setback of buildings, has served to bring about results leading toward wider thoroughfares. On Weinbach Avenue, a major street which borders the city on the east, the voluntary coöperation of a certain landowner has resulted in the erection of a modern store building at a distance of 40 feet from the center of the 50-foot right of way, so that later on when this street is widened, his building will not be affected. The extra space which has been left by reason of this voluntary setback is being very profitably used by store proprietors as diagonal parking space for customers. In these days of limited parking facilities, this is a factor of no small value.

In this same connection the case of a certain church may be mentioned in which the architect readily agreed to set the building 10 feet farther from the street than originally intended because of the designation of the street on which the church faced as a Major Street, subject to eventual widening. In another instance the officers and directors of a certain bank which was preparing to erect a new modern structure acquired an additional lot adjacent to the corner lot originally purchased as the site for the proposed building, in order that they might set their new building back far enough to provide for the proposed street widening.

ZONING

Zoning, too, was given very early attention by the City Plan Commission. A comprehensive zoning system covering use, height, and area was put into effect in 1925. In the six and one-half years since its adoption inestimable good has resulted throughout the city. This statement is made with full realization that now and then an individual owner has had to abandon an intended property

use which would have netted him a greater financial return than that permitted under the Zoning Plan. The statement is also based on intimate contact with scores of cases where neighborhoods have been protected, because of the Zoning Plan, from misplaced commercial or industrial developments, buildings protruding beyond the average building line, and other damaging construction.

No small measure of credit for the successful operation of the Evansville Zone Ordinance is due to the present Commissioner of



Photograph by R. A. Mason

Widening of Weinbach Avenue

**The widening, made possible through voluntary setback of buildings,
has made diagonal parking possible**

Buildings, and to the Board of Zoning Appeals, whose members serve without pay, smoothing the rough places and relieving cases of really unnecessary hardship. Through 1931 the Board had acted upon 184 cases, an average of about 30 per year, granting 91 applications as made, and 43 others with conditions safeguarding the neighborhoods affected. The other 50 cases were denied, dismissed, or withdrawn.

Applications before the Board represent about three per cent of all building-permit applications. Thus in 97 per cent of all construction there is conformance to the zoning regulations; and in one-half of the cases included in the three per cent before the

Board, the influence of the Zoning Plan is definitely felt, either through denial of applications or through modifying conditions made when applications are granted.

Thirty-six definite proposals for amendment of the Zone Ordinance have been received by the City Plan Commission since adoption of the ordinance, but only nine of these have been passed. Seven of the latter were changes in district lines; two were changes in the text of the ordinance and were sponsored by the Commission as improvements over the original ordinance. Only once has the Council passed an amendment lowering district classification contrary to the advice of the Commission.

OTHER ACTIVITIES

Among the other activities of the Commission to date may be mentioned the following:

Preparation of several general plans for the development of certain parks and playgrounds.

A plan and cost estimate for railroad development along the riverfront, and its coördination with the Major Street Plan.

A survey of the extent of all existing uses and of vacant property within the city and of the consequent need for extending the city limits.

Completion of twelve square miles of topographic mapping for areas subject to building development close to the edge of the city.

Agitation for a thorough sanitary survey and a complete general plan for a future sewer system.

Encouragement of paving petitions on major streets.

Assistance to the City Council and the Automobile Club in the designation of stop streets or arterial highways in conformance with the Major Street system.

Development of a set of standards for modern ornamental street lights of uniform design.

Encouragement and active assistance in the extensive development of private beautification activities, especially among school children.

Active participation in efforts to secure the latest developments in city planning legislation, such as an enactment authorizing adoption of an Official Plan.

Several gifts of land for small parks and playgrounds have been made, as well as a number of sections of the parkway and boulevard system, as features of land subdivisions, approved by the Commission. Park design plans prepared as an aid to the Park Department include a complete general plan for Mesker Park



Courtesy of Chamber of Commerce, Evansville

Riverside Drive

Plans call for the widening of the roadway to conform to the width shown along Sunset Park

Zoo. The Zoo development is rapidly materializing in accordance with the plan. Another park plan prepared by the Commission is for the future development of Sunset Park along the Ohio River, one of the city's greatest assets. A request from the Society of Fine Arts and History for designation of an appropriate site along the river for a fine, modern art museum led to the Sunset Park study. Another park study made by the Commission is one which brings out the advantage of certain neighborhood park sites so located as not to overlap in effective service area, and which can serve as a guide to the selection of sites before city growth puts the property to other use or makes the land cost prohibitive.

DEVELOPING AN OFFICIAL PLAN

A principal activity of the City Plan Commission right now is the preparation of an accurate Thoroughfare Plan for the entire city area. This plan is being made in anticipation of the passing of an Official Plan Law by the 1933 session of the Indiana Legislature. Considerable time and effort were put in by this Commission along with those of several other cities in an effort to secure passage of the Official Plan Law, a bill sponsored by the Indiana City Planning Association at the 1931 session. It is one of the definite objectives of our Commission to give this city the benefit of building lines on all major streets. When we have thus forestalled the huge street widening and street opening costs which would result from uncontrolled building development along major streets between now and the time actual widening or opening can take place, a service will have been performed comparable to that of establishing the zoning system.

As an indication of the desire of the City Plan Commission of Evansville to press on to far greater material accomplishment under the City Plan during the second ten years of its existence, it may be of interest to quote the conclusion of the Commission's 1931 report to Mayor Griese:

Now, at the end of ten years of city planning effort in Evansville, let us take account of stock, and consider briefly what ought to be done to cause our City Plan to function fully as the instrument through which we shall develop a more convenient and more livable city at less cost per capita. We have made a good start in Evansville, but in many ways even the possibilities have scarcely been recognized. Another ten years should see many things accomplished or in process of development under the City Plan which few of our citizens have as yet even heard of.

To this end we wish to offer the following list of activities for consideration and action during the year 1932:

1. Continue preparation of Topographic Map and Thoroughfare Plan as rapidly as possible.
2. Renew efforts to secure necessary city planning legislation, and with aid of other Indiana cities alive to modern needs, obtain at least the following:
 - (a) *Official Plan Law*, for the sake of better land subdivision control, building lines on major streets to save future widening costs, and other benefits.
 - (b) *County Zoning Law*, for extending zoning protection to residential areas outside the city boundary (extension of our city

- limits is much needed from the planning standpoint, and urgency of county zoning would be somewhat relieved by a suitable extension).
3. Bring home to the average citizen much more convincingly the beneficial purpose of the City Plan in all its phases, and in particular establish a more complete understanding of both the merits and the limitations of city zoning.
 4. Commence certain activities which depend upon a definite policy of adherence to the City Plan and upon a gradual accomplishment year by year, for example:
 - (a) *Undertake a gradual but continuous program of early acquisition of neighborhood parks, sufficient to keep ahead of residential development and to secure the economies of low land cost in undeveloped areas.*
 - (b) *Set about bringing existing neighborhood parks up to a condition of maximum recreational service for as many age groups as possible within their service radius.*
 - (c) *Commence the planting and development to full parkway and boulevard condition of portions of the boulevard system where sufficient right of way now exists. Wabash Avenue and Alvord Boulevard may be mentioned as examples.*
 - (d) *Undertake a gradual program of major street openings and cut-offs toward the end that our system of main thoroughfares be made as efficient as possible.*
 - (e) *Recognize the principle of pushing major street paving in preference to that of minor streets. If at least 50 per cent of each year's paving fund was spent by the City on major streets, the general public would gain tremendously in value received for taxes.*
 5. Work out a ten-year program of necessary city planning projects with the aid of all civic interests, and commence activity under this program.

The City Plan Commission wishes to take this opportunity to express its appreciation of your continued interest in the activities of this department, and to pledge to you its continued coöperation toward making Evansville a better city each year.

Evansville does not yet point to any spectacular city planning achievements. Her success to date in numerous ways, however, as outlined above, justifies confidence in her ability to go on to greater accomplishments in the years just ahead. To the courage, good judgment, and devotion of Mrs. Albion Fellows Bacon, Mr. William A. Carson, and Mr. Henry M. Dickman, first, second, and third presidents respectively of the City Plan Commission, is due much of the credit for the successful city planning record so far. The assistance given by each city administration to date has meant much to the Commission in its work. In particular, the

personal attention given by Mayor Frank W. Griese, our present mayor, to the work of the City Planning Department and his interest in the details of the planning program are not only factors in its success to date but also indicators pointing to more and greater results in the near future.

This is a city recognized in many quarters in the last few years as one of strategic location for extensive growth. It is less than 100 miles from the center of population in the United States. It is served by five trunk-line railroads. It has a fine municipal airport served by national airway lines reaching most of the principal cities of the country. It has a new river-rail terminal which is



Photograph by R. A. Mason

A river-rail terminal, Evansville

recognized as one of the most efficiently designed and best equipped terminals at any inland port. In July of this year a new vehicular bridge over the Ohio River at Evansville will be dedicated, opening up a large new trade territory and establishing direct road connection between Chicago and Miami through this city.

All these indications of probable marked expansion serve to emphasize the opportunity the city has to make use of the City Plan to develop not only a greater but also a better Evansville.

The City Plan is each year being taken more and more into account. Evansville appears to be definitely on the road to more lasting benefit from planned growth. What is needed is continued and increased coördination of activities, and renewed efforts to produce full public understanding and support of the City Plan.

THE RELATION OF HOUSING TO CITY PLANNING AND ZONING

By MRS. ALBION FELLOWS BACON

Author of *Indiana Housing Laws*
Past President of City Plan Commission
Evansville, Indiana

If our great-grandfathers had planned and zoned their towns, the work of the pioneer housing reformer, who came later, would have been much easier.

Why?

First, there would have been less opposition to the enactment of housing laws, because the vacant space required on the lot, which is the crux of the housing laws, would already have been provided by zoning laws. We should not have had such a terrific fight over every foot of earth required to be kept unbuilt on, so as to allow adequate light and air to enter every room in an apartment (tenement).

"You can't put an apartment on a 25-foot lot, under this law."

"That's too much side yard to ask."

"It isn't fair to require that much back yard, etc., etc.," the builders objected.

With wise city planning years ago, there would have been no 25-foot lots to invite congestion, and not so many lots of irregular shape and size to tempt builders to squeeze in tiny kitchenettes and bathrooms without windows. There would have been no excuse for the dark room, that worst and most dangerous factor of bad housing. Nor would there have been the blighted districts that we have to-day, due to the invasion of business and industry into residence areas. And blighted areas mean slums.

But slums there will be, always, unless building is rigidly regulated, for houses will be built that are unsanitary and unsafe, with too small rooms, and with dark, inside rooms, dangerous when new, deadly when old.

So we must have our housing laws, and let us hope that our city planners will stand by us when—if—they are attacked.

CITY PLANNING AS A PROFESSIONAL CAREER

By HENRY V. HUBBARD AND HOWARD K. MENHINICK

THE practice of city planning as a profession is a recent adventure in the realms of public service. Its practitioners have all the trials, but also all the opportunities of pioneers exploring new fields and seeking to discover the extent and resources of a new domain.

WHAT IS CITY PLANNING?

Most new professions have originated because the amount of detailed knowledge in an older profession had become so great that it was impossible for one man to master it all. Many years ago, one man might be an architect, engineer, sculptor, and painter. Later, it was all that one man could do to master one of these subjects,—engineering, for example. Nowadays, one man cannot hope to be proficient in even the entire field of engineering. Consequently, there are civil engineers, mechanical engineers, electrical engineers, and so on; and even these branches are further subdivided.

The profession of city planning, however, is essentially different. It has been produced not by division, but by collection. Specialization, with men working intensively in separate small fields, had been carried to such an extent that the planning and building of cities was not being done effectively. There were no men trained to see the problem as a whole,—no men who could fit the work of each of the specialists into its proper place. To fill this obvious need, city planning has developed as a profession bringing together again a body of essential knowledge which had been scattered among many professions as a result of modern specialization.

What is a city plan? Many definitions have been attempted, but nobody thoroughly likes any other than his own. Perhaps we can say that a city plan is the official record of the will of the community as to the use of the physical areas which it controls. When

a community wakes up to the fact that it is one single big business, that it cannot intelligently plan its streets alone, its buildings alone, its sewers alone, or its parks alone, but must consider all of these and many other elements together before it can reasonably decide about any one of them, then it knows that it needs a city plan.

What, then, is the city planner and what can he honestly claim to know without pretending to possess superhuman wisdom? He is not an inspired prophet. Rather he is a man who possesses a knowledge of fundamentals in the field of engineering, architecture, landscape architecture, law, government, sociology, economics, and many other fields, and in addition is thoroughly grounded in the developing technique of this new profession,—city planning. Obviously, he cannot know each of the above subjects as it is known by a practitioner who devotes his entire life to it, but he must know its important elements. A city planner is necessarily a broad-minded man who understands how all the requirements of the community must be considered together in making one workable scheme. He also has the technique to record this scheme in words or on plans so that it may be carried out consistently but flexibly, now and later.

It has come about very naturally, since practitioners of many kinds have been called upon to meet, as best they could, immediate problems in city planning, that almost all of the city planners have been originally something else. They have been, and still are, engineers, architects, landscape architects, and so on, who have become skilled through experience in coöperation and accustomed to think in terms of the larger field of city planning. Many city planners have come from the small profession of landscape architecture, because these men were already skilled in designing outdoor areas for *use* and at the same time for *beauty*, and in their work on park systems and land subdivisions they had long been thinking in city planning terms. But this does not mean that city planning is therefore a part of landscape architecture, nor is it a part of architecture, nor of engineering. These professions have a heavy share in city planning because they are the *plan-making professions*,

but city planning is broader than they, and is the result of their coöperation with one another and with many other professions and businesses.

DESIRABLE PERSONAL QUALIFICATIONS

What are the desirable personal qualifications of a city planner? It has been said that he needs the wisdom of Solomon, the heart of a prophet, the patience of Job, and the hide of a rhinoceros.

Whatever other abilities he may possess, he cannot dispense with an analytic type of mind. The city planner is forced to analyze, digest, and put into their proper places a thousand and one factors before he starts with the direct solution of any problem. The ideal city planner would have also a sensitive emotional reaction to beauty,—a combination of qualities seldom found together in one man.

City planning is a coöperative enterprise in which no man is likely to succeed unless he possesses in marked degree the ability to work in harmony with others,—professional men, citizens, political leaders, and others. The task of a city planner is inevitably that of a coördinator. Whether he or some one else is the acknowledged leader of the project depends upon his native ability in leadership as well as upon his technical proficiency.

In a new profession like city planning, in which niches are not yet well carved nor paths to the top well marked, the men who succeed are those of more than average initiative. In a very real sense, a man has to make a place for himself.

City planning is no profession for a man with a "mania for immediacy." The pathway of preparation is long, and many years are needed to see any large ideal accomplished. If Major L'Enfant, who prepared the plan for our national capital city, at the request of George Washington, could revisit to-day the scene of his labors, he would find the nation still at work carrying out some of the features of his plan. The architect usually lives to see a large majority of his plans translated into visible form—the city planner, seldom. Although only a small proportion of the ideas of the city planner may be accomplished exactly as he visualized them, that

small part may be highly important and among the most permanent of the works of man. His dreams may not be realized literally, but their influence may still be far-reaching.

PREPARATION FOR A PROFESSIONAL CITY PLANNING CAREER

Desirable preparation for a career as a professional city planner consists of undergraduate college training, postgraduate professional training, and then development in the school of practical experience.

In the long run the professional city planner who has had the advantage of an all-round college course before specializing in his chosen field possesses many advantages over the man who has specialized earlier in his career and cannot therefore have the same breadth of general understanding as a basis for dealing with the larger problems of the profession.

However, it is possible and desirable for the man who intends to enter the field of city planning to select, as part of his undergraduate college course of studies, a number of subjects which will serve as direct preliminary preparation for his subsequent technical work.

For example, every student should acquire reasonable facility in those two means of expression which he will use throughout his professional life,—the English language and drawing. No argument is needed to show how helpless a man would be as a city planner if he could not speak effectively before a committee or a public meeting or if he could not write a clear and effective statement of his professional advice. Furthermore, a man cannot begin too soon to acquire speed and clarity in recording his ideas by drawing. His progress will be faster, especially in design, if he is not distracted in his consideration of an idea by his own stumbling and slow attempts to express it on paper.

A basic understanding of the following subjects will be not only a reasonable part of the knowledge and training generally connoted by a Bachelor's degree, but also of special value to the prospective city planner: economics, sociology, government, history, physics, geology and physiography, history and principles of the fine arts, architecture, and landscape architecture, French and

German, and mathematics at least through plane trigonometry. At the same time, if possible, the student should acquire some training and facility in drafting and topographic surveying.

Graduate university training in city planning is a comparatively new thing. At the present time (1932) Harvard University offers the largest curriculum of graduate city planning instruction in America. While this course of studies will presumably be changed as the profession advances and as new needs arise, it exemplifies some of the present ideas as to graduate instruction in the field of city planning. This curriculum in the School of City Planning at Harvard leads to the degree of Master in City Planning, which is attained by the average student in about three years. A Bachelor's degree is required of all students registering for the Master's degree.

This curriculum might be divided into two major groups of courses with a number of auxiliary courses. In the first place there are the technical city planning lectures, and in the second place, the instruction in design. As supporting units for this technical training, there are a number of courses which furnish necessary background or basic elementary instruction.

The technical lectures start with an introductory survey of the principles of city and regional planning. A large number of the lectures in this first series are given by practicing city planners who are national authorities, each one treating a part of the field in which he is especially proficient. These lectures are followed by a project course dealing with regulatory methods in city planning,—planning regulations, building and housing codes, private deed restrictions, and zoning ordinances. The subject of regional planning is presented in a series of lectures and roundtable discussions. A final project course deals with such technical problems as: the financing of city planning improvements by bonds, special assessments, and excess condemnation; capital improvement budgets; traffic problems; model housing; neighborhood planning; and the planning of areas for other specific purposes.

Paralleling these lecture courses, the student is working on problems in design. At first he receives an introduction to the methods and technique of city planning design. Instruction in

design in the two succeeding years comprises problems based on actual conditions introducing all the more important elements of city planning: thoroughfare systems, public open spaces, zoning, land subdivision, civic centers, transit systems, railroads, ports, airports, and so on. The final half-year in design is devoted to the preparation of plans for an ideal town, located on a piece of land which the student can visit. This problem coordinates all the different elements which have been studied throughout the previous three years. When the plans are completed, the student prepares a careful estimate of all development costs and determines how each of them may be met most equitably by means of taxation, benefit assessments, bonds, and so forth.

Supplementing the technical city planning instruction are courses in the following subjects: elementary drafting; freehand drawing; modeling; theory of design; history of art; architectural drawing and design; materials and methods of building construction; trees and shrubs used in municipal planting; plane and topographic surveying; preparation of grading plans, and the calculation of cut and fill; statics; highway engineering and economics; water supply and sewerage; professional practice, contracts, and specifications; municipal government and municipal administration.

A thesis is required as a final demonstration of a student's training and ability. This is prepared without the daily guidance from the instructor which the student has had up to this point. This thesis usually consists of the solution of a problem in design (selected by the student and approved by the Council of the School) and the preparation of plans, specifications, cost estimates, and so on. It normally requires three months of intensive work by a student who has completed the other required work.

Comprehensive as the above course of studies may seem, a student completing it should not think that he is now a city planner. He still has before him the "school of hard knocks." However, practicing city planners have a use for men so trained and can afford to pay them enough to keep them going until they have found their own level,—a level largely dependent on qualities which are born in a man, and which may be fostered, but can never be created, in a school.

OPPORTUNITIES AND REWARDS

What does city planning offer to a man who will accept its challenge and give to its practice the best that he has?

It offers him, first, a livelihood which compares favorably with the return from other professions, but it does not hold out the prospect of a fortune.

Second, it opens up to him a profession to which he can give all the intelligence and ingenuity which he possesses. New and unsolved problems will constantly confront him, and his accomplishment will be limited only by his capability.

Finally, it gives him an opportunity to leave the world a little better than he found it by making its cities more healthful, efficient, and beautiful.

What positions are open to trained city planners?

There are, at present, a few highly trained city planning consultants who advise many different municipalities, counties, and states. They spend their days in conferences and their nights in Pullmans. The number of such consultants can almost be counted on the fingers of two hands. There are others doing work confined largely to one state or region. Despite the fact that city planning activity has increased greatly in the last few years, the number of recognized consultants has increased only slightly. It looks as though, in the future, each of the larger cities will have its own city planner, just as it now has its own city engineer. There will then still be a few consulting city planners just as there are a few consulting engineers,—these consultants being called in when a particularly knotty problem is to be solved or when an outside opinion is essential.

A student who has completed his professional training may become an assistant to such a consultant. When he reaches the "ceiling" as an assistant, he may, if he has ability, (1) become a resident planning engineer, perhaps in one of the communities with which the consultant has been concerned; (2) become an associate of a consultant; (3) organize a firm of his own.

The resident city planning engineer stays in one city and does continuing planning for it. His opportunities are limited by the

size of the city, its prosperity, and its civic spirit. Sometimes he has an opportunity to advise neighboring communities. Occasionally two or more small communities hire one engineer who spends a portion of his time with each. A resident engineer can often do more thorough and detailed planning than a consultant can afford to do. He has a decided advantage in being present at all times to interpret his plans, defend them, and see that they are followed.

There are occasional opportunities for a city planning expert in the larger offices of practitioners of other professions,—architects, landscape architects, and engineers,—who desire the benefit of his training in the civic aspects of their work in connection with such projects as civic centers, parks and other recreation systems, land subdivisions, or utility systems.

The possibilities of failure, for a man lacking initiative, are probably greater in a new profession than they are in an established one, but the rewards of success are likely to be larger. In addition to whatever monetary rewards he may succeed in capturing, moreover, the city planner is sure to experience the keen pleasure of evolving for new problems solutions which may not only benefit the immediate present but also influence the indefinite future.

CHILDREN'S TOWN PLANNING CONTEST


A town planning contest for New England boys and girls under eighteen years of age is being sponsored by the Town Planning Committee of the Massachusetts George Washington Bicentennial Commission. The contest closes November 1, 1932.

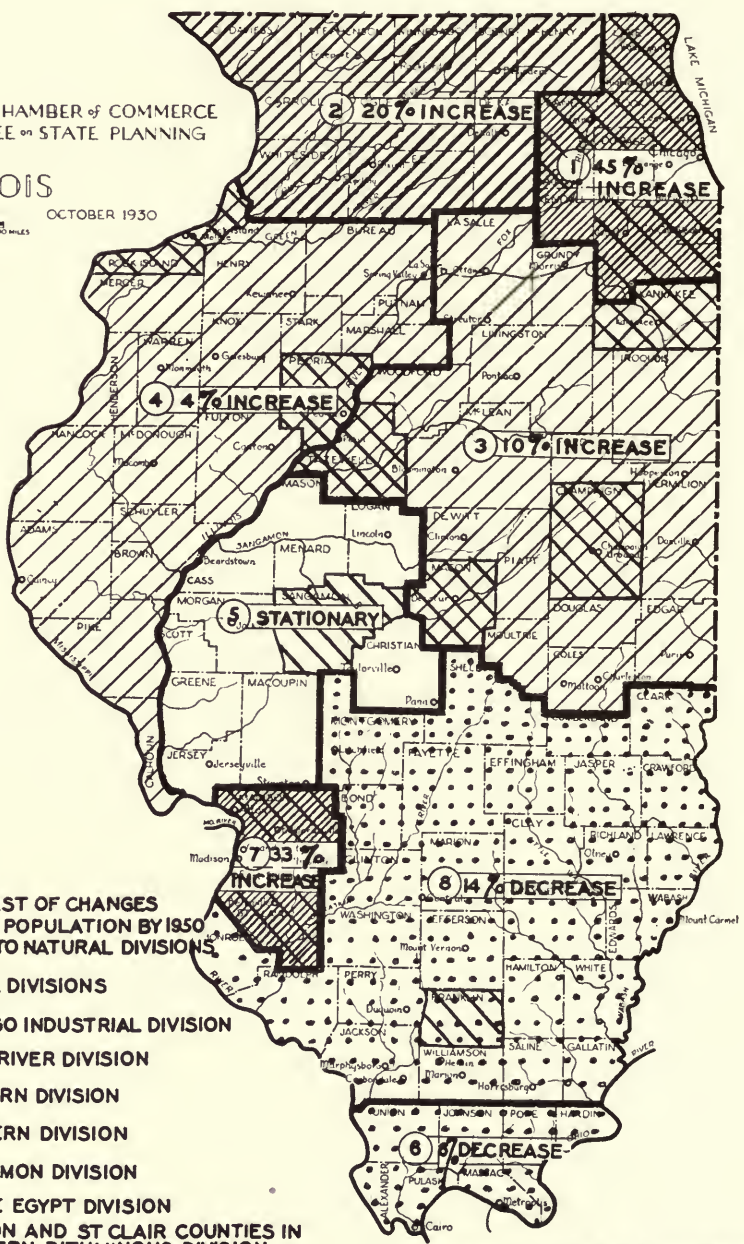
Each competitor is required to write a description of the conditions in his own town as they are to-day and as he thinks they should be in the future, and to draw a map of his ideal town.

Every child who sends in a story and plan in accordance with the rules will receive an official certificate of merit. The town in which the winning plan is made will be given a bust of George Washington, accompanied by a letter of congratulation from the President of the United States. The Governor of the state will dedicate a tree in the town in honor of the winning plan.

THE
ILLINOIS CHAMBER OF COMMERCE
COMMITTEE ON STATE PLANNING

MAP of
ILLINOIS

SCALE  OCTOBER 1930
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**FORECAST OF CHANGES
IN ILLINOIS POPULATION BY 1950
ACCORDING TO NATURAL DIVISIONS**

NATURAL DIVISIONS

- ① CHICAGO INDUSTRIAL DIVISION
- ② ROCK RIVER DIVISION
- ③ EASTERN DIVISION
- ④ WESTERN DIVISION
- ⑤ SANGAMON DIVISION
- ⑥ LITTLE EGYPT DIVISION
- ⑦ MADISON AND ST. CLAIR COUNTIES IN SOUTHERN BITUMINOUS DIVISION
- ⑧ SOUTHERN BITUMINOUS DIVISION

 INDIVIDUAL COUNTIES INCREASING MORE THAN 10%

STATE PLANNING IN ILLINOIS AND IOWA

By JACOB L. CRANE, JR.

Planning Consultant, Chicago, Illinois

NO attempt will be made here to define state planning. In the writer's opinion no one can yet safely forecast the form which state planning will take. Already state planning has begun from quite different points of approach in several states. The New York report of 1926¹ and subsequent work there bear in large measure on the rational use of great land areas and on sound distribution of population. Michigan has a land utilization and conservation program well under way. California is carrying out its state park plan. Wisconsin has organized a State Regional Planning Committee² made up of representatives from several existing state departments, and its work as implied by the statute is aimed toward the planning and zoning of the state's river valleys. Virginia is making a start through its Commission of Conservation and Development. Studies are being made in Pennsylvania. Texas has undertaken a state park plan and program. This paper will deal with those two state plan projects with which the writer has had direct contact as consultant.

STATE PLANNING FOR ILLINOIS

For a decade state planning has been mentioned and discussed here and there in Illinois. Last fall the Illinois Chamber of Commerce, in organizing its Civic Development Department, authorized the committee of business and professional men making up the directorate of that department to take as its first main objective a preliminary study of state planning. A fund was raised by subscription, and the writer was engaged and given a free hand to analyze the need for state planning and to determine the purposes toward which it should aim, and to set up a program of procedure. A brief survey of the entire state was made and the results mapped and charted. The findings illuminated the possibilities and the probable limitations of state planning for Illinois.

¹ *Report of the [New York State] Commission of Housing and Regional Planning to Governor Alfred E. Smith, May 7, 1926.*

² CITY PLANNING, Jan. 1930, p. 43.

One hundred years ago the fifty-six thousand square miles of Illinois were made up of about sixty per cent open prairie and forty per cent woodland. A few primitive white settlements had been established, mainly in the southern tip of the state where the woodsmen pioneers from Kentucky, Tennessee, and Virginia had begun to push northwestward. The flood of new people from the North Atlantic States had just begun to establish posts at the site of Chicago, and at one or two other advantageous river points. Transport was entirely by overland trails, by canoe and raft on the rivers, and by sailing ships on Lake Michigan. To-day nearly eight million people live in Illinois. About five million of them reside in one hundred seventy-one towns and cities. Transport is carried on over twelve thousand miles of railroad and nearly one hundred thousand miles of highway. The state has about twenty-four thousand developed farms, twelve thousand manufacturing plants, and mineral industries yielding two hundred fifty million dollars' worth of products a year. Conversely, the forests are virtually gone and half or even two-thirds of the state's land area is subject to destructive soil erosion.

MAJOR PROBLEMS

Three principal state-planning problems emerge from this study. In the first place, the land area devoted to farms is decreasing, thereby freeing for other use millions of acres of the less desirable territory. From five to seven million acres of land will be needed for, and by the contraction of farms will be available for, reforestation, parks, preserves, and watersheds. Second, the natural resources of the state urgently require state planning. Underground-water supplies are being exhausted and surface-water supplies grossly polluted. The coal and other mineral resources have been exploited more or less haphazardly. Extremely unbalanced distribution of population offers a third state-planning problem. Nearly half of the state's population lives on one per cent of its land area in the Chicago district, and there pays the penalty of congestion and high costs of living.

During the last century there has been a twofold major drift of population: first, the filling up of the state by the occupation

of all the land, and second, the steady tendency for the greatest density of population to move north and northeastward toward the Chicago industrial area. More recent tendencies indicate that the big towns are taking up an increasing proportion of the total state population, while the smaller towns and rural districts are decreasing in their proportionate part. Of one hundred and two counties, seventy-two are now definitely tending to decrease in total population, and only fourteen show a marked increase, all of these latter being counties of major industrial importance. A marked urbanization is going on even in the counties where the total population is decreasing. Out of eight main natural divisions of the state, only three can be expected to show much increase during the next twenty years, while three will probably remain about stationary or increase slightly, and two, constituting the southern third of the state's area outside of the industrial district of St. Louis, are in for a definite decrease. In determining means for making forecasts of the state's total population it was found that for the past fifty years the proportion of the total population of the United States living in Illinois has remained constant at about six and three-tenths per cent. This apparent point of balance gave us an excellent check on Illinois forecast curves.

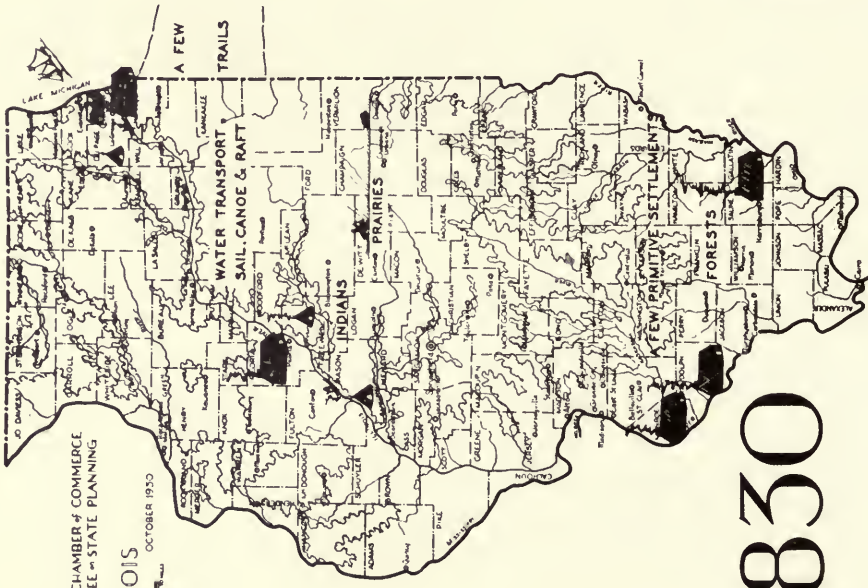
Changes are going on in the mineral industries. The coal industry tends to move southward, the petroleum industry is rapidly declining, and other mineral industries are greatly increasing in importance.

Farming in Illinois shows the beginnings of major changes in its entire character. Nearly a half of the state's area, mostly in the southern part, is, or soon will be, classed as marginal in the competition with the better farming territory. Already the entire southern two-fifths of the state rates below average in the value of farm land per acre, and only the upland prairie country, originally avoided by the first pioneers because of the difficulty of working it and the danger from Indians in the open, ranks as sure-fire, permanently good agricultural land. By comparative charts it was found that the total number of farms is decreasing, the average size of farms increasing, the total farm population decreasing, and the percentage of the state's area devoted to agriculture

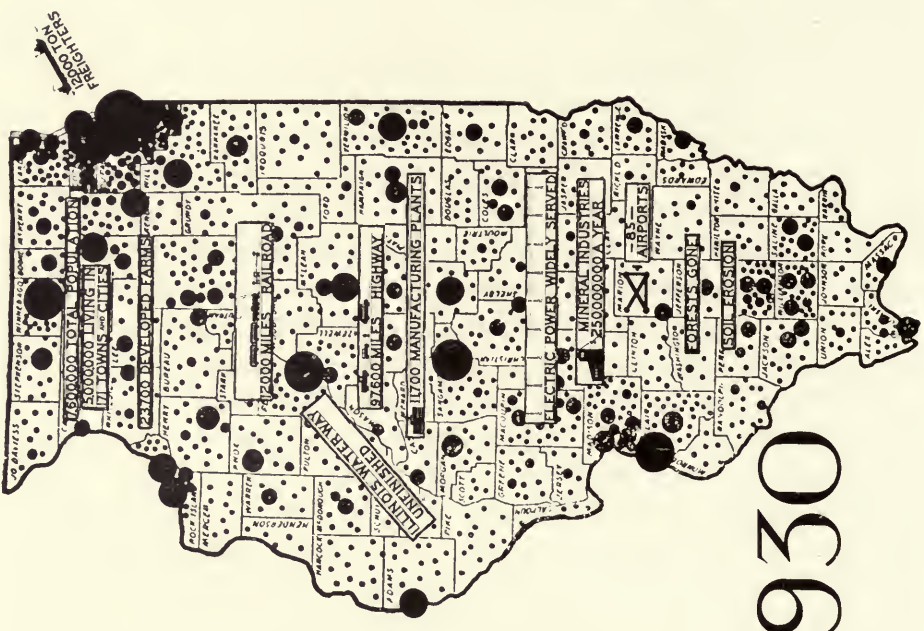
THE
ILLINOIS CHAMBER OF COMMERCE
COMMITTEE ON STATE PLANNING
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ILLINOIS
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CHANGES IN LAND USES DURING A CENTURY OF GROWTH

decreasing; but also it was found that these changes are going on at a decreasing rate, and that probably a new point of balance is in sight. Hence it is possible to appraise the probable new pattern of farm development, with the individual farm ranging from three hundred to a thousand acres in area, coöperative management taking hold, fewer and better farm roads, and centralized trading, school, and recreational facilities. The two principal factors affecting the realignment of agriculture are the competition between good and less good land, and the mechanization of farming. Material changes are going on in the distribution of types of farming, the planting of field crops, the introduction of new crops such as soy beans, and the use of farm products in industry, notably the manufacture of wall board, insulating board, and paper from straw and cornstalks, and the production of acids and oils from corn cobs and soy beans.

Significant discoveries were made about the localization of industry. First of all, it was found that for forty years the distribution of industrial workers in the five main size-groups of towns has remained at an approximately constant proportion in each, even though all have increased and some have increased very rapidly, indicating apparently that no marked tendency toward centralization or decentralization has been going on as between towns and cities of various sizes. Some individual industries show a trend one way or the other. For example, iron and steel tend to centralize, whereas electrical equipment and shoes tend to decentralize.

Preliminary studies were made for the planning of highways, waterways, airways, and electric-power development. A few new important trade routes were suggested, a sketch plan of parkways and riverways was laid out, and highway cross sections were designed, one of the recommendations on the latter being that for the minimum twenty-foot pavement, a right of way not less than one hundred feet wide should be provided.

The water-supply situation in Illinois constitutes a major state-planning consideration. The ground waters of the northern area are being exhausted, and many of the industrial centers must go₃ to impounded surface supplies, which, of course, will have a

major effect upon the allocation of land areas for watershed purposes and for reservoirs, and on the necessity of controlling soil erosion to prevent silting.

The matter of state parks and state forests is already well handled by the State Park Advisory Board, but state planning will aid in the determination of the ultimate state recreational system.

OFFICIAL COMMISSION APPOINTED

The preliminary report recommended the organization of an official state-planning commission under the state government. As a result of this recommendation the last session of the legislature authorized a State Planning Commission of twenty members, which has now been appointed by the Governor. The Commission is made up of manufacturers and business men, publicists, legislators, and conservationists. The preliminary report also set up a program of activity beginning with such major projects as land utilization surveys and further studies of industrial migration. The project in Illinois will be more in the nature of continuous state planning than of the preparation of a specific, fixed state plan, and its function will be largely one of developing data for the use of existing public and private agencies.

THE IOWA CONSERVATION PLAN

In Iowa the situation is different from that in Illinois. Here is a state largely agricultural with only one city in the one-hundred-and-fifty-thousand class, and many smaller manufacturing and farming centers. Iowa is rich and comparatively sound in its economic and social outlook. Its government is responsive to the public needs and its people are interested in the welfare of the state. Out of many years of discussion, led by a few strong but selfless individuals, there has emerged a widespread and insistent demand that the State take charge of its own destiny in all matters of conservation. In contrast to states with populations more dense and more concentrated by virtue of industrial development, in Iowa, it now seems clear, the Conservation Plan properly takes first place as perhaps the underlying and most important phase of comprehensive state planning.

PRINCIPAL OBJECTIVES

Iowa's budget for conservation is comparatively small. The State has been spending about half a million dollars a year on all its conservation work, including fish and game. For lack of a well-defined plan and program the conservation commissions have been unable to make this money go anywhere near as far as it should. Simply to get their money's worth for the people, an organized long-term plan, into which each element will fit logically and economically, is essential. The Conservation Plan is proposed to save the money now unavoidably wasted.

Originally, Iowa was endowed with tremendously rich natural resources. Through heedless and uncoördinated exploitation of these resources we now find them partially or wholly exhausted. A great loss of soil is going on through erosion, which in turn is silting up the streams and lakes, destroying fish life, and causing floods and other difficulties. In addition to the silting, Iowa's fine streams and lakes are now heavily polluted. The people are robbed of these original assets for water supply, for recreation, and for fishing. The wooded areas have been mostly cut off, until probably no similar area in America is so devoid of native growth and of cover for game and wild life. Lakes have been drained, in some cases with no advantage to agriculture, but taking out of use water areas valuable for recreation, for hunting and fishing, and for landscape enjoyment.

These two factors, the desire to eliminate the wastefulness of unplanned conservation work, and the intense desire to recover as far as possible the state's original endowments, led to the organization of the present Iowa Conservation Plan project. Many agencies and groups working together, with the support of Governor Turner and his administration and the legislature, succeeded in securing authorization for the preparation of a comprehensive long-term conservation plan.

A COÖPERATIVE EFFORT

This plan is to be completed by the summer of 1933. The same agencies which originally gave their support, along with

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many others now taking an interest, are aiding in the surveys, and are organizing to assist in carrying out the Plan.

The survey and planning are sponsored by the State Fish and Game Commission and the State Board of Conservation jointly, and are being carried out under the writer's immediate direction. An office has been set up in the State Capitol in Des Moines and a large personnel is now engaged on the work. The Fish and Game Department staff under the leadership of Mr. W. E. Albert, Chief Warden, the personnel of the Board of Conservation, many state officials and departments, the United States Biological Survey, the United States Bureau of Fisheries, the State College, the State University, the nature lovers' and the sportsmen's organizations, and many others are all engaged in carrying out various divisions of the project. The county farm agents and the county engineers will play an important part. Mr. Aldo Leopold, probably the country's leading expert on wild-life conservation and management, is in direct charge of the game survey and program, and Dr. A. H. Wiebe, manager of the United States Bureau of Fisheries station at Fairport, Iowa, and a leading fish technician, is co-operating with the State Fish Department in conducting the fisheries survey.

Elaborate studies are being made of the state's natural history, of its resources, and of the possibilities for conservation. Suggestions are being received and are welcomed from hundreds of individuals and organizations. A tremendous amount of data is being collected, mapped, and charted, and questionnaires are being sent out for further information.

ELEMENTS OF THE PLAN

A primary objective of the Iowa Conservation Plan is to make available to every citizen of Iowa the best use of the state's great resources for outdoor recreation in its many forms. Along with this primary objective the Conservation Plan aims to bring back for the people of the state the best and highest economic use of Iowa's lands and waters. Both purposes require the restoration, the preservation, and the development-for-use of the soil, woodland, streams, lakes, marshes, and scenic and historic points. The

project divides itself into three sections: the economic, dealing with agriculture, forestry, water supply, water power, etc.; recreational, dealing with parks, fishing and hunting, landscape enjoyment, etc.; and scientific, dealing with sites of botanic and historic interest.

As the survey progresses it becomes increasingly clear that the elements of the Conservation Plan dovetail together, each one



Bellevue State Park, Iowa

interdependent upon the others. For example, the same conservation measures which aim to restore good hunting in Iowa will necessarily influence the restoration of other forms of wild life. The cleansing of the streams affects fish life, water supply, and the use of the rivers for made-lakes and for recreation. Soil-erosion control touches upon agriculture, the need of woodlands for several purposes, the control of silting in the streams, and the use of streams for other purposes. And so on through the whole list.

The Iowa highways take an important place in the Conservation Plan. The State will have within a few years one of the finest hard-road systems in the world, and Iowans already drive more miles per capita per year than any other similar group in the country, with possibly one or two exceptions. The Iowa Conservation Plan aims to provide interesting places to which to drive,—highly developed recreational facilities in state parks, roadside parks, reserves, and points for hunting and fishing; to preserve and enhance the tremendously varied and beautiful landscape of the state as seen along the highways; and to provide parkways and riverways connecting points of interest and making accessible the beauties of the Iowa countryside.

While the economic aspects of the Conservation Plan are fundamental in such matters as conservation of soil, flood control, water supply, and so on, the recreational phases are at least as important to the Plan, which is to include the development in a logical and economical way of facilities for pleasure driving, picnicking, swimming, boating, hunting and fishing, nature study, winter sports, hiking, horseback riding, camping, and vacationing in cabins and inns.

Many states are undertaking projects somewhat similar to the Iowa Conservation Plan, but in this particular field Iowa has jumped into the lead for the country as a whole. Arising out of a powerful public demand, the Iowa Conservation Plan proposes to cover all phases of conservation and recreation in a comprehensive, coördinated way, and to obtain its objectives at a nominal cost.

The Plan will include a financial program for carrying out the plan in a way which will cause no burden to the taxpayer.

In Illinois and Iowa, beginning at different sources and with different points of view, state planning has definitely taken hold. Both projects must be considered somewhat experimental, particularly in Illinois where there is, as yet, no general public interest, and where the problems are more complex and difficult. In Iowa there seems to be every prospect of putting into actual operation a rational long-term state conservation plan and program.

TRENDS IN PRESENT-DAY CITY PLANNING IN THE UNITED STATES 1931

By HAROLD S. BUTTENHEIM

Editor, *The American City*

IN tall letters on a big bulletin board in front of a Cleveland church a few days ago, I saw these words: "A crisis does not create character; it reveals character."

Just what religious lesson was meant to be gained by him who reads and runs, I do not know. Perhaps the pastor's purpose was a public disclaimer of the doctrine that discovers in our economic depression a heaven-sent aid to spiritual elevation. If so, the real meaning of the message may be:

"When happier days return, so build your character that it not only may stand the strain of good times, but may come to your aid in times of crisis."

Be that as it may, an observer of present-day trends in city planning in the United States may adapt to his purpose this text and its interpretation by making them read:

"A crisis does not create city plans; it reveals plans,—or the lack of them and the need for them. When happier days return, let us devise such plans as will not only stand the strain of good times but will come to the aid of our cities in future times of crisis."

It is unfortunate, both for our cities and our city planners, that the last two years of crisis have shown little tendency toward increased activity in city planning in the United States. But these two years have at least brought some demonstrations of the fact that plans "in hours of gladness willed may be in hours of gloom fulfilled." They have brought also increased recognition of the wastefulness of unplanned or hastily planned spending and of the economic as well as civic importance of future long-range planning of public works, national, state, and local.

Having allowed a Cleveland cleric unwittingly to contribute a text, it seems appropriate that some of our planning prophets should wittingly contribute to the discourse which follows. To that end I wrote to several of the leading consultants and organizers in the field of city and regional planning. Each of these men was asked to state what he considers to be (1) the most hopeful trend, and (2) the trend most needing correction, in the planning and development of American cities.

From RUSSELL VAN NEST BLACK, *City and County Planner, Philadelphia:*

To me the most hopeful trend in planning is toward neighborhood and new community development along the lines represented by Radburn. This trend is evidenced not only by this isolated example, but by the enthusiasm

with which the principle is being accepted and copied sporadically throughout the country. It is further evidenced by many of the discussions at President Hoover's recent housing conference.¹ It is likely to gain momentum for a number of reasons, among which are improvement in livability and permanency of home environment, the economy of development and maintenance, and the tendency of certain types of industry to locate outside congested centers where area is available for new residential development.

Trends needing correction are more complicated and more difficult to express. I have sometimes thought that extensive and costly street widening in the centers of cities, operating largely merely to permit these cities to grow bigger and resulting ultimately in greater congestion than ever, is false planning and should be discouraged. Present-day zoning operation is far from satisfactory. There is a continuing tendency to zone without benefit of thorough analysis and general plan study. Boards of adjustment everywhere are misconstruing or exceeding their authority, in many instances to the extent of making zoning virtually inoperative. On the other hand, zoning shows hopeful tendencies toward open-mindedness with respect to experiment with new housing schemes and toward desirable elasticity in the matter of building forms and residential occupancy.

From JACOB L. CRANE, JR., *Consulting Engineer, Chicago:*

Most of the "trends" in present-day city planning seem to me good, although the whole movement still seems far from a complete success.

I would name as two hopeful trends: first, the tendency toward research at the Harvard School, in the New York Regional Plan, in the American Institute of Architects, at the University of Illinois, in the President's housing conference,¹ and so forth; second, the increased realization on the part of subdividers that there are elements to consider in addition to the mere quick selling of lots.

To encourage and make more effective the trend toward research, I have been thinking that some central coördinating and guiding research council might be set up, or that this activity might be taken over by some existing research agency.

A trend in the development of American cities needing correction is the continued construction of apartment houses on small lots instead of assembled around large open spaces. To help check the small-lot apartment-house tendency, the utilization of the findings of the President's housing conference through many local channels in each city might help.

From ROBERT KINGERY, *General Manager, Chicago Regional Planning Association:*

The most hopeful trend that we notice in this area is that city planning has departed and is continuing to depart from the mere making of plans and the writing of reports. City planning now has become and will continue to become more and more a financial study as well as a physical one. By that I mean that the plans which are proposed are being paralleled by a budget and a financing scheme covering a period of years.

Briefly, the history of city planning in this area has been that private capital has financed most of the city and village plans. They have been presented to the public officials with some fitting ceremony. They have been

¹The President's Conference on Home Building and Home Ownership.

received and placed on file, although many contained worth-while proposals. Now a few cities and villages which are carrying out their plans have a continuing program which is matched to a financial budget and prepared either by a consultant or by a continuing and active officer who is charged with the responsibility for making and carrying out the plans.

The trend most needing correction in our city growth is, I believe, the time-honored trend of adding ring after ring to the city's periphery. Much has been said about stopping the city's growth at a certain radius from the center and allowing nothing to be built on the outside of that radius except after a jump of some distance.

In the Chicago area we are taking every means for controlling the direction of growth along the fingers of suburban rail transportation and instead of stopping the growth at a given number of miles from the city in all directions, we would like to stop it approximately one mile on each side of suburban rail lines. The actual working of the law of supply and demand has apparently controlled most development along such a pattern, but there are many cheap subdivisions which have been pushed into the space outside the accessible belt and which are a financial loss to the buyers of lots. Thus far we have found no way to prevent the subdivision and selling of this property, although we have guided it somewhat and prevented a little bit of it by requiring very strict conditions before approving the subdivision plat.

From S. HERBERT HARE, *Landscape Architect and City Planner, Kansas City, Mo.*:

Probably the most hopeful trend in the planning and development of American cities is an increasing recognition of the fact that our cities in many cases must be brought to a reasonable degree of completeness within the next few decades, and that much of the planning should be for the comfort and convenience and pleasure of the present population rather than for a future enlarged city or population. While we must necessarily recognize the probable future growth of the city and plan adequately for it, at the same time I believe most cities realize that they will ultimately face a decreased rate of growth, and that expansion cannot permanently go on in the outskirts, leaving unsolved problems in the blighted districts near the center. Perhaps these blighted districts will take care of themselves through the process of reduced values resulting from the decentralization of population, which will in turn make it possible to replan them on a basis of reasonable cost. I think we should realize that the consolidation or "completion" of our cities does not and should not mean congestion, but rather a more even distribution.

I believe the trend most needing correction and the one which is doing great damage in many cities is the increasing interference by political groups or selfish private interests. I would hesitate to say that this trend is universal, but I believe it exists, nevertheless, even under improved methods of government, such as the city-manager form. Some of the cities which benefited greatly through the first few administrations of a changed form of government seem to be slipping back. It is rather discouraging to see plans which have a great deal of merit and would be valuable to the community as a whole, sidetracked for something much less desirable. I believe there is a general recognition of the value of planning, but when it comes to specific cases which involve certain property and certain people's rights, the selfish interests become evident. Development of greater unselfish civic spirit through citizens' groups or other agencies is still a crying need.

Just as a random thought not relating to the questions asked, I wonder if you have observed the results in various cities from the use of unemployed labor at this time. There is a great argument for comprehensive planning in much of the work which I have seen. In many of the cities of the Central States in the zeal to use this labor, and in the absence of proper planning in advance, a great deal of damage is being done to parks and other public properties. In some cases the damage is irreparable. Had these cities prepared plans in advance for such improvements or secured proper guidance, this work could have been readily directed along constructive and permanent lines.

From MORRIS KNOWLES, Engineer and City Planner, Pittsburgh:

The most hopeful trend, in our opinion, is the preparation, under the direction of competent advisers, of city plans which are workable and practical; and in which, methods are definitely recommended to bring about the execution of the details of the plans in the interest of sound business and economy. Such city plans not only recommend the usual improvements which should be made, but, as well, determine their order of importance and so schedule their construction and method of financing as to bring about completion at less expense, and consequently smaller accumulated tax rate, than is possible under any other procedure. This includes, of course, recommendations for the set-up of effective governmental organization to carry out and continue the plans.

To encourage this desirable trend, the general public—the employers of the personnel of governmental agencies—must be shown that there is a dollars-and-cents saving in competently prepared city plans. To do so, research should be made and data and statistics prepared to support the statement of economy of good planning. The results should then become, through publicity, common public knowledge.

The most undesirable trend is naturally the reverse of the above, as illustrated by the utilization of, and reference to, instances and results of good city planning by incompetent pretenders in order to promote their selection for city planning services. Assignments, wherever carried out by these interests, are practically useless, and consequently a waste of money and a black eye to the art of city planning. To check this undesirable practice, information should be made general to show and prove that city planning is a science which requires accuracy and vision, an art that requires long and proper training, and an intimate knowledge of governmental functions and of engineering, architectural, legal, and financial considerations and of human nature. An example of such practice is the attempt to provide for race segregation in the South under the guise of zoning without properly planning for equality of opportunities and municipal amenities.

From HAROLD M. LEWIS, Engineer and City Planner, New York City:

I would suggest as a hopeful trend in present-day city planning an abandonment of the idea that mere size, as shown by population census, is an advantage, and a recognition of the fact that an efficient city of contented citizens is a far better goal. This was even made the subject of an editorial in the *Saturday Evening Post* of October 17, 1931, where it was stated that "frankly size is not important after all unless it is something to be ashamed of." The ideal city was described as "one whose size, absolute and relative, interests no one, but whose cleanliness and orderliness of life stand as a true challenge to its rivals."

As a trend most needing correction, I would list the crowding of buildings along existing thoroughfares beyond capacity of the streets, necessitating later very costly widenings or other street changes. If intensity of building were limited to that which could be provided by existing streets or streets which would be provided under a previously adopted plan, a solution would be found for this evil.

From GARDNER S. ROGERS,¹ *Assistant Manager, Civic Development Department, Chamber of Commerce of the United States, Washington, D. C.:*

I believe that the most hopeful trend is the growing realization by both planning consultants and the public generally that city planning, to be comprehensive and effective, must be based upon sound economics. I was interested in noting that, during the sessions of the President's Conference on Home Building and Home Ownership, practically every committee reported the need for city planning and either directly or indirectly stated that the planning of a municipality must be so carried forward. I believe this trend may be encouraged by relating future municipal plans more closely to the probabilities of municipal growth and to the municipality's probable ability to pay for its proper development. I think there should be encouraged the realization that proper municipal development is a continuing function rather than an ultimate goal, and that it should be engaged in by the entire citizenry rather than solely by an administration, planning commission, consultant, or individual organization.

In my judgment the trend most needing correction is the inability of those bodies, both public and semi-public, to carry forward to a logical conclusion those plans for proper municipal development which have been carefully prepared. Examples of this deficiency reach me from all parts of the country and I am becoming almost as much concerned about the future of a community which has a city plan or a zoning ordinance as I am with the community which has no plan whatsoever to guide it. The distortion of well prepared zoning ordinances and well thought-out planning projects is not only appalling but unless checked will bring disrepute upon the entire government.

I believe this tendency may be curtailed, first, by a more liberal education of those charged with the function of carrying out a plan, and, second, by the setting-up of a citizens' agency which will act as a guiding and stimulating influence to the entire movement. The planning consultant is probably the best medium through which to educate those charged with administrative functions; and this may be done either by a closer association with the administration during the process of preparing the plan or through urging the retention of a city planning engineer who may act as a coordinating agency between the consultant and the administration. The setting-up of a citizens' agency may be best handled directly or indirectly by the local chamber of commerce. This statement is made in the realization that structurally the chamber of commerce has many deficiencies when acting in such a capacity; but, since it is composed of the influential citizens of the community and those who have the largest tax bills to pay, its members are most vitally interested in the well-being of the community. It is not necessary, and in fact I believe it undesirable, for a chamber to act in its official capacity, but it should be the activating agency which creates the citizens' committee.

¹Since the receipt of this article, the Editors have learned with regret of the death of Mr. Rogers in Washington on February 28, 1932.

From HENRY WRIGHT, *Architect and City Planner, Radburn*:

The most significant thing in recent city planning, to me, is recognition of the use of private land or, in other words, "housing" as an essential element of city planning.

A weakness at present in this regard is the tendency to advocate the most intricate schemes for community or neighborhood development, without insisting that the method of carrying them out must be changed from past processes of the sale of lots for individual development without a definite plan for the character and disposition of buildings necessary to realize the community plan in reality.

The other great weakness of city planning is the over-emphasis of provision for traffic and other efforts to overcome, through planning and engineering, conditions which can better be adjusted through economic redistribution and control.

ASSETS AND LIABILITIES

An analysis of the foregoing statements shows that on the *asset* side three of the writers emphasize trends toward comprehensive planning combined with long-time budgeting; three proclaim better neighborhood planning and subdivision control; two others rejoice in the abandonment of the "size complex" and in increased determination to rebuild blighted districts; and one hails the increased tendency towards education and research in city planning.

On the *liability* side we find three of our correspondents who deplore the continued needless congestion in city development; three who find serious handicaps in the abuse of authority by public officials and in the anti-social acts of selfish interests; one who points out the wastefulness of uncontrolled spreading-out at our cities' peripheries; one who criticizes municipalities for the employment of incompetent planners; and one who sees great weakness in relying solely on planning and engineering, where economic control should also be used.

In addition to the good and bad trends suggested in the series of contributed statements, I wish to bring out a number of other trends observed in municipal development and in recent planning activity.

COMPREHENSIVENESS AND COÖRDINATION

One of the notable contributions of the year to the literature of city planning was Harland Bartholomew's address, as President of the National Conference on City Planning, at the 1931 convention of that organization. In answer to the question, "Is City Planning Effectively Controlling City Growth in the United States?", Mr. Bartholomew pointed out that "there are five essentials to the successful practice of sound city planning which can be set down briefly as follows: (1) good plans; (2) proper legislation; (3) competent administration; (4) public understanding; (5) financial surveys and work programs.

"No American city yet possesses these five essentials to the full degree required for the well-organized control of city growth. Few cities even approach the desired degree of coördination of these essentials without which 'completeness' can never be achieved. . . . Where is our trouble? Why is not the average American city more satisfying, more perfect and complete? It is because of lack of thorough coördination of these five things. We over-emphasize one or the other and minimize or excuse our deficiencies in the remaining essentials."

REGIONAL PLANNING*

The trend toward the merging of city planning into regional and county planning becomes increasingly significant. A recent summary reveals that in eighteen states there is now some form of regional planning.¹ Last year witnessed publication of the imposing final volume of the Regional Plan of New York and Its Environs and completion also of the regional plan for the Philadelphia Tri-State District. A comprehensive master plan for Mercer County, N. J., and a major highway plan by the Los Angeles County Regional Planning Commission for the Long Beach-Redondo sector, were also published. Iowa began a two-year survey for a state recreation plan; and Wisconsin, in Chapter 124 of the Acts of 1931, created a state regional planning committee and provided for the zoning of river valleys.

Significant, also, was the action of the Institute of Public Affairs of the University of Virginia in holding several round-table discussions on "Regionalism," preceded by a great public meeting on that subject with Governor Roosevelt, of New York, as the principal speaker.

ECONOMIC FORCES

A profound influence on future planning will unquestionably result from the tragic experience of most of the world during the last two years with uncontrolled economic forces. That these forces are actually uncontrollable by far-sighted planning and intelligent organization we cannot believe. Indeed, we have the experience in such cities as Cincinnati, St. Paul, and Springfield (Mass.), to show the great benefits resulting in these recent months of business depression from the existence of previously prepared city plans and of a courageous determination to carry them out. Not only have these cities maintained local employment at a remarkably high level; they are building permanent assets of great future value, instead of leaning on the frail and dubious support of hastily planned "made work."

Other lessons, also, learned from the bitter experience of 1930 and 1931, will serve as a spur to rational planning in the years ahead. The widespread deflation of real estate values; the financial failure of some of the greatest

¹See article by Helen E. Terkelsen, CITY PLANNING, Jan. 1932, pp. 43-45.

skyscraper office buildings, hotels, and apartment houses in important cities; the near or actual bankruptcy of many municipalities, which might have been avoided by previous long-range planning and budgeting of public works,—these and other forces cannot fail to stimulate increased public interest in the future control of community destinies. The Federal Government stepped forward in the right direction when early in 1931 there was established by Act of Congress the Federal Employment Stabilization Board,¹ for the future advance planning and regulated construction of Federal public works.

One important detail of the relationship of zoning to economic welfare to which the present plight of many retail merchants gives emphasis, is the question, "How much to zone for business?" It was the subject of a paper presented in September last before the City Planning Section of the League of California Municipalities, by R. B. Taplin, City Planning Engineer of Long Beach. In this paper A. E. Williamson, Zoning Engineer of the Los Angeles County Regional Planning Commission, is quoted as advocating as a safe ratio, under conditions existing in that section, 25 feet of business to every 125 people, "taking into consideration the 'success' factor and the possibility that we would have to zone a little more than the ratio called for." The existence of this "possibility," zoning consultants know all too well; its seriousness is indicated by Mr. Taplin's concluding paragraphs:

"How much, then, to zone for business? The answer is: the frontage determined by the commission as the proper amount and shown on the tentative map, plus the amount that explanation and argument cannot prevent the council from adding.

"Make your studies as thorough as possible, prepare logical arguments based on existing ratios, and the amount added to what you have decided is proper will be much less than would otherwise be the case."

Increasing determination by zoning boards and consultants to tackle this problem with intelligence and courage is one of the hopeful trends in present-day planning.

HOUSING IN RELATION TO CITY PLANNING

The outstanding recent event in the housing field was the great gathering in Washington of the President's Conference on Home Building and Home Ownership, with the presentation and discussion of the tentative reports of its thirty-one committees. Especially significant was the emphasis, by not less than seven of these committees, on the fact that the group or neighborhood, rather than the single structure, is the proper unit of design in housing.

Two other significant forward steps during the last two years were the entrance of a great insurance company (the Prudential, of Newark) and of a great philanthropic foundation (the Buhl, of Pittsburgh) into large-scale, low-cost housing enterprises. Chatham Village, in the Mt. Washington sec-

¹See p. 122 of this issue.

tion of Pittsburgh, where the Buhl Foundation is just beginning to rent its first unit of 125 houses, seems destined to have an influence on the future of neighborhood planning in American cities comparable with that of the Sunnyside and Radburn developments of the City Housing Corporation of New York.

Another trend which as yet has not passed beyond a growing determination of a few leaders to do something about it, will, I believe, become insistently vocal and finally effective. This is the elimination of the slums of our cities and their replacement partly by public open spaces and partly by either privately or publicly financed housing developments. Significant reports which may help to influence future action in this direction were presented at the President's housing conference¹ by the committees on Blighted Areas and Slums and on Large-scale Operations.

NEW COMMUNITIES AND NEIGHBORHOOD UNITS

One of the most significant trends is that toward self-contained neighborhood-unit communities.

Thinking toward this end is apparent in such studies as that embodied in No. III of the Harvard City Planning Studies, "Neighborhoods of Small Homes," by Robert Whitten and Thomas Adams, and in the reports of the committees on Subdivision Layout and on City Planning and Zoning of the President's Conference on Home Building and Home Ownership.

But for the business depression of the last two years, it would doubtless be possible to record greater activity in the actual building of such communities. Mention has already been made of the Chatham Village development in Pittsburgh, and of the influence of the Radburn-type of neighborhood planning. The latter is quite evident in S. R. DeBoer's plan for Boulder City, the model town now under construction by the Federal Government near Hoover Dam. It is evident also in the Michigan Housing Association's proposal for a Detroit suburb, described by Tracy B. Augur in *The American City* for November, 1930. In the Zoning volume of *The Annals* of the American Academy of Political and Social Science (May, 1931), Charles H. Diggs, Director of the Regional Planning Commission of Los Angeles County, describes, in the article "Zoning by Design," an interesting neighborhood-unit project now under way (he does not give the name), and shows the layout.

INDIVIDUALITY OF CITIES

Communities possessing special characteristics worth saving are beginning to give greater attention to their preservation through an enlightened public opinion or legal compulsion. This subject of the individuality of cities was studied during 1931 by the City and Regional Planning Committee of the American Institute of Architects, with the aid of a strong national advisory group. The findings, which cannot be discussed in the limits of this paper, are summarized in the *American Civic Annual*.

¹The President's Conference on Home Building and Home Ownership.

A novel attempt—which it is hoped the courts will sustain—to preserve a city's individuality, is the recent adoption by Charleston, S. C., of a zoning ordinance¹ in which it has created a district called "Old and Historic Charleston District." In this section of the city the ordinance provides that structures can be erected only upon the approval of their exterior architectural appropriateness to the district by a Board of Architectural Review.

ARCHITECTURAL CONTROL

One of our most consistent and persistent advocates of architectural control as an ally to city planning is Charles H. Cheney, of California. In his Annual Review of City and Regional Planning for 1931, to be published in the 1932 *Municipal Index*, Mr. Cheney says:

"The foremost example of architectural control continues to be that exercised in the city of Washington by the National Commission of Fine Arts. A year ago Congress gave it veto power over new building permits for private structures put up facing the main groups of public buildings. This wise exercise of the police power for the public welfare, to insure well-designed buildings in our National Capital, is a most important step. It points the way to what must be done in all cities to insure reasonable decency of design. . . .

"Architects' Advisory Councils, voluntarily performing this service for the cities, are beginning to function as the original one did in Washington. Cincinnati has had such a council for a year. Detroit is now organizing one. Once these councils have shown how architectural control will work, it should be reasonably easy to establish municipal control by ordinance."

"We have ordinances of many kinds to protect the senses: ordinances against odors, ordinances against noise, ordinances against things which may cause bodily harm; but we have not yet seriously considered things that hurt the eye," says Horace W. Peaslee, architect, of Washington, D. C., who organized and successfully guided for several years that city's Architects' Advisory Council. "The existing ordinances have been based on principles of public health, safety, and welfare; their accomplishment was made possible because translatable into economic terms affecting the value of property.

"We are only just beginning to realize that we may also be injured through the eye. This realization is coming to bear fruit in legislation or ordinances protecting our eyes where public property is concerned."

HIGHWAY DESIGN AND ROADSIDE CONTROL

The location of his highways being as a rule the most permanent work of man, and travel thereon being essential to his economic and esthetic welfare, the layout of streets and roads has always been a major task of the city

¹See CITY PLANNING, Jan. 1932, pp. 54-55.

planner. But the antiquity of the task has resulted in the building-up of traditions whose validity for the motor age has but recently been challenged. One of our most hopeful trends in present-day planning is the growing insistence and intelligence of this challenge. Among many examples which might be cited are:

1. The nation-wide—indeed, world-wide—acclaim of the Westchester County parkway system.

2. Experimentation with various types of intersection design by several state and local authorities.

3. The graphic presentation by the New Jersey State Highway Department of the comfort and safety of divided roadways, and that Department's plans for the construction of several projects of this type during 1932.

4. Robert Whitten's Master Highway Plan for Boston, and his paper, "The Prevention of Blight in Residential Areas Adjacent to Expressways," at the 1931 National Conference on City Planning.

5. The adoption of official major street plans, with provision for the establishment of building lines under the police power, by Rochester, Schenectady, and several smaller municipalities in New York State, and by Louisville, Ky.

6. The construction in Radburn, in Boston, and in Providence of experimental sections of highway designed more or less in accord with what Fritz Malcher in several articles in *The American City* during the last two years has designated the "steadyflow" system.

7. Emphasis by Thomas H. McDonald, Chief of the United States Bureau of Public Roads, and by numerous state and local bodies, of the importance of by-passing through-traffic away from the congested centers of cities.

8. The favorable decision of the Master in the Massachusetts billboard control case, filed on June 2, 1931, and the papers and discussions, at 1931 meetings of the American City Planning Institute and American Civic Association, of "strip zoning" and alternative proposals for the preservation of roadside beauty.

TRAFFIC AND TRANSIT

In the opinion of some well-informed critics, a trend which needs correction is the inadequate appreciation by some of our city planners and municipal officials of the relationship of mass-transportation facilities to proper city development. In a paper presented at the President's Conference on Home Building and Home Ownership, J. Rowland Bibbins pointed out that "traffic

and transport constitute one single problem requiring unity of thought and purpose, and of regulation; and the present disproportionate emphasis on the one at the expense of the other must necessarily defeat any scientific master plan."

In Mr. Bibbins' opinion, "local mass transportation, with its several agencies coördinated, must be preserved at all costs, as the first and basic control of the whole economic structure of home distribution and ownership."

Land served by transportation systems both in the outskirts and in the high-value centers of our cities should, by some equitable method of assessment, in Mr. Bibbins' opinion, "carry an appropriate burden of transport cost if both are to develop in a well-balanced way. Neglect of this basic principle is the real cause of the tremendous distortions of civic development which are now so troublesome to correct." The importance of this problem of mass transportation on the city streets was recognized by the National Conference on City Planning in the inclusion of papers and discussion on the subject at the annual meeting in Rochester last June.

AIRPORTS

The continued acquisition and development of airports, even through the hard times of 1931, is shown by a tabulation prepared in January, 1932, by the Aeronautics Branch of the United States Department of Commerce. According to these figures, there were 311 more airports and landing fields in the United States on January 1, 1932, than on the corresponding date in 1931. The 1932 total of 2093 includes 636 municipal, 673 commercial, 404 intermediate, 300 auxiliary, 54 Army, 13 Navy, and 13 miscellaneous airports and landing fields; while the 1931 total of 1782 comprised 550 municipal, 564 commercial, 354 intermediate, 240 auxiliary, 53 Army, 14 Navy, and 7 miscellaneous airports and landing fields.

Those fields established by cities and towns are classified as municipal, and those established by private, commercial interests are classed as commercial airports. Intermediate landing fields are established and maintained by the United States Department of Commerce on the Federal airways, and are marked for both day and night identification from the air.

PARKS AND PLAYGROUNDS

The most hopeful recent trend in public recreation is the result not of any particular advance in park or playground design, but of a growing insistence, by planners, recreation associations, and the public, on the acquisition of more adequate areas by municipalities, counties, and states for recreation purposes. This movement appears to have had added impetus because of the recent availability for park development, in many cities, of labor otherwise unemployed. Reports indicate, also, an increasing trend toward gifts of land for park purposes with the impelling urge either of public benefaction or of a desire to escape tax-payments on unproductive property.

At the 1931 convention of the American Society of Municipal Engineers, the report of the Committee on City Planning included a statement by Robert Whitten, headed "An Urgent City Planning Need," which is well worth quoting in this connection:

"It is obvious that private ownership of urban land, with resulting speculation in land values and over-intensive use of land, makes it more difficult to carry out a well-considered plan of city building. Needed public improvements are thwarted by the excessive cost of acquiring private property. Effective regulation by zoning and subdivision control is often prevented because of anticipated injury to individual owners. If a city could take advantage of the existing slump in land values to buy up the acreage needed for its future expansion, then carefully lay out this area with needed streets, parks, school sites, industrial and business locations, and neighborhood units, and then dispose of the lots by lease to actual builders, the result should be a much more efficient, prosperous, comfortable, and attractive community. It would be a better place in which to live, and a more profitable place in which to do business.

"In such a city, a lot would be leased for any purpose for which it was deemed appropriate, as indicated on the carefully worked-out zoning plan. The annual rental should be proportionate to the lot's advantage of location and to the estimated net return to be secured from its improvement. No lot would be leased except for a particular use or for a particular building. The amount of the rent should be adjusted at stated intervals.

"As regards urban land in the present built-up or partially built-up areas, it should be deemed to be legally 'affected with a public interest' and subject to special regulation and to condemnation under special terms in the public interest. Urban land receives much of its value from the existence and activity of the organized community; and it is just and reasonable that its use should be partially subordinated to the requirements of the organized community. Only in this way can the private ownership of urban land harmonize with the public welfare and with the real or long-term interest of the landowner."

An interesting trend reported by the National Recreation Association is that toward larger areas for *active* play. In January, 1932, the Association stated that about one-third of the total reported municipal park acreage is devoted to active-recreation uses.

Still another trend worth special mention is the growing belief that American cities have much to learn from those of Europe in the preservation of their waterfronts for public use. Mention should be made in this connection of the recent notable work of the New York State Long Island Park Commission, described in the article on Jones Beach State Park in *The American City* for May, 1931.

WHICH SEEDS WILL GROW?

It may not be amiss to conclude this catalogue of trends with the challenge voiced by Banquo in the first act of *Macbeth*:

“If you can look into the seeds of time,
And say which grain will grow and which will not.”

Fortunately the answer is subject to control much more rational than that of the three witches to whom the words were originally addressed. To gain wisdom and inspiration for the cultivating of the wheat and the uprooting of the tares in the field of city planning must be a main object of students of city planning.

THE GROWTH OF A CITY

Cameras of the new age sometimes record upon strips of film the slow life of a plant from the seed to the blossoming of its flowers; and then there is thrown upon the screen a picture in which time is so quickened that the plant is seen in the very motions of its growth; twisting itself out of the ground and stretching and swelling to its maturity, all within a few minutes. So might a film record be made of the new growth bringing to full life a quiet and elderly Midland town; but the picture would be dumbfounding. Cyclone, earthquake, and miracle would seem to stalk hand in hand upon the screen; thunder and avalanche should play in the orchestra pit.

In such a picture, block after block of heavy old mansions would be seen to topple; row on row of stout buildings would vanish almost simultaneously; families would be shown in flight, carrying away their goods with them from houses about to crumble; miles of tall trees would be uprooted; the earth would gape, opening great holes and chasms; the very streets would unskin themselves and twist in agony; every landmark would fly dispersed with powder upon the wind and all old-established things disappear.

Such a picture would be but the truth with time condensed—that is to say, the truth made like a man's recollection of events—and yet it would not be like the truth as the truth appeared to the men who made the growth, nor like their subsequent memories. For these men saw not the destruction, but only the city they were building; and they shouted their worship of that vision and were exultant in the uproar—BOOTH TARKINGTON in *The World Does Move*.

BRIEF SURVEY OF CITY AND REGIONAL PLANNING IN THE UNITED STATES, 1931¹

By THEODORA KIMBALL HUBBARD

Hon. Librarian, American City Planning Institute

(For the List of Plan Reports for 1931, see page 142)

A GAIN the readers of CITY PLANNING are fortunate in having from the pen of Mr. Harold S. Battenheim a stock-taking of current trends in city and regional planning in the United States. Of especial interest, too, is his symposium of opinions from well-known practitioners of planning—both Eastern and Western—as to desirable and undesirable tendencies in planning activities. We are doubly impressed with the need for more logical and comprehensive programs of community development based on social and economic considerations recognized clearly in their relation to general welfare and prosperity, and soundly administered for the benefit of the whole community rather than for selfish interests strong enough to wield political power.

The world-wide economic depression has revealed more clearly than ever before the advantages of carefully prepared comprehensive plans, in charge of honest public authorities, which have in some instances actually guided construction of public works so effectively that unemployment has been reduced and needed improvements secured without loss or waste. Mr. Battenheim refers to three cities,—Cincinnati, St. Paul, and Springfield (Mass.)—and in the editorial symposium conducted by Mr. Menhinick in CITY PLANNING for July, 1931, fourteen cities are reported as having had unemployment construction work facilitated by the existing city plan.

SUMMARY FIGURES FOR 1931

Although quantity is by no means the infallible test of achievement, the continued increase in numbers of official planning commissions and of zoned municipalities in 1931 indicates that planning is not merely a fair-weather game. The Division of Building and Housing of the U. S. Department of Commerce reported on January 16, 1932, that during 1931 the number of zoned communities had increased by 45, making a total of 1068 in the country. Also in 1931 the State of Vermont joined the zoning procession by passing enabling legislation, so that in all the forty-eight states of the Union, municipalities now have the privilege of regulating development. Since, however, there are something like 2760 municipalities in the country with a population

¹This is the seventh of a series of Surveys in CITY PLANNING, which continues the series carried in *Landscape Architecture* from 1912 to 1924, covering the period from 1910 on. (The survey for 1930 was omitted owing to the illness of the writer.) No attempt has been made to include in the series the important field of Housing covered so well by Mr. Lawrence Veiller in the files of *Housing*. The legislative history of the year 1931 has been summarized by Mr. Frank B. Williams in the 1932 *Municipal Index*.

of 3000 or over, and since of the 1068 zoned municipalities a very considerable number have less than 3000 population, it may readily be seen that zoning has a long way yet to go to become universal.

The greatest interest would attach to figures, could they be secured, showing how many communities in which a zoning ordinance is operative have actually based this on comprehensive planning considerations and are preserving the zoning regulations in reasonable integrity. Too many ordinances are being nibbled away because poorly drawn or unfairly administered.

The number of municipalities reporting new city planning commissions to the Department of Commerce during 1931 is 16, bringing the total of municipal planning commissions to 802, while of a total of 70 regional planning organizations, 9 were formed in 1931. Of these 9, no less than 8 are official county commissions, making in all 40 county commissions and 30 other organizations. The eligibility and convenience of the county as a unit for planning purposes are thus being demonstrated in many parts of the country, as the papers and discussions on this subject at the Rochester Conference made evident.

It is interesting to note that of the cities in which the National Conference on City Planning has been held in recent years, five have extensive regional studies under way; and of these, two—Los Angeles (to be again the place of the National Conference in 1932) and Rochester—are very active in city planning and are the chief cities of counties with planning agencies, Los Angeles County having probably the most highly organized county commission and Monroe County being one of the most active in the East.

The National Conference in Rochester in 1931 was well attended and offered a program full of valuable experience and constructive thought. A review of the Proceedings of this Conference will be found on page 139 of this issue of CITY PLANNING.

Of publications on city and regional planning during 1931 there has been a marked total decrease, undoubtedly because of the hard times which prevent appropriations from city treasuries for publication purposes, even if the employment of consultant services can be afforded. The unusually short list of plan reports for 1931, however, is not indicative of an equal decrease in articles on planning in the periodical press, and in books or chapters of books from general publishers. The useful new text book on city planning by Professor Karl B. Lohmann of the University of Illinois appeared more or less simultaneously with chapters on city planning and zoning in other text books and in published social and economic studies in tangent fields.

A practical new publication recognizing the importance of popular education and of citizen participation in planning is the manual of suggestions entitled "Community Planning," by Wayne D. Heydecker and W. Phillip Shatts, of the Regional Plan Association of New York, which has been so much in demand as to merit a third printing early this year.

NOTABLE EVENTS

The outstanding event of 1931, to those working for the improvement of the physical environment of the citizen, was President Hoover's Conference on Home Building and Home Ownership. The emphasis on city planning and zoning, on land subdivision looking to the neighborhood rather than the lot unit, was an unmistakable sign that broader conceptions of planning are permeating many groups beyond those specifically concerned with city planning problems. The complete report of this Conference, now in preparation—gathering up the special committee reports published in draft for discussion at the conference—will be another milestone in governmental recognition of planning, in witness to which the reports of the United States Housing Corporation, the Division of Building and Housing of the Department of Commerce, and the National Capital Park and Planning Commission stand on our shelves.

The preparations for celebrating the Bicentennial of the birth of George Washington this year have been a leading feature in the recent activities of the National Capital Park and Planning Commission. Its 1931 report records progress both on the construction of the Mount Vernon Memorial Highway to be opened in the Bicentennial year and on the land acquisition for the Fort Parkway on the Maryland side of the Potomac which will make part of the projected historic circuit drive to be called The George Washington Memorial Parkway.

The development of comprehensive plans for Rochester, N. Y., long a leader in planning, had reached a stage so that the detailed maps of the Major Street Plan—remarkable for its complete and official character—could be exhibited at the National Conference on City Planning last June. Rochester officials believe that their city and Monroe County have "the most complete and modern municipal machinery operating under the most advanced planning statute of any community in this country." (Compare comment in review of Conference Proceedings on page 139.) Rochester has also been fortunate in the assistance in securing public support afforded by the Rochester Civic Improvement Association, which led up to the official adoption by the City Council of Rochester of the Major Street Plan in 1931.

The approval by the citizens of Kansas City, Mo., of bond issues totaling nearly \$40,000,000 is the most striking financial event in the city planning record for 1931. The approved proposals form a ten-year improvement program resulting from study under the leadership of the Civic Improvement Committee of 1000, in which all civic organizations of the community joined with the city government. It is significant as an argument for the economy of wise planning that the total of \$39,950,000, plus \$10,000,000 of school bonds not yet submitted, *is less than* the total of similar expenditures for the ten years 1920-1930. Following the example of St. Louis in handling the carrying

out of its huge bond-issue projects voted in 1923, a Citizens' Advisory Committee of nine is to exercise guidance in Kansas City's program, which includes a city hall, public markets, stadium and outdoor theater, playgrounds and parks, an improved municipal airport, and extensive trafficway and boulevard improvements.

The completion and public announcement of the Philadelphia Tri-State Regional Plan has come in the same year with the issuance of the final volume of the New York Regional Plan. In Philadelphia, as in New York, the plans are guiding the work of coöperating officials and stimulating local and county organizations. In Pennsylvania another encouraging coöperative undertaking is recorded in the joint action of the city planning commissions of Easton, Bethlehem, and Allentown in establishing a by-passing route for the Harrisburg to New York highway.

The work of the Chicago Regional Planning Association in securing coördinated official action and intelligent community control of physical development continues to be outstanding. Recent reports of the Association's accomplishments include a record of many miles of improved planned highways as well as those dedicated through subdivision platting, a record of over 90 per cent of the municipal population living in 78 zoned communities, and an annual acquisition of from 1500 to 2000 acres of public recreation space.

Regional planning in California grows in force and results¹: over twenty counties have organized regional plan commissions under the State Planning Act of 1929, and several, subsequent to the stimulating example of Los Angeles County, can already point to substantial achievement, such as the success of Santa Barbara County's commission in preserving the amenity and beauty of typical areas important to California's prosperity.

Although there is not yet legislative authority for the adoption of the county highway plan for the St. Louis region, the advocacy of planning by both the St. Louis County Court and County Highway Engineer assures a large degree of success to the plan recently completed through the efforts of an unofficial County Planning Association; and the coördination of county highways with the St. Louis Major Street Plan has already begun, as well as with the Missouri state highway construction. In Wisconsin, the progressive work of Milwaukee County continues with the additional encouragement of the new Wisconsin enabling legislation for acquiring watercourses in connection with park system development.

The plans of the New Jersey State Highway Commission for handling the enormous traffic anticipated from the George Washington Bridge over the Hudson River, opened on October 25, 1931, contemplate an ultimate expenditure of some \$40,000,000 for state highway improvements within ten miles of the new bridge, including super-highways, grade separations, and other modern constructions for expediting the flow of motor vehicles. Of the

¹See article by Charles H. Diggs in *American Civic Annual*, 1931.

numerous highway grade separations detailed for the new super-highways of the Chicago district, practically none is yet built, although boulevard construction at both the Milwaukee and Gary ends of the great Three-State project is under way. Grade separations figure largely in the current program of construction on the Detroit region super-highway and parkway system which has commanded the coöperation of the counties concerned so that now half of all the public highways are embraced in the metropolitan road plan.

State-wide plans for recreational development were announced in 1931 by both New Jersey and Iowa. The 1931 legislature of the State of New Jersey authorized a State Park Commission to create a system of state parks and forests, with a recommendation for a ten-year program of acquisition with an annual appropriation of \$750,000 to meet the projects totaling over \$7,500,000,—due regard being paid to the present lack of state-owned seashore and the possibilities of reclaiming land now waste. The State of Iowa has recently authorized a twenty-five-year recreation plan, including the development of recreational areas along the state highway system, planting of highways and preservation of views, stream and lake cleansing, conservation of wild life and game, reforestation, preservation of historic sites,—many agencies and individuals coöperating with public authorities and the whole plan being under the technical direction of Jacob L. Crane, Jr.¹

The Westchester County, N. Y., park system has continued its remarkable growth in spite of the depression, including coöperation in development work on the Bronx River Parkway Extension, dedicated on November 14, 1931, which is an important express motor route, connecting New York City with the Bear Mountain Bridge and thus the upper part of the state.

As significant of the increasing responsibility assumed by municipalities for the preservation of waterfronts for public recreational use, the recent completion by Santa Barbara of the recapture of its entire shore frontage is noteworthy. In 1931 is recorded the purchase of the last 1000 feet of beach remaining in private hands, thus consummating a program, extending over more than two decades, for achieving a fine shore boulevard, undefaced beach, and harbor facilities for boat landing and yachting.

The most striking new-town development of the year is found in Nevada at the center for the construction of the Hoover Dam in Boulder Canyon. Now, where a year ago was a desert waste, there is a town of several hundred buildings, constructed substantially according to the city plan prepared by S. R. DeBoer and widely published (see *The American City*, Feb. 1931); here a busy population of nearly 3000 enjoys in Boulder City the benefits of modern utilities and a carefully prepared environment.

¹See article on page 89 of this issue.

PLAN REPORTS FOR 1931

Surpassing in distinction any of the previous volumes of the series, the final Plan Volume of the Regional Plan of New York¹ has been published and its appearance celebrated in December, 1931, by a dinner at which Governor Roosevelt of New York joined Governor Cross of Connecticut and many other notable men and women, from those states and from New Jersey, in signaling the completion of one phase of a momentous task, now being pushed into the further phase of education and accomplishment by the Regional Plan Association of New York.

The Regional Planning Commission of Los Angeles County has equaled in its Long Beach-Redondo report of 1931 the high standard set by Mr. Diggs and his staff in the San Gabriel Valley report of 1929. This new volume is fully illustrated, and includes an interesting series of colored diagrammatic plans indicating the proportioning of various types of land uses in community design. The skillful presentation of the subject matter and the comprehensive character of the study and recommendations are representative of the importance attached to planning by the citizens and officials of Los Angeles County.

The Master Plan for Mercer County, N. J., prepared by the County Planning Commission, with Russell Van Nest Black as consultant, also measuring up to a high standard, offers a comprehensive guide for the future development of the Trenton region, which holds a median position between the Greater New York area to the north and the Philadelphia Tri-State District to the south. Photographs and air views make the proposals clear and cogent to lay readers, while county finance in relation to the master plan is thoroughly discussed to prove its practicability.

The third annual report of the Monroe County Regional Planning Board, for 1931, issued from Rochester, N. Y., reveals the broadly based studies which are being conducted, the highway plan having been pushed along to the point of tentative approval by all the 19 communities which, with Rochester, compose the county. The well presented initial report, prepared by Messrs. Downs and Segoe, of the Regional Planning Commission of Hamilton County (which includes Cincinnati), shows both achievement and future promise: the county subdivision rules, practically identical with those of Cincinnati, are in effect in 96.7 per cent of the area of the county, while the tentative plan for a park, parkway, and boulevard system, included in the report, looks to a much needed development of county recreational resources. The Santa Barbara County Planning Commission's mimeographed report records what Mr. Tilton calls "the end of the trial period" of the Commission's work, during which substantial accomplishment has resulted from the county-wide coöperation evoked from steady educational work and especially from the object lessons of improved subdivision regulation and from the efforts at landscape preservation.

¹To be reviewed in the July issue of CITY PLANNING.

Of comprehensive city plan reports, few appeared in 1931; and among these, the report prepared by Hare & Hare for the City Planning Commission of Oklahoma City is outstanding. The long familiarity of the consultants with the problems of the Southwest, the fame of Oklahoma City as the center of activity of the mid-continent oil field, and the progressive character of the city itself make this comprehensive study and consequent recommendations, here thoroughly illustrated, of far more than local interest. Carrying on the tradition of the Kessler studies of 1922 and 1923 for Oklahoma City, this report discusses all phases of the city plan, and includes a proposed revision of the present zoning ordinance which has so far provided only for use regulation.

Another outstanding report, of distinguished appearance and representing thorough study, is the comprehensive plan volume for Lexington, Ky., and Environs, prepared by L. Segoe for the City Planning and Zoning Commission, which was in reality a city-county agency, ensuring the regional scope of the study. This comprehensive plan has particular interest because its various important features, such as the major street plan, regional highway plan, and recreation system, have all been approved not only by the City Planning and Zoning Commission but also by the City Commission, thus giving the plan an official status. Although the quantitative studies were based on estimated population for 1970, the plan as a whole is to be considered a long-term plan for the next sixty years, to be carried out gradually as opportunity and need arise.

The City Plan of Jacksonville, Fla., prepared by George W. Simons, Jr., for the City Commission under the guidance of the City Planning Advisory Board, is another well-illustrated comprehensive study, which contains a careful analysis of the financial status of Jacksonville in relation to the initiation of plan projects,—the conclusion being that certain regulative improvements and a limited amount of park acquisition can be achieved soon but that major developments must wait for bond issues in 1940.

The report containing the Ten-Year Plan for Public Improvements in Kansas City, Mo., which outlines the program on which was based the successful bond issue already mentioned, is an excellent example of a publicity manual or speaker's guide for the use of those engaged in "putting over" the plan and securing public support. In the report on Ten-Year Budget of City Improvements for Youngstown, Ohio, issued in 1931, the City Planning Commission submits a recommended program of civic development which, without an increase of taxes, is expected to encompass thoroughfares, public buildings, parks and playgrounds, and an enlarged sewer system.

The Collaborative Plan of Melrose, Mass., prepared by the Planning Board under the chairmanship of Mrs. Eva G. Osgood, is unique in the record of local coöperation of officials, citizens, and school children in securing and applying facts,—a method of public education already portrayed in several articles and papers devoted to Melrose's experience.

The Progress Report for 1931 published by the City Planning Commission of Yonkers, N. Y., recalls in form and method of presentation the publications of the Regional Plan of New York, to which the Yonkers planning work has been closely allied. This report is full of excellent illustrations, and is most suggestive of the type of local report which regional planning should inspire. Another progress report, of less size and elaboration, but of an appropriate and effective character, is that of the Town Planning Board of Montclair, N. J., dated December, 1931, which embodies the technical advice of Harold M. Lewis and the suggestions of a strong Citizens' Advisory Committee. This report, too, has value as a type, in this case suitable for the smaller progressive community and obviously within its means.

If time and space permitted, it would be well worth while to survey some of the distinguished annual planning commission reports of the year, such as those for the City of Los Angeles, Cal., or Washington, D. C., and some of the highly specialized reports such as the extensive volumes of the New Jersey Meadows Reclamation Commission and the Transportation Survey Commission of St. Louis. These will at least be found mentioned in the list of Plan Reports beginning on page 142, as well as other documents relating to local improvements or state-wide projects. Some large undertakings nearing conclusion in 1931, such as the Bartholomew plan for Portland, Ore., have not yet reached the stage of publication. The inadequacy of the present survey in presenting city planning *news* is to be regretted, but perhaps another April the writer can progress from the half-loaf to the whole, and resume the usual more extensive reviews for 1932 and succeeding years.

PROMOTING WASHINGTON PLANNING

To shape the development of Washington as "an expression of the highest ideals and accomplishments of American art," eleven national organizations—city planners, architects, landscape architects, sculptors, painters, and representatives of allied fields—will hold there during the last week in April what has been designated as "The Bicentennial Conference on the National Capital."

The whole situation with respect to the National Capital is now being studied, and recommendations for a definite program will be submitted to the Conference. Enlistment of the country's ablest talent, freedom from political influence, appropriation of adequate funds, and closer working arrangements between Federal commissions are among aims of the participating groups.

EDITORIAL

PLANNING IN LARGER UNITS

The planning news of recent years and the analysis of trends as published in CITY PLANNING show the great change which has taken place in the public attitude toward extra-community effort and inter-community coöperation. Whereas a few years ago any form of metropolitan planning was effective in only a very few localities, to-day metropolitan and county planning are coming to be taken for granted as desirable and practicable, sanctioned by law in certain states where outstanding successful examples stimulate in other parts of the country exertions to secure similar legislation.

Nor is state-wide planning without conspicuously successful precedents, but even in the matter of state parks and state road systems, some of the state-wide operations have been based more on an opportunist policy rather than on systematic and comprehensive surveys. In many instances there has been no real stock-taking of the most desirable uses of lands for transportation or recreation or forestry or agriculture or industry, balanced against other social and economic considerations, which are vital to the ultimate welfare and prosperity of the state.

The Editors are glad to present in this issue an article by Mr. Jacob L. Crane, Jr., which describes the state planning enterprises entrusted to his direction as consultant in two Midwestern states, Illinois and Iowa. Several other states are mentioned in Mr. Crane's introductory paragraph as concerned in state planning from various approaches, and to this list could be added a few others, such as New Jersey and Massachusetts. The state plans for Illinois and Iowa, however, have particular interest for our readers because they are real stock-takings and because they are likely to result in completed improvements in several rather than one or two phases of state-wide development.

T. K. H.

CURRENT PROGRESS

Conducted by JOHN NOLEN and HOWARD K. MENHINICK
LAWRENCE VEILLER HAROLD S. BUTTENHEIM
ARTHUR A. SHURCLIFF CHARLES W. ELIOT 2d
GORDON J. CULHAM

LONG-TERM PLANNING OF PUBLIC WORKS

The Federal Employment Stabilization Board, composed of four cabinet members with a staff, was created by an Act of Congress on February 10, 1931. Its primary duty is to prepare a long-term program for Federal public works, as an aid to the stabilization of employment.

During the decades immediately preceding the War no comprehensive plan to coordinate public works with the business cycle had been adopted by any country. Physical improvements were hurried to completion during periods of boom while only a few were undertaken during trade depressions. The world-wide slump which followed the War has focused attention on the necessity of planning public works in advance.

In addition to preparing a six-year program for Federal public works, the Board has the duty of extending a helping hand to states, counties, and cities. It naturally feels that if a long-term program can be evolved successfully for the many ramifications of Federal construction, one can be produced for any community. The Board hopes that its facilities and experience will be of value to those who are endeavoring to work out for their own communities a better system of planning and financing public works.

D. H. SAWYER,

Director, Federal Employment Stabilization Board.

ZONING OF SUMMER COLONIES AT LAKE TAHOE

One of the earliest zoning ordinances regulating the use of property and buildings, height of buildings, and yard sizes for a *strictly summer-home community* was passed by the Placer County (Cal.) Board of Supervisors on February 2, 1932. The ordinance protects property along eight or ten miles of street frontage within the Homewood district of Lake Tahoe, in California.

The Homewood district was subdivided, with no private deed restrictions, about fifty years ago. A large proportion of the people who own summer homes in this district and elsewhere along the lake live in zoned communities during the winter months. Consequently, they have recognized the need of zoning protection for their summer homes,—protection especially against the intrusion of automobile camps, gasoline stations, and billboards. It seems probable that within a short time all the frontage of Lake Tahoe within California counties will be zoned.

H. H. JAQUETH,

Planning and Traffic Engineer, Sacramento.

PRIZE-ESSAY CONTEST

A prize-essay contest, open to the general public, was recently conducted by the *Los Angeles Times* for the best prophecy on "What is Ahead for Southern California." The award of three hundred fifty dollars was won by Mr. Bryant Hall, Research Engineer of the Los Angeles County Regional Planning Commission.

Mr. Hall's successful prophecy, written as a letter to a friend from a former resident of Los Angeles who returns for a visit after being away since 1930, depicts the development of a planned region, much as it is envisaged by the County Planning Commission. The essays were judged on the basis of subject matter, method of presentation, originality, plausibility, reader-interest, and the localization of the forecast. It is noteworthy that the prize, competed for by a large number of persons in various walks of life, was won by a paper written from the planning viewpoint.

CHARLES H. DIGGS,

Director, Los Angeles County Regional Planning Commission.

PLANNING IN SACRAMENTO

The Sacramento City Planning Commission believes that the city plan will be far more successful in the long run if it has the support of all the citizens of the community, rather than the support of only an influential few, who because of their personalities and efforts would be able to force the accomplishment of some of the projects.

The eye of the City Planning Commission is constantly focused upon citizens and improvement-club groups who desire changes in the city's physical arrangement. An attempt is made to secure coöperation in the early stages of improvement programs before projects are crystallized in order that each completed improvement may be arranged so that it will fit into its proper place within the plan.

Major street plan accomplishments probably rank first in so far as visual evidence is concerned. Where building-line setback resolutions have been adopted to provide for the future widening of sixty- and eighty-foot streets to one hundred feet, brisk commercial building activity has taken place. New buildings are being constructed back of the future street lines. The property owners affected are so thoroughly in accord with the principles of the setback resolutions that a 700 per cent increase in commercial building activity has taken place within the last three years without the submission of a single objection. Only three requests have been made and granted for new buildings projecting temporarily into the setback area, in order that the new structures might line up with brick buildings which existed at the time of the passage of the resolutions.



Courtesy of City Planning Commission, Sacramento

THE STATE CAPITOL, SACRAMENTO

The Capitol is situated in a forty-acre State Park. At the left is shown a portion of the Business Section, with a part of the Residential District at the right

Improvement proceedings have been initiated by the City Council for the opening and widening of two major street connections, each approximately one mile in length, paralleling each other a half mile apart approximately in the center of Sacramento's population. The proceedings and resulting public interest are a reminder to Sacramento citizens of the necessity of continual planning as well as a warning of the results of the lack of planning throughout past years. Following the recommendation of the major street plan a bridge has been constructed across the mouth of the American River, providing a new means of access to a portion of the central business district which, prior to this new route, was inaccessible to vehicular traffic.

Sacramento is probably molding its form more by means of its subdivision rules and regulations than by any other means. Several miles of major streets, together with a number of small park "breathing spaces," have been acquired both inside and outside of the city limits through the medium of subdivision control. The Planning Commission has prepared tentative subdivision maps for owners of some 3000 acres of undeveloped land within and adjacent to the city. This is proving a valuable service, for the Commission has found that it is easier to assist the property owner in developing a correct subdivision than to change his original plans when once created.

As a result of the Planning Commission's recreation studies, Sacramento's existing park system of one acre of park land for each 57 inhabitants has been enlarged by the addition of a fifteen-acre neighborhood park in a new and growing residential area.

Prior to 1929 Sacramento possessed a loosely drawn zoning ordinance which afforded only inadequate protection for a large proportion of the city's area. In April, 1929, the Zone Plan, as prepared by the Planning Commission, was approved by the City Council. Since then an average of four zone changes per year has been made, whereas an average of twenty-six per year was made in the previous three-year period. Sacramento's ordinance does not permit the erection of automobile service stations in residential areas under the provisions of a "variance" or "exception" rule. The sale of gasoline is considered a business, and areas devoted to this purpose must be zoned for business uses.

The Railroad Plan and the plan for the grouping of public buildings have been completed. Conferences are being held with utility companies and with groups of interested citizens prior to the adoption of these plans.

The Sacramento City Planning Commission has not engaged in planning merely to comply with law nor to be able to display beautifully colored pictures. The Commission believes that its first duty is to catch the trend of public opinion as it affects the physical composition of the city and to guide this trend toward the ultimate goal of a harmonious city.

H. H. JAQUETH,

Planning and Traffic Engineer, Sacramento.

OBERLAENDER TRUST AWARDS

The Oberlaender Trust, created by Gustav Oberlaender of Reading, Pennsylvania, as an expression of his desire to be of greater service to the American people, was founded under the auspices of the Carl Schurz Memorial Foundation. The Trust is for the specific purpose of furthering "a better understanding of the German-speaking peoples by the American people and vice versa" by providing means for qualified "American citizens who are actively engaged in work that concerns the public welfare" to have a period of study in a German-speaking country.

The Trustees have made altogether fifteen awards, which have included grants to

Mr. John Nolen, city planner and landscape architect, Cambridge, Massachusetts, to study the development of city planning in Germany, particularly the beautifying of riverbanks and waterfronts.

Mr. Charles Downing Lay, landscape architect, New York City, who has been commissioned to plan the new recreational park for the Borough of Brooklyn, New York. He will make an intensive study of German recreational parks.

Mr. J. A. Wolf, who is active in recreational work with the Neighborhood Association of St. Louis, Missouri, and will make an investigation of housing conditions and other phases of German social-welfare activities.

H. K. M.

VERMONT ZONING MICROBES

(Summarized from a January radio address by the writer)

It is great to be a microbe-carrier when the microbes are the bugs of accomplishment. To pick up progress items here and there and to carry them from community to community, picking up others as you journey along, is indeed pleasurable. I shall describe three microbes picked up on the road.

Microbe No. 1 is the St. Johnsbury zoning map, the only map of the only residential, commercial, and industrial zones now in existence in Vermont. The missionary message of the map of St. Johnsbury is "Go thou and do likewise."

I introduce Microbe No. 2. During the next two months every organization in Brattleboro will hear the "what," "why," and "how" of zoning, through the activity of a local speakers' bureau which the Chamber of Commerce is setting up.

Microbe No. 3 was picked up at Bellows Falls. At the coming village meeting it is expected that the village trustees will be authorized and requested to appoint a special committee which will study the merits of zoning for Bellows Falls and report to the village at a later meeting.

Planning and zoning competition between communities on the east and west sides of Vermont is now a tie. The east side has St. Johnsbury with a zoning ordinance, and Lyndonville which on June 8, 1931, adopted the powers conferred by the state zoning enabling act. The west side presents Burlington with a planning commission, and Manchester, which on July 6, 1931, adopted the powers conferred by the state zoning enabling act.

* * * *

On March 5, subsequent to the above radio address, the east side was leading the west side in planning and zoning projects with a score of eight to five. On the east side, St. Johnsbury and Lyndonville have been mentioned. In addition, the city of Newport and the towns of Springfield and Brattleboro have not only authorized zoning but have also provided for planning commissions,—making a total of eight planning and zoning items.

On the west side, in addition to Burlington and Manchester, mentioned above, the town of Bennington has authorized the appointment of a planning commission. Essex Junction and Richford have authorized the appointment of zoning commissions.

JAMES P. TAYLOR,

Executive Secretary, Vermont State Chamber of Commerce.

ST. PAUL STATE CAPITOL APPROACHES

The City Council of St. Paul has adopted and made a part of the "Plan of St. Paul" the restudied plans of Cass Gilbert, Incorporated, for the approaches to the state capitol.¹ A state office building, now under construction, has been located in accordance with these plans. The Council has ordered that all improvements proposed in the part of the city affected by the Cass Gilbert plans be carefully compared with them before the construction of the improvements is authorized.

GEORGE H. HERROLD,

Managing Director, St. Paul Planning Board.

PLANNING COSTS IN LOS ANGELES COUNTY

A primary object of planning in Los Angeles County is the saving of large sums of money which would otherwise be wasted on the correction of avoidable blunders in community building. The 1931 Annual Report of the Regional Planning Commission points out that "it is becoming more widely recognized as time goes on that proper planning does not involve an extra expense but is an investment resulting in ultimate saving." The cost of carrying on the work of planning in Los Angeles County in 1931 amounted to approximately two cents on each one thousand dollars of assessed valuation, or less than three cents per person.

H. K. M.

¹ See CITY PLANNING, Oct. 1931, pp. 217-218.

A HOUSING "BILL OF RIGHTS"

- Every American home dweller has a **Right** to live in a **Community**
- Where** the street system is so designed and orientated and buildings are so laid out that a maximum of sunshine will be obtained in the home.
- Where** private residences are kept separate from apartment houses, business, and industry.
- Where** too intensive land occupancy is prevented.
- Where** there are no slums or blighted areas.
- Where** the home is not too near railroads, aviation landing fields, public garages, stables, dumps, marshes, or obnoxious industries.
- Where** natural beauty is conserved and home sites are developed with relation to the topography, utilizing to best advantage valleys, ridges, woods, and streams.
- Where** the amenities of residential districts are preserved by keeping them free from disfiguring advertising signs.
- Where** there are the necessary utilities that make a civilized urban existence possible—such as water supply, sewers, paved streets, lighting, heat, and so forth.
- Where** the recreational needs of all the family are adequately met.
- Where** the safety of children is ensured by so designing the street system that no child has to cross a street at grade on the way to school or playing field.
- Where** no main traffic arteries disturb the peace and quiet of residential districts.
- Where** the neighborhood is a self-contained community developed along organic lines and provided with adequate educational, recreational, social, cultural, and shopping facilities and the other amenities of civilized living.

LAWRENCE VEILLER,
in Housing, December, 1931.

AMERICAN SOCIETY OF CIVIL ENGINEERS CITY PLANNING DIVISION

At its meeting in New York City on January 21, the City Planning Division of the American Society of Civil Engineers discussed two subjects which it hopes to include in a future City Planning Manual.

Mr. Arthur W. Consoer, Consulting Engineer of Chicago, presented a paper on the Location of Underground Utilities. He described various standards worked out in different parts of the country, particularly those prepared by the Chicago Regional Planning Association. Much confusion which now results from the haphazard location of underground services could be elim-

inated by establishing uniform standards even though these deal only with general principles. The public-utility companies can profit by long-time planning and will probably find it well to avoid major thoroughfares for their main services to the greatest possible degree. Discussing the paper, Mr. W. W. Horner, Chief Engineer of Sewers and Paving, St. Louis, pointed out that there will always have to be some opening of streets to make changes in underground utilities as long as cities continue to grow. He emphasized the necessity of further research to find the best method of refilling trenches and relaying pavements.

The second paper, dealing with Street Names and Numbers, was given by Mr. J. P. Schwada, City Engineer of Milwaukee. He presented a comprehensive picture of the systems for naming streets and numbering houses used in many different cities. City planners can contribute much toward developing schemes which will be practicable in any city. Mr. Schwada stated that the ideal system is the one which best serves the emergency needs of quick and precise location, such as are required by the Police, Fire, and Hospital Departments.

HAROLD M. LEWIS,
*Secretary, City Planning Division,
American Society of Civil Engineers.*

GREATER PENNSYLVANIA COUNCIL

In Pennsylvania there has been created, directly under the Governor, a state advisory and planning body known as the Greater Pennsylvania Council. It consists of one hundred fifty members, appointed by the Governor and serving without compensation.

The function of the Council is to collaborate with existing official planning, civic, industrial, agricultural, and other agencies, in the preparation of studies which will promote the economic, social, industrial, and recreational welfare of the Commonwealth. The Council has advisory powers only.

In his address at the first meeting of the Council on January 14, 1932, Governor Pinchot said:

"The migration of capital from our state and the great trends and shifts in our population indicate the need for realistic planning. . . . The future will be very much what you make it. By sound planning you may assist in creating increased demands for our industrial and agricultural products, you may enhance the advantages of our recreational areas, and you may aid in bringing new industry within our borders. . . . I trust that you will blend confidence in the future with sound scientific procedure in the performance of your duties."

JOSEPH T. WOODRUFF,
*Chief of Bureau of Planning,
Greater Pennsylvania Council.*

ZONING ROUNDTABLE

Conducted by EDWARD M. BASSETT

OUSTING OF NONCONFORMING USES AND BUILDINGS UNDER ZONING ORDINANCES

There is no doubt that many municipalities can, if they wish, succeed in ousting nonconforming uses and buildings under zoning ordinances. If the police power can be invoked to prevent a new nonconforming building because of its relation to the community health, safety, morals, convenience, and general welfare, it follows, it seems to me, that the police power can be invoked to oust existing nonconforming uses. Theoretically the police power is broad enough to warrant the ousting of every nonconforming use, but the courts would rightly and sensibly find a method of preventing such a catastrophe. If a well-built and well-planned apartment house were erected before zoning in an area which later was made a one-family-residence district in the zoning ordinance, it could hardly be expected that the apartment house could be ousted with the help of the courts. The courts would undoubtedly say that zoning regulations must be reasonable and that the ousting of an expensive structure built in accordance with a proper permit would not be considered reasonable. This brings us to the dividing line which we must often cope with in zoning: that is, the line between what is a reasonable regulation and what is unreasonable.

Not many cases have arisen in the courts on ousting existing nonconforming buildings. One of the earliest and best known is the Hadacheck case¹ which arose in Los Angeles before the word "zoning" was used in this country and before any comprehensive zoning ordinance had been adopted. By means of a local ordinance based on the home-rule constitution of California, brickkilns were excluded from a district largely residential. The city authorities accordingly proceeded to oust a brick-burning establishment which made bricks from clay obtained on the premises. This ousting was upheld by the Supreme Court of California and also by the United States Supreme Court although it was an existing nonconforming use. The taking of clay from the earth was not prohibited but the baking of the clay was declared to be hurtful.

Two cases arose in New Orleans under a zoning ordinance which allowed the ousting of nonconforming uses. One of these² was that of a grocery store which was ordered to cease and depart after one year, and the other³ was

¹Hadacheck v. Sebastian, 239 U. S. 394.

²State v. McDonald, 121 So. 613.

³State v. Jacoby, 123 So. 314.

the case of a drug store which was similarly decided. Both were existing nonconforming uses. The reasoning of the court in the New Orleans cases seems to be that one year is a reasonable time for amortization.

During the preparatory work for the zoning of Greater New York, fears were constantly expressed by property owners that existing nonconforming buildings would be ousted. The demand that this should not be done was general. The Zoning Commission went as far as it could to explain that existing nonconforming uses could continue, that zoning looked to the future, and that, if orderliness could be brought about in the future, the nonconforming buildings would to a considerable extent be changed by natural causes as time went on. It was also stated by the Commission that the purpose of zoning was to stabilize and protect honest investments and not to injure assessed valuations or existing uses. This has always been the view in New York. No steps have been taken to oust existing nonconforming uses. Consideration for investments made in accordance with the earlier laws has been one of the strong supports of zoning in that city.

We now come to a field that has proved troublesome throughout the country. Can an existing nonconforming use of land be ousted under the ordinary zoning ordinance? Let us say that a landowner has enclosed a lot, flooded it for a skating rink, and charged admission. Later the locality is placed in a residence district. Can the skating rink be continued forever? Is a ticket booth thereon such a building as may be continued as an existing nonconforming use? Can the use be changed to the vending of candy and cigars, which is a business use of the same grade?

A few years ago miniature golf courses were the vogue. Where a property owner established such a golf course before zoning, could he continue it after the locality was placed in a residence district? Was the land stamped as business land so that business buildings could be erected on it? Could a building containing a ticket office, toilets, and rest-room facilities be continued as a business building and changed to another business such as a grocery store?

Such instances made a great deal of trouble all over the country, especially in boards of appeals and the minor courts. Usually the solution depended on the precise words of the ordinance. Sometimes the ordinance provided that a nonconforming use existing before the effective date of the ordinance could continue and could be extended throughout the building. Where the word "building" only was employed, the problem was somewhat simplified because many of these uses like tennis courts, skating rinks, and miniature golf courses used only the land. But some ordinances provided that the existing nonconforming use of a building or premises could be continued. Sometimes the words were "a building or land." Here was a situation plainly more troublesome. A court case arose in the town of Hempstead, Long Island, where the word "premises" was used in the ordinance. A home

occupant in a residence district began to tow ancient automobiles into his yard, carry on a dismantling business, and leave the parts scattered around. Before long he had more than one hundred old cars in his yard in various stages of destruction. The neighbors made complaint on the ground that he had started a nonconforming use, *i. e.*, an automobile dismantling industry in a residence district. The owner put in as his defense that in his barn prior to the passage of the zoning ordinance he had dismantled several automobiles as a business. He produced the mechanic who declared that he had helped to do the dismantling. All of this was unknown to the neighbors, and the proof was hard to contradict. Fortunately the junk-yard tenant failed to pay his rent and he was dispossessed by his landlord. Thus the automobile junk yard was wiped out.

It is better not to have the nonconforming clause of the zoning ordinance refer to "land or premises." The privilege of continued use may well be applied to existing buildings, but should not be applied to existing land or premises.

An existing nonconforming building, even if a mere shack, can usually be retained and continued. If, in the case of a business use in a residence district, this can be done, it follows that the building can be changed to a use of the same grade. For instance, a candy and cigar vending booth can be changed to a small grocery store if structural alterations are not necessary. In Brooklyn, when the building zone resolution took effect, there was a small real estate office on Avenue J in a residence district. Later it was changed to a Chinese laundry. The neighbors protested, but the corporation counsel of the city held that the change did not alter the nonconforming use and that the laundry might continue.

There is much to be said about providing in zoning ordinances for the ousting of existing nonconforming uses where the buildings are unimportant or merely accessory to a nonconforming use of the land. A number of ordinances in Long Island provide that billboards in residence districts must cease and be discontinued within five years. This provision is based on the principle that a time for reasonable amortization should be allowed. Similarly the ousting of automobile junk yards with accessory buildings is provided for, the owner being given from three to six years to amortize. This form of procedure can probably be applied to the unimportant buildings connected with tennis courts, miniature golf courses, skating rinks, and amusement parks. How far can zoning ordinances go in ousting more permanent existing nonconforming buildings and uses? Very likely in just the proportion that the building is permanent, well constructed, and costly the courts will declare that it is unreasonable to oust it. A building with a cellar will not be so easy to oust as a building without a cellar. A one-story building will probably be more easily ousted than a three- or four-story nonconforming building.

We must probably recognize that some parts of the country will go further in upholding the ousting of existing nonconforming buildings than others. New England and New York will declare drastic regulations of this sort unreasonable. States farther west will probably be more complaisant with efforts to bring about orderliness. Each state will stand on its own feet in deciding how far it will go. In New York it is quite well settled that if a landowner has started a nonconforming building, has the footing course of his cellar laid, and some of his steel ordered before a zoning ordinance goes into effect, then such a building will be considered an existing nonconforming building in a residence district.

Some state enabling acts for zoning contain a provision that no regulations shall be made retroactive. Most enabling acts, however, contain no such provision and the municipality is left to arrange these regulations as it sees fit. The charter of the City of New York and the three zoning enabling acts of the State of New York omit any provision prohibiting retroactive regulations. The same should be said of the standard enabling act for zoning put out by the Department of Commerce, Washington. State legislatures ought not to prevent municipalities from using zoning regulations retroactively. The future development of zoning may show that this power to oust existing nonconforming buildings and uses in certain cases is most important.

E. M. B.

DIFFICULTIES DURING THE DEPRESSION

The period of the depression has brought many difficulties to public officials charged with maintaining zoning plans. Many home owners have suffered losses, and in thinking over their assets they wonder whether their home sites might not sell for higher prices before long if they were placed in a multiple-family district or a business district. They talk with their neighbors, and after a while a petition to change the zoning district reaches the council. In the public hearings the applicants rightly say that they cannot sell their home sites for residence purposes and they think their land should be placed in a different district so that when building begins again they can sell at a better price. They often forget that at the present time it would be as difficult to sell for an apartment house or a store as it is to sell for a private home. Officials are naturally patient with these applications, and although they may not grant them, they are compelled to listen by the hour.

Boards of Appeals see the same uneasiness in landowners. In some cities like Greater New York this appears in an increased volume of applications for gasoline stations in prohibited districts. In the course of nearly every argument on such an application a statement is made that the land cannot be sold or used at the present time for any other purpose, and that the owner must earn something in order to pay his taxes. In other cases home owners try to obtain variances to start a small business in their homes

in residence districts. Sometimes it is a tailor shop, a plumbing shop, or a stationery store. Even owners of apartment houses try to obtain business permits to use back rooms on the first floor or basement rooms below the street level for personal service purposes such as barber shops and beauty parlors.

One of the best statements on this general subject is made in the annual report of the Cleveland Board of Zoning Appeals for the year 1931:

The business slump manifested itself before the Board by the variety of requests for permission to do things in residence districts which would be contrary to the zoning regulations for the respective neighborhoods. There were twenty-five owners who wanted to add to the number of families already on the premises by dividing existing suites, by adding a room on the rear or by remodeling the attic, on the plea that the demand now is for smaller suites and that they needed the income to pay the taxes—not an uncommon need at any time). There were 64 cases where the bread winner was out of work and wanted to start a small store or a beauty shop in the front of the house, or an ice station, a shoe shop, a bake shop, a paint shop, a repair shop, a welding shop, a plating shop or some other kind of an enterprise in the garage in the rear in order to earn a living. There was the jobless man who wanted to raise chickens, pigeons or rabbits at home, or wanted to start a parking lot in his yard.

The members of the Board were sympathetic in such cases but, unless there were local extenuating circumstances to justify a modification of the regulation in question, even in more prosperous times, the appellant was kindly but firmly told that it was not in the power of the Board to grant the request. The depression is a temporary incident that will eventually pass as an excuse for a zoning violation. The damage to a neighborhood or to the city as a whole resulting from a let-down in the enforcement of the zoning ordinance under the guise of charity would be irreparable and would far out-weigh any temporary benefit that might accrue to a comparatively small percentage of the citizens. With the Board it was a case of the greatest good and protection to the greatest number.

E. M. B.

THE GOAL OF THE TOWN

Every worth-while man has in him a compass which shows him where to go. It is his sense of direction, his purpose, even his conscience. Towns without this compass are as little worth while as a man without one. Every town has a manifest destiny, a one best goal, but it will not travel towards that goal until the people sense the goal and do their part—for the people are the town.—*City Plan Paragraphs*, Roanoke, Virginia.

LEGAL NOTES

Conducted by FRANK BACKUS WILLIAMS

NOTES AND DECISIONS

ZONING SETBACKS

Reasonable zoning setbacks, which are in effect front-yard provisions for necessary light and air, are now well recognized in our law as valid; but zoning setbacks whose purpose, immediate or ultimate, is street widening are not regarded by the courts as a proper exercise of the police power. Such provisions are held invalid in a recent Arkansas case, which upholds the principle of zoning under a proper state enabling act.¹

NONCONFORMING USE—ESTHETICS

Esthetics as the major consideration is not yet regarded by Connecticut courts as a proper basis for the exercise of the police power. For that reason they refused to permit the substitution for an old nonconforming building of a new structure, three times its size, of improved appearance, and yielding a larger return.²

ZONING REASONABLENESS

The provision of a zoning ordinance entirely excluding or failing to make a reasonable provision for a necessary use in a given jurisdiction is generally regarded as invalid. In a Missouri case³ the creating in Kansas City of residential class U 7, comprising only cemeteries, sewage disposal plants, aviation fields, philanthropic institutions, hospitals, etc., allocating no special districts for U 7 uses, but allowing them on appeal to the Board of Appeals "in any use district provided such location will not seriously injure the appropriate use of neighboring property," and thus excluding them from the residential districts except by the discretionary action of the Board of Appeals, is upheld. The decision, in the case of philanthropic institutions, seems of doubtful validity.

ABANDONMENT OF NONCONFORMING USE

A building in a residential district occupied for business at the time the zoning ordinance was enacted and for some time thereafter, was later used as a residence for fifteen months. Then followed "an idle but residential period of nearly twelve months"; then a resumption of its business character. Upon

¹Arkansas State Highway Commission v. Anderson, 43 S. W. 2d 356.

²Thayer v. Board of Appeals of City of Hartford, 157 Atl. 273.

³Women's Kansas City St. Andrew Society v. Kansas City, U. S. Dist. Court for Western Div., Western Dist. of Missouri, July 20, 1931.

these facts a Connecticut court¹ holds that the resumption of business was illegal.

Without venturing to criticise the court's inference from the evidence before it, the Editor wishes to call attention to the difference between the discontinuance for a period, perhaps of considerable length, of a given use, and its abandonment. For instance, in these times it would be a hardship upon a landowner who had lawfully built a store in a district subsequently zoned as residential, to hold that he had lost his right to rent or sell it for this purpose because he had been unable to do so, even if he had occupied it as a residence meanwhile.

F. B. W.

¹Town of Darien v. Webb, Superior Court, Fairfield County, November 25, 1931.

PLANNING AND ZONING IN 1931

Vermont passed a zoning act, the last of the forty-eight states to give legislative sanction to the zoning principle, and Michigan enacted a planning law closely following the standard act prepared by the Federal Department of Commerce under Secretary Hoover's administration. The latter accomplishment is the direct result of the work of the youngest of state planning conferences, the Michigan Conference, which in 1931 celebrated its first birthday. Michigan joins New York, California, Colorado, North Dakota, Kentucky and New Jersey in the legislative trend to an official status for the master plan and a suspensive veto for the planning commission. Experience has very definitely shown that merely advisory commissions with vague functions are little appreciated and little used by other municipal departments.

By January 1, 1932, thirty-two states had enacted basic city planning laws, eleven of which have been passed since 1927 and were influenced by the Standard Planning Act.

The yearly appropriation received by planning commissions is good evidence of the place that they have in the municipal scheme. Some cities which are effectively carrying out planning programs make no separate appropriations, the planning commission being considered a division of the public works department or of the city engineer's office. In the 93 cities with a population of over 100,000, 40 have made specific appropriations for the planning commission's work of from \$5,000 upward. These amounts are for continuing administrative work. They do not include other amounts appropriated for specific planning projects like the making of a topographical survey, or of a master plan, or the drafting of a zoning ordinance.—*Planning Broadcasts*, February, 1932.

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

Conducted by FLAVEL SHURTLEFF, Secretary

NATIONAL CONFERENCE ON CITY PLANNING LOS ANGELES, JUNE 13-16, 1932

At the suggestion of the Los Angeles Committee, the Directors will try a departure from the usual Conference program. The informal roundtables, which have become so popular a feature of the Conference, will be continued. The formal sessions, with ample opportunity for questions and discussion, will be held only in the morning, but there will be at least three luncheon sessions and one or two dinner sessions at which the presentation and discussion of subjects will be somewhat less technical.

Inspection tours are planned for the afternoons to Palos Verdes, Beverly Hills, and other planned communities, to Los Angeles Harbor and Long Beach, and to Glendale, Hollywood, and Pasadena.

CONFERENCE SUBJECTS

AT THE FORMAL SESSIONS

Methods of Making Planning Work More Effective
Community Life Fifty Years Hence
Planning in Relation to Taxation and Finance
Practices and Trends in Zoning, as Indicated by Recent Court Decisions

AT THE LUNCHEONS

State and County Planning
Progress in Highway Planning
City Planning in California

AT THE ROUNDTABLES

Questions of Planning Law and Administration
Planning Programs and Planning Accomplishments in Smaller Cities
Problems of Zoning and of Zoning Administration

SPEAKERS

Mr. Harland Bartholomew will give the President's address at the dinner session on Monday evening, and will speak on the subject "Can American Cities be Organized to Prevent Economic Disintegration?"

Other speakers, who have definitely accepted, are: Messrs. Alfred Bettman, Vice President of the Conference, and Chairman of the Cincinnati City Planning Commission; Harold S. Buttenheim, Editor of *The American City*;

George McAneny, former President of the Borough of Manhattan, now Director of the New York Regional Plan Association; Colonel Carey H. Brown, Executive Director, Rochester Civic Improvement Association; Carlos Contreras, Architect, and leader in the planning movement in Mexico; John Nolen, City Planner, and former President of the Conference; Myron D. Downs, Engineer and Secretary of the Cincinnati City Planning Commission and the Hamilton County Regional Planning Commission, Ohio.

Speakers who have conditionally accepted, or who are still considering the invitation, are: Messrs. C. A. Dykstra, City Manager of Cincinnati; Marion K. McKay, Professor of Economics, University of Pittsburgh; Louis Brownlow, Director, Public Administration Clearing House, Chicago; James S. Dean, City Manager of Sacramento; John A. Laing, Attorney and Chairman of the Portland, Ore., City Planning Commission; Jacob L. Crane, Jr., Planning Consultant, Chicago.

FEBRUARY INSTITUTE MEETING

Thirty-five members of the American City Planning Institute, at the February meeting in New York, heard a challenging paper by President Bigger on "Planning and the Scientific Attitude of Mind." What is this thing called planning, and what is this group called the Planning Institute? These questions were variously answered before the afternoon session was over. There was agreement that the Institute might properly organize a complete program of research in city and regional planning, but that institutes of research and universities were much better equipped to make the studies.

PLANNING REPORTS

There is record of a printed planning report in 335 cities of the United States. Sixty of these reports were made before 1916. Many of these plans have been either discarded entirely or have been supplemented by more comprehensive reports in one or more fields of city planning. Even in the plans which have been produced since 1916 there is a great difference in the thoroughness of the basic data and consequently in the completeness of the final plan. It is estimated that about 100 plans would probably serve as master plans as defined by recent planning legislation.

One of the most essential considerations in a modern planning program is the relative importance of the projects that are commended for execution. Some of the most recent planning reports have grouped the proposals into five-year periods and outlined a financial program for their accomplishment. There should be increasing emphasis on the necessity of a financial as well as physical program. This is another lesson of the times.—FLAVEL SHURTLEFF in *Planning Broadcasts*, February, 1932.

BOOK REVIEWS & LISTS

Conducted by THEODORA KIMBALL HUBBARD

PLANNING PROBLEMS OF TOWN, CITY AND REGION: Papers and Discussions at the Twenty-third National Conference on City Planning, held at Rochester, N. Y., June 22 to 24, 1931. Philadelphia, Published for the Conference by Wm. F. Fell Co., 1931. 228 pages. Plates. 9¼ x 6 inches. Price \$3.00.

This volume of Conference Proceedings is thoroughly worth while. The reviewer, who was unable to attend the meetings, has read the book from cover to cover, and commends it not only to others who did not have the privilege of hearing the papers given at Rochester but also to those who did, for further thoughtful consideration of the many constructive points of view expressed.

The President's address is referred to on page 104 of this issue. The discussion by Mr. Whitten and others of methods in "expressway" development to prevent the blighting of adjacent residential areas is particularly awakening. Among the several sensible papers on financing city plan projects by special assessments, Mr. Godward's account of successful experience in Minneapolis tells us more facts than have been previously available, and these are reinforced by several valuable "before and after" photographs.

Appropriately Mr. Bettman discusses Master Plans and Official Maps, since Rochester had shortly before the Conference "taken an unprecedentedly forward step by preparing . . . a complete major thoroughfare plan with the definite location of the lines of all the streets covered by the plan . . . adopting this complete official map with the full legal status given to it by the New York law." The group of papers on Rochester planning justifies the leading position long accorded that city for actual achievement. Since to local planning work has recently been added Monroe County's effort, the section of the program devoted to county planning also had particular appropriateness for Conference hosts as well as guests.

Other papers clustering about the foregoing subjects and others devoted to mass transportation, zoning problems, architectural guidance of building in cities, and planning programs for smaller communities, all combine to make this 1931 volume really helpful to planning commissions and to civic leaders who wish to convince others that city planning in this country to-day is alive and fruitful.

T. K. H.

THE BETTER HOMES MANUAL. Edited by BLANCHE HALBERT. Chicago, University of Chicago Press, 1931. 781 pages. Illus., plans, diagrams. $8\frac{1}{2} \times 5\frac{1}{2}$ inches. (The University of Chicago Home Economics Series.) Price \$3.00.

This valuable book is sponsored by the organization known as "Better Homes in America," which began an active educational campaign in 1922 and was formally organized in 1924 with Dr. James Ford as Director and with Washington as its national headquarters. The Editor of the Manual, Miss Halbert, Research Director of the organization, has accomplished a difficult task in the selection and compilation of a tremendous mass of material which, even after editing, reaches nearly eight hundred pages of small type.

Mr. Veiller's denomination of the book as an "Omnibus" of better homes is entirely correct. There is an astonishing range and variety of information, well organized, easy to read, from which the prospective or present home owner can determine what financial obligations he undertakes when he buys a home on a down payment, or what considerations enter into the choice of desirable site and locality, or what essential elements of house design and construction must be considered, or what interior details of furnishings and fittings he may choose, or what arrangement of his grounds will give him the most use and satisfaction,—in other words, he can look up anything from second mortgages to re-upholstering an old sofa.

In addition to the chapters specifically relating to what might be called the home unit, there are extensive sections under the title "Progress in Improving Housing Conditions," together with a directory of national official and unofficial organizations engaged in housing and home-improvement work. This last third of the volume thus covers outstanding housing problems and methods of improving housing conditions through city planning and zoning, through legislation, and through constructed demonstrations such as Marie-mont or Radburn.

Scattered through the text are a reasonable number of illustrations, each doing good service, and helping to break up the long runs of closely printed pages, but the book is in no sense a picture-book,—it is rather a Manual in the thorough German connotation.

Very few of the articles which make up the book were written especially for it; practically the entire manuscript was made up of judicious selections from the published writings of special writers or well-known authorities on the subjects treated, which are in each case credited to the pamphlet, periodical, book, or report from which the editor has adapted the text. At the conclusion of each chapter there is an editorial summary followed by reading references; and these features, considering the encyclopedic scope of the undertaking, naturally vary in merit,—just as, of course, certain articles of the text are better or are better written than certain others.

On the whole, however, the book is extraordinarily successful in presenting, for popular use or for the information of civic leaders, what factors—big and little—are to be considered in improving home environment, and just how certain improvements can become an integral part of an immediate program, even if other more basic developments must wait for action arising from civic and social movements as yet only partly organized. T. K. H.

RECENT TRENDS IN AMERICAN HOUSING. By EDITH ELMER WOOD. New York, The Macmillan Company, 1931. 317 pages. Illus. 8 x 5½ inches. Price \$3.00.

This book is a frank statement of the author's opinion of housing conditions in the United States and her recommendations for improving the environment of the lowest third of our population. And we need a frank book. In spite of improvements brought about by planning and zoning, and by housing demonstrations in either suburban neighborhoods or closely-built urban areas, we still have millions of people in our country living under conditions which damage health, morals, citizenship, and happiness.

Mrs. Wood intends this book as a continuation of her earlier *Housing of the Unskilled Wage Earner* which summarized evils and remedies to 1917. Thus the first sixty pages of the present volume are devoted to a review of those earlier conditions and the relation of the present situation to supply and demand.

A chapter on the housing for war workers undertaken by the Government of the United States in 1917-18 begins the analysis of recent trends, followed by discussion of rent restriction and tax exemption as emergency measures to reduce the ensuing housing shortage. Tenement-house and housing codes are appraised, and the contribution of zoning and city and regional planning are set forth, as well as certain conspicuous failures of those concerned in these fields to include housing problems to a degree commensurate with their importance. Satellite "garden cities" and new towns are shown to be admirable in purpose but largely failing to reach any of those below the white-collar class. Coöperative housing enterprises such as the Amalgamated Housing Corporation in New York are analyzed as to successful and unsuccessful elements.

The latter part of the book deals specifically with the financial and administrative problems of home building and housing. Mrs. Wood sees no sound argument against housing by public authorities in the United States to more or less the same degree as the successful governmental enterprises in Great Britain, Germany, and Holland. She sounds a clarion call for American slum clearance and the investment of the money now wasted by loss of health, life, and character in the construction of homes instead of courts, jails, and reform schools necessitated by the type of citizen arising from the nine million worst homes in the land of freedom. T. K. H.

LIST OF PLAN REPORTS IN THE UNITED STATES, 1931

Compiled in the Library of the
Schools of Landscape Architecture and City Planning at Harvard University

By KATHERINE McNAMARA, Librarian

- BERKS-READING REGION, PA.** NOLEN, JOHN. Planning and achieving economies: the Berks-Reading region. 1931. Illustrated folder. (Prepared for the Community Council of Berks County.)
- BROOKLINE, MASS.** PLANNING BOARD. The improvement of Boylston Street: report to the Selectmen of the town of Brookline by the Planning Board, and report to the Planning Board by Robert Whitten, consultant. Report dated Dec. 28, 1931. Boston, Chapple Publishing Co., 1932. 26 p. plans (folded), cross sections.
- CHESTER COUNTY, PA.** FOREST PARK ASSOCIATION AND PLANNING COUNCIL. A plan for a great American county. West Chester, Pa., [1931.] 8 p. photos.
- CHICAGO, ILL., AND REGION.** CHICAGO REGIONAL PLANNING ASSOCIATION. COMMITTEE ON SUBDIVISION PLATS AND ZONING. Business frontage and its relation to population in the region of Chicago. November, 1931. 4 p. multigraphed. charts, table.
- . ———. A charted summary of zoning ordinances in the region of Chicago. May, 1931. 4 p. multigraphed. table.
- CINCINNATI, OHIO.** See **HAMILTON COUNTY, OHIO.**
- DISTRICT OF COLUMBIA.** See **WASHINGTON, D. C., AND NATIONAL CAPITAL REGION.**
- GLENVILLE, N. Y.** See **SCOTIA AND GLENVILLE, N. Y.**
- HAMILTON COUNTY, OHIO.** REGIONAL PLANNING COMMISSION. Initial report. 1931. 31 p. photos., plans (part folded and colored), cross sections. (Prepared by Myron Day Downs, engineer, and Ladislas Segoe, consultant.)
- JACKSONVILLE, FLA.** SIMONS, GEORGE W., JR. The comprehensive city plan of Jacksonville, Fla. February, 1931. 130 p. photos., maps and plan (part folded, one colored), diagrams. (Prepared at the direction of the City Commission of the City of Jacksonville under the guidance and supervision of the City Planning Advisory Board.)
- KANSAS CITY, MO.** CIVIC IMPROVEMENT COMMITTEE. A 10-year plan for public improvement in Kansas City. [1931.] 57 p. maps (folded), charts (folded), tables.
- LEXINGTON, KY., AND REGION.** CITY PLANNING AND ZONING COMMISSION. Comprehensive plan for Lexington and its environs. 1931. 170 p. photos., maps and plans (part folded), diagrams, tables. (L. Segoe, consulting engineer and city planner.)

- LOS ANGELES, CAL.** BOARD OF CITY PLANNING COMMISSIONERS. Annual report, July, 1930-June, 1931. 27 p. photos., maps, plans, perspectives, diagrams, tables.
- LOS ANGELES COUNTY, CAL.** REGIONAL PLANNING COMMISSION. A comprehensive report on the regional plan of highways. Section 4: Long Beach-Redondo Area. 1931. 206 p. photos., maps and plans (part folded, part colored), perspectives, diagrams, charts, tables.
- MELROSE, MASS.** PLANNING BOARD. Collaborative plan of Melrose. 1930. 52 p. photos., maps (part folded), plan charts (one folded).
- MERCER COUNTY, N. J.** PLANNING COMMISSION. A master plan for Mercer County, N. J. Trenton, N. J., Jan. 1, 1931. 110 p. photos., maps and plans (part folded and colored), cross sections, tables. (Russell Van Nest Black, consultant.)
- MINNEAPOLIS, MINN.** CITY PLANNING COMMISSION. Annual reports: presenting a condensed report on the activities of the City Planning Commission from January 1, 1925 to January 1, 1932. 100 p. mimeographed. photos., maps and plans, charts, tables.
- MONROE COUNTY, N. Y.** REGIONAL PLANNING BOARD. Regional planning in Monroe County, N. Y.: Reprints of a series of articles published in the *Democrat Chronicle*. Rochester, 1931. 23 p.
- . ————. Third annual report, from January 1 to December 31, 1931. 31 p. photos., maps and plans (part folded and part colored).
- MONTCLAIR, N. J.** TOWN PLANNING BOARD. Progress report, December, 1931. 55 p. photos., maps and plans (part folded and part colored), perspective, diagram. (Prepared by Harold M. Lewis, consulting engineer; Bernard B. Eddy, assistant planning engineer.)
- NEW JERSEY.** BOARD OF CONSERVATION AND DEVELOPMENT. Program for state ownership of park and forest land in New Jersey. Trenton, March 2, 1931. 28 p. folded map, tables.
- . ————. MEADOW RECLAMATION COMMISSION. Report. Trenton, 1930. 76 p. + folded and colored maps and plans.
- NEW YORK CITY AND METROPOLITAN REGION.** PORT OF NEW YORK AUTHORITY. Fourth progress report on Hudson River Bridge at New York between Fort Washington and Fort Lee. March, 1931. 35 p. photos., plans, elevation, chart, tables (part folded).
- . ————. Second progress report on Kill Van Kull Bridge between Bayonne, N. J., and Port Richmond, Staten Island, N. Y. March, 1931. 27 p. photos., plan, elevation, chart, tables (folded).

- . REGIONAL PLAN OF NEW YORK AND ITS ENVIRONS. The graphic regional plan. Volume II: The building of the city, by Thomas Adams, assisted by Harold M. Lewis and Lawrence M. Orton. 1931. 600 p. photos., maps, plans, perspectives, cross sections, diagrams, charts, tables (part colored).
- . *See also* **WESTCHESTER COUNTY, N. Y.**
- OKLAHOMA CITY, OKLA.** CITY PLANNING COMMISSION. The city plan for Oklahoma City: report of the City Planning Commission, 1930. 1931. 84 p. photos., maps and plans (part folded), sections, diagrams, charts. (Prepared by Hare & Hare, city planning consultants.)
- PHILADELPHIA, PA.** MITTEN MANAGEMENT, INC. Philadelphia traffic survey. Report No. 7: South Philadelphia. May, 1931. 23 p. plans (part folded, part colored).
- READING, PA., AND REGION.** *See* **BERKS-READING REGION, PA.**
- ROCHESTER, N. Y.** *See* **MONROE COUNTY, N. Y.**
- ST. LOUIS, MO.** TRANSPORTATION SURVEY COMMISSION. Report submitted to the Board of Aldermen, July, 1930. 1930. 226 p. photos., maps and plans (part folded and colored), diagrams, charts, tables (part folded). (Kelker, DeLeuw and Company, consultants.)
- SANTA BARBARA COUNTY, CAL.** PLANNING COMMISSION. Progress report, 1931. Santa Barbara, 1931. 47 p. mimeographed. (Not available for general distribution.)
- SCOTIA AND GLENVILLE, N. Y.** SCOTIA, N. Y., VILLAGE PLANNING BOARD AND ZONING COMMISSION. A report on the plan for the future development of Scotia and surrounding territory. Prepared in coöperation with the Town of Glenville Planning Board and Zoning Commission. 1931. 45 p. photos., maps and plans (part folded), cross sections. (R. H. Randall & Co., consultants.)
- TRENTON, N. J.** *See* **MERCER COUNTY, N. J.**
- WASHINGTON, D. C., AND NATIONAL CAPITAL REGION.** NATIONAL CAPITAL PARK AND PLANNING COMMISSION. Annual report for the fiscal year ended June 30, 1931. Washington, Government Printing Office, 1931. 97 p. photos., maps and plans (part folded).
- WESTCHESTER COUNTY, N. Y.** PARK COMMISSION. Report to the Board of Supervisors of the County of Westchester, State of New York, Apr. 30, 1931. 119 p. photos., map (folded and colored), perspective, charts, tables.
- YONKERS, N. Y.** CITY PLANNING COMMISSION. Progress report, 1931. 138 p. photos., maps and plans, perspectives, charts, diagrams, tables.
- YOUNGSTOWN, OHIO.** CITY PLANNING COMMISSION. A ten-year budget of city improvements for Youngstown, Ohio. January, 1931. 29 p. maps and plans (part folded and colored), tables.

BACK NUMBERS OF CITY PLANNING

For ready reference, CITY PLANNING has grouped certain of its back numbers according to valuable articles on kindred subjects. These sets, providing for old subscribers duplicate copies of helpful material, and furnishing valuable information on special subjects, are obtainable in the following sets as long as the supply lasts:

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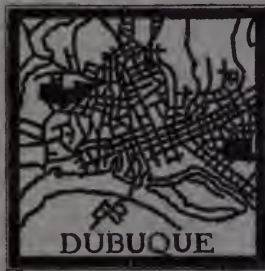
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CITY OF DUBUQUE IOWA REGIONAL PLAN



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DUBUQUE PLANS ANEW

By JOHN NOLEN and JUSTIN R. HARTZOG
City Planners, Cambridge, Massachusetts

DUBUQUE, Iowa, is approaching her first centennial. Founded in 1833 on the banks of the Mississippi River, named after an intrepid adventurer and trader,—Julien Dubuque,—planned by the federal government, made virile and strong in her struggles with the Indians, the forests, and the river, Dubuque has become a world leader in certain woodworking industries, and an educational and agricultural center.

The old town developed on the flat lands abutting a broad bend of the river, an area enclosed on three sides by limestone bluffs pierced by ravines through which the early trails and later the highways extended out of the town. To-day, the twelve square miles of the city extend for six and one-half miles along the river. The bluffs, giving an air of picturesqueness and beauty to the locality, have produced problems and ingenious solutions, for as the inevitable expansion of the old town took place, many of the residents located their new homes on the upper levels, necessitating new streets and funicular railways. Unfortunately, this movement to new residential sites carried with it the tendency to implant the rectangular layout of the old town of the river bank upon the irregular topography of the plateau. As a result, this area has many steep streets, bad intersections, poorly planned lots, utility difficulties, and so on.

As in many communities, the early urge for civic improvement in Dubuque was expressed in the desire for parks. The provision

for open spaces in the early government plan was limited to two small parks, each only one block in area. A prominent citizen, Judge Shiras, awakened the public to the recreational values of the commanding bluff on the north side of the community, and through his earnest and persistent effort the area now known as Eagle Point Park was acquired by the City. To this day the name "Shiras" stands as a symbol of achievement. Other expressions of civic consciousness and ability came to light from time to time, other parks were added, and reclamation and sanitary measures were initiated, but they were largely the result of the enthusiasm of individuals rather than of the citizens at large. As a consequence, the City has progressed far in some fields and lagged in others.

In 1930 the City decided officially to attack the problem of civic improvement on a comprehensive basis and assigned this task to the Planning and Zoning Commission, organized under the state laws of 1927. This Commission of seven members recognized that only through the preparation of a city plan could they reach adequate solutions and secure the necessary coördination to promote the interests of the city as a whole. Funds for this purpose were provided by an appropriation from the municipal treasury, and an organized planning program, including the following lines of investigation and study, was undertaken:

Population growth and trends	Transportation facilities
Thoroughfares and streets	Industrial requirements
Parks and parkways	Housing
Recreation facilities	Civic esthetics
Public schools	Public conveniences and amenities
Public buildings	Land subdivision
Business districts	Zoning

A factual survey was inaugurated in 1930 to determine the resources and the outstanding accomplishments and requirements of the city, and all agencies responded heartily to the inquiries which sought to bring out the facts. From this point the planning studies were undertaken. Coincident with the city survey a somewhat similar investigation was made in the ninety square miles of surrounding regional territory. This procedure was valuable, for at the same time that remedial measures were being conceived for

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the revamping of the city proper, preventive steps were being developed for the regional area, to forestall the repetition of the costly errors of unplanned growth in the environs. As a means of controlling the sporadic growth which springs up immediately outside the city boundaries, the portion of the regional area extending for one mile beyond the municipal limits was included in the city plan.

THOROUGHFARES

Fundamental to the convenience and safety of any community is a well designed, properly constructed, and well maintained system of streets. The federal plan of 1833 had a gridiron of streets generally 64 feet in width, with blocks 220 feet by 256 feet, their long dimension extending in a northerly direction. The river afforded the primary mode of transportation in those days, so that it is not surprising that the widest street (86 feet) extended directly back from the river bank. This street is now terminated by the Cathedral.

The topography, defining narrow limits in which the necessary radial and circumferential thoroughfares may be located, has produced difficult highway planning problems. Each of the radials (eight in number) is an important approach, and a determined effort is being made not only to develop these as direct channels to the city but to have them reflect in their roadsides the character of the city as a whole. In this respect, the approaches from the east by the bridges over the Mississippi River have received particular attention. By-passes and parallel thoroughfares, auxiliaries to the radials, will facilitate the smooth flow of traffic and prevent unnecessary traffic infiltration into residential districts.

Grade crossing eliminations on the radials are important proposals. The separation of grades on the Illinois highway approach from the east over the eight tracks of three trunk-line railroads is the initial project, employing a viaduct for the purpose. This is a feasible solution because the railroad rights of way are in general confined by the topography to a single zone through the city. The state law makes provision for grade separation not more frequently than every third street, where joint financial action is proposed between the Railroad and the City.

Three circumferential thoroughfares, 110 feet in width, are proposed, the outer route being to a large extent a scenic parkway. Fortunately, much of the necessary right of way lies in undeveloped areas and is relatively easy to acquire.

FACILITIES FOR RECREATION

As we have said before, one of the outstanding features of Dubuque is the line of bluffs which marks the transition from the down-town section to the plateau above, a conformation similar to the upper and lower levels of Quebec. The plan proposes that these bluffs be acquired by the City to protect and preserve their natural beauty. In order to reserve these park areas primarily for the use of pedestrians, only such roadways as are necessary for access to adjoining property will be provided.

Neighborhood parks and playgrounds, distributed geographically to serve the population needs, are recommended. Coördination of playgrounds and school grounds, existing and proposed, has been suggested where mutual benefits may be enjoyed. In such instances a minimum of four acres is acceptable but in most cases six acres are recommended. On the basis of rendering the best service, baseball fields, children's playgrounds, swimming pools, tennis courts, and athletic fields have been located either as neighborhood recreational centers or as special individual activities. A municipal golf course has been suggested at a strategic point in relation to population distribution and the circulation system.

In addition to these intensive sport areas, four regional park reservations which would perpetuate natural conditions and offer pleasant surroundings for family gatherings, reunions, and all-day outings of clubs and societies are proposed. These parks range in area up to several hundred acres, each serving a geographical sector of the city and region.

The stream valleys still retain much of their natural charm, and are important in the drainage of the back country. To protect these watercourses and to form pleasant connections between the city and the park reservations, a number of the most attractive stream valleys have been incorporated as parkways in the recreational system. Considerable variety in their development is pro-

posed. In some instances the routes are necessary and desirable for the use of vehicles, but where practicable, selected valley routes are reserved strictly for walking and hiking and are termed "trailways." In this latter type only vehicles connected with maintenance are to be permitted. By this means it is hoped to provide places where pedestrians may be assured complete freedom from vehicular traffic. Parkway widths vary from five hundred feet to one-half mile. The parkway system is carried into the city not only through the bluff reservations but along streets receiving special care in tree planting and maintenance.

RIVERFRONT

The riverfront has always been an important factor in Dubuque. Recreation, industry, commerce, and residence have been allocated definite frontage, although most of the waterfront within the city is naturally devoted to commercial and industrial uses. The riverfront is under the jurisdiction of a Dock Commission of three members which has already constructed modern river terminal facilities costing \$350,000. Ham's Island, containing some seven hundred acres, is an industrial area of great potentiality, having the river on the east side, and on the west, the Peosta Channel which it is proposed to widen and to deepen to nine feet, the authorized depth of channel for the river. The improved Peosta Channel will bring water transportation service close to the present industrial section of the city. Direct railroad connections from this section to all trunk lines are already provided, and two hundred twenty-five acres of Ham's Island, located approximately one and one-half miles from the post office and from connecting railroad lines, are reserved as a site for an airport. The industrial section is well located in relation to the rest of the city, for the prevailing winds from the west and northwest carry smoke down the river away from the city.

To provide public access to the river, municipal reservations of frontage have been recommended at the foot of all streets. Reservations for recreation and for civic embellishment have been made at the entrances to the Peosta Channel, along the river at Eagle Point Park, at Julien Dubuque's grave, and at the Dubuque approach to a new interstate bridge to Illinois.

PUBLIC BUILDINGS

An Administrative Center has been proposed and is already under way with the preparation for the construction of the new Federal Building. This center is located adjacent to the down-town business district, utilizes one of the original park blocks as coördinating open space, and includes sites for a City Hall and a Court



Dubuque High School, Nucleus of Proposed Educational Center

House and Auditorium, in addition to the Federal Building. Provision is made for ample vehicular parking for both employees and the public.

Another group is the proposed Educational Center upon the plateau. On this site, commanding views to the north and east, would be situated the new Library and Art Gallery, with the present High School as a nucleus, while close by are Columbia College, the University of Dubuque, and Wartburg Seminary. The location is central to potential residential areas and is linked with the parkway system.

LAND USES AND ZONING

Careful consideration of future uses of land has led to the preparation of subdivision regulations and a zoning plan and ordinance, including use, height, and area provisions.

A large percentage of the people of Dubuque live in single-family houses which they own. The next largest group lives in two-family houses. These uses have been encouraged in the zoning



Mississippi River from Eagle Point Park

plan as outstanding characteristics of the community. Local business centers have been allocated for the convenience of people living in the residential zones and to restrict "shoe-string" development, and special regulations have been suggested to secure better vehicular parking in these districts. The central business district is not extensive, much of the down-town area being classified as "light industry," to permit a wider range of use. "Heavy industry" includes most of the area between the railroads and the river.

The city and regional plans and the report, accompanied by auxiliary plans for major streets and highways, the park and

recreation system, and public buildings and grounds, were presented to the Planning and Zoning Commission on March 22, 1932. The report contains a "Follow-up Program" for the accomplishment of the planning projects. To bring about this desired result, it recommends definite action along five important lines: (1) planning as a permanent municipal activity; (2) financing; (3) administration; (4) publicity; (5) construction.

Experience has shown that results which are commensurate with the energy, thought, and funds expended in the planning cannot be obtained unless the above activities are coordinated. The action required to effect this coordination in any city is the responsibility and duty of all its citizens. The application of the plan is a function of the city government for not only next year, or the next five years, but for the next twenty years or more. The results of each year should be measured, not necessarily by the expenditure of funds, but by the consistency with which the improvements are executed and coordinated in the accomplishment of the plan.

LEADERSHIP

He is the best leader who most fully understands the nature of things, so that his plans are not doomed to ultimate failure; who possesses an active, far-ranging imagination which can see many possibilities; who has a sense of values, so that among possibilities he is able to choose the most excellent; who has a sense of order, to give form, design, and program to the values and purposes he selects; who has practical sense and judgment, and so uses the most feasible means to accomplish his ends; and who has the energy and enthusiasm to carry his plans persistently toward fruition.

All these qualities are susceptible to increase, discipline, and refinement by education.

Dr. ARTHUR E. MORGAN,
President, Antioch College.

INDUSTRIAL DECENTRALIZATION

By TRACY E. THOMPSON
Industrial Analyst, Bureau of the Census
United States Department of Commerce

THE formulation of a sound regional industrial plan requires a comprehensive knowledge of the tangible and intangible factors which determine the location of manufacturing establishments. There is no unanimity of opinion on the fundamental question of whether national maturity results in geographical specialization and concentration of industry or, on the contrary, in regional self-sufficiency and industrial decentralization. Nor is it generally clear to what extent industry follows underlying economic "laws" of location which transcend in importance the wishes of local planning boards. More practically, location engineers are frequently bothered by the proper weight to assign to intangible factors in deciding between various possible locations for an industry. Such are a few of the uncertainties which confront those who attempt to determine the economic and social patterns of geographic areas.

The Committee on Industrial Decentralization of the recent President's Conference on Home Building and Home Ownership undertook a study of industrial movements in selected areas, based upon figures furnished by the Bureau of the Census. Satisfactory data in this field are not abundant, for most of the available industrial statistics afford only net or balance-sheet glimpses of industry at given intervals and fail to record the intervening gross changes. For example, we learn that a certain state now has 1100 manufacturing plants, while ten years ago it had but 1000. Whether 100 new plants were organized during the decade, or whether 500 plants closed down and 600 new ones replaced them, or whether the increase was due to the entry of 100 plants from neighboring states, we do not know. It is through the observation and study of the multitudes of additions and subtractions that occur over long periods that we may most surely be able to determine the processes of industrial growth and decline.

The net industrial changes which occurred in New Jersey and Michigan over the last decade and the gross adjustments of the years 1928-29 supplied the facts for the Committee's study. Examination of the records of 15,074 manufacturing plants brought to light data for 2459 establishments which either moved from one city to another, or began operations, or closed down in 1928 or 1929. If the changes which occurred in these two states are typical, four per cent of the factory workers of the country are employed in plants which during a two-year period are either newly established or are moved from one city to another. In addition there is a large but indeterminable number of wage earners thrown out of employment each two-year period by the temporary or permanent closing down of factories. Were this four per cent rate to persist generally in the nation during a decade, every fifth wage-earner job in industry would be either in a new establishment or in one which had shifted its position from one locality to another during the period. It is possible, however, that further investigation will disclose that more industrial adjustment and change occurred in these two states than took place on the average and that the two years studied were years of unusual plant mobility.

Industry in New Jersey displayed some tendency toward decentralization between 1919 and 1929, not so much in shifts from populous to sparsely peopled counties as from the larger industrial centers to suburban areas or small urban places surrounding the larger centers.

The new plants established in the state in 1928-29 brought the greatest percentage gain to cities with populations of from 25,000 to 50,000. Cities from 50,000 to 100,000 and from 10,000 to 25,000 fared almost as well. Intra-state relocations of concerns netted the greatest gains to cities with populations of from 25,000 to 50,000. Most of the plants moving into New Jersey from other states came to cities smaller than those which they had left.

The Michigan situation was somewhat different. There, a gain of eleven per cent occurred from 1919 to 1929 in total factory wage-jobs, although such positions for the country as a whole fell off about two per cent in the post-war decade. Over the ten-year period, census records for Michigan show concentration of manu-

factures in large urban areas, four of the six counties with the largest population (three of them prominent in motor manufacture) having increased their proportions of the total factory jobs of the state by comfortable margins. The distribution by some of the motor manufacturers of car-assembling operations among many geographically scattered plants prevented what might have been even greater concentration in the motor-manufacturing area of Michigan. The changes occurring in 1928-29, however, indicated some commencement of decentralization, the new and relocated plants having contributed pronounced gains to smaller centers.

In neither state were the new or relocated plants confined to one or two industries or to small, insignificant plants. In fact, fourteen of the sixteen industry groups recognized by the Census Bureau were represented among the new factories of New Jersey, and fifteen, among those of Michigan.

While the amount of industrial change seemed large, it was, however, not enough to alter materially the pattern of industry in either state. Longer periods of time would probably be required to effect any pronounced change in the location of manufactures. Industrial establishments as a rule do not move readily even though their managements may realize they are uneconomically situated. After the roots of an organization have extended deeply into the soil of a given area, the hazards of relocation are not usually faced hurriedly. As a result, the records disclose cases of deserted plants which undoubtedly remained too long in poor locations.

PLANNING AND ZONING INDISPENSABLE

City planning and regional planning have long been subjects of study and encouragement by many, for it is clear that they are indispensable to the orderly development of our community life, and essential to the health, comfort, convenience, and economic stability of the men, women, and children who live in our urban regions.

Zoning and city planning save waste, reduce ultimate costs, and add attractiveness and other social values to stable investment values for home owners.

HERBERT HOOVER.

CONTROL OF ROADSIDE DEVELOPMENT THROUGH STATE AND COUNTY HIGHWAY PLANNING

By ROBERT WHITTEN
Planning Consultant, New York City

THE motor age is directly responsible for the blighting of the countryside. Filling stations, repair shops, lunch stands, tourist camps, summer colonies, billboards, and sporadic and sprawling urban developments are playing havoc with the charm and beauty of many of our country highways.

The natural beauty of the rural road is a priceless community and national asset that should be preserved and cherished. An attractive countryside has a recreational value to those who travel along the highway, equal or in many cases superior to that of a parkway built at great public expense.

Moreover, the present unregulated and disorderly roadside development is destructive of property values and is a serious handicap to the safe and efficient use of the highway. By control of the development along the rural highway, traffic dangers and unnecessary interruptions can be avoided, the natural park-like character of the highway preserved, and the appropriate and orderly use of adjacent property promoted and its value protected.

The motor age has also created the need for the modern highway or expressway. The type and volume of present-day traffic require different highway facilities from those adequate and suitable in former days. It is now recognized that every large metropolitan community needs a limited number of expressways and parkways, and that these are necessary not only to prevent congestion and the slowing down of the business and life of the community but also to prevent the blighting of residential sections.

Many state and county highways constructed during the past ten years have gradually become less and less adequate for the purposes of motor travel because of the uncontrolled development of the highway frontages. Clusters of filling stations and other

A paper read at the Spring Conference of the Westchester County Planning Federation at White Plains, N. Y., March 30, 1932.

business uses have created bottle-necks for through traffic. The subdivision of adjacent lands, the opening of numerous intersecting streets, and the creation of blind corners by building operations have tended to give the former open highway the characteristics and disadvantages of a narrow village street.

In some instances, a by-pass highway has been constructed around a community with a view to avoiding the slowing down of traffic incident to a built-up city street. In a few years, however, "shoe-string" building development along the new route has created the same undesirable traffic conditions which the by-pass was intended to avoid.

The enormous expenditures that are being made for state and county highways cannot be justified unless these investments are protected by some continuing control of the uses of the abutting land. Some way should be found to give state and county highway planning authorities power to regulate the location of entering streets and driveways; to establish set-back or front-yard lines; to segregate and regulate filling stations, garages, lunch stands, outdoor advertising signs, and other uses of property; to regulate the subdivision of land; and generally to promote an appropriate, orderly, and coördinated development of lands along or adjacent to such highways.

Local planning needs to be supplemented by county and state planning. There should be a state planning commission and also county planning commissions. The function of a state planning commission should be to prepare or coördinate plans for the physical development of the state in so far as such development may be appropriately directed or influenced by state agency. The state planning commission should prepare plans for a complete system of state highways, expressways, parkways, parks, airways, and water-supply and forest reservations.

Similarly, it should be the function of a county planning commission to prepare and coördinate plans for the physical development of the county in so far as such development may be directed or influenced by county agency. The county planning commission should prepare a complete plan of county highways, parkways, parks, and reservations.



Courtesy of the Vermont Secretary of State's Office

**RECREATIONAL VALUES IN AN ATTRACTIVE COUNTRYSIDE,
WOODBURY, VERMONT**

Photograph by Chandler

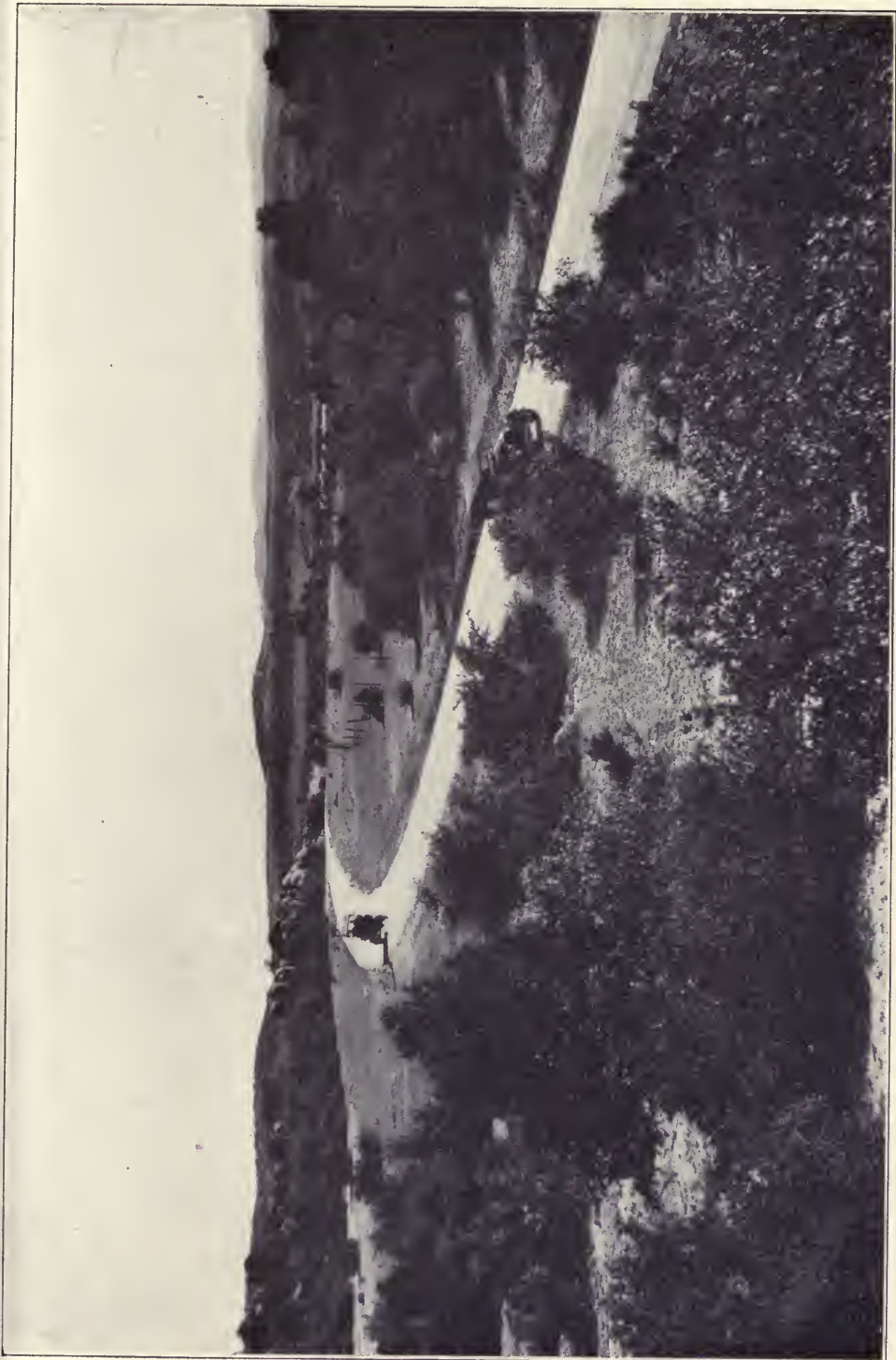
Both the state and county commissions should have power to lay down the lines of existing and proposed highways and to prevent the erection of buildings within these lines. It is more essential for the state and the county to have this power to prevent buildings within the lines of a mapped highway than for villages and towns to have it. The state and county highways comprise most of the major-highway mileage. Authorities responsible for the planning of these highways should be given adequate power both to plan and to preserve the integrity of the plan.

In preparing a plan and ordinance for the control of development along county or state highways, the county or state planning commission might proceed somewhat as follows.

It would go far enough with its general planning surveys to prepare, with the coöperation of the highway department, a comprehensive highway plan. This would include a complete system of major highways, expressways, and parkways, both existing and proposed.

The desired widths and cross-sections of the various highways would be determined, and their treatment at intersections studied. A map would be prepared, showing existing buildings, uses, and conditions along each highway, followed by maps and regulations prepared for submission to the legislative body and providing an orderly segregation and arrangement of buildings and uses along the highways. The maps would carefully delimit the areas in which business uses would be permitted and would fix appropriate building set-back or front-yard lines. The regulations would reasonably restrict the number or location of side roads and private driveways entering the central roadway. They would be particularly directed so to control the close building-up of the occasional small centers of business or residence that they would not become bottle-necks for through traffic.

Perhaps it would be desirable to prepare and file maps showing set-back or front-yard lines along all the highways shown on the plan. Such building lines might be established for the purpose of keeping buildings back from the noise, fumes, and dust of the central roadway; of affording better access of light and air; of facilitating access to the buildings without inconvenience or danger



Courtesy of the Phoenix Chamber of Commerce

AN ARIZONA HIGHWAY BETWEEN PHOENIX AND WICKENBURG

to the use of the highway; of preserving the attractiveness of the highway; and of conserving the use and value of all property fronting upon it.

These regulations would also be directed toward preserving the natural beauty of the countryside and of scenic and historic places. To this end they might restrict or prohibit billboards erected within the view of travelers on the highway. This degree of regulation seems reasonable because of the very great value to the public of the unspoiled countryside. To prevent a farm owner from leasing a site for billboard use does not materially interfere with the normal enjoyment of his property, while its use for billboard purposes does destroy a great public recreational asset, important to the health and comfort of the traveling public. At the same time, the prohibition of billboards in these scenic locations tends to raise the value of adjacent farms for residence, summer hotel, and private estate purposes.

The regulations accompanying the plan should prevent the erection of buildings within the lines of the mapped highways or beyond the established set-back lines except by a special permit issued by the planning commission under rules designed to alleviate unnecessary hardship where such relief can be granted without serious injury to the intent and purpose of the official highway plan.

All such county and state planning regulation should be so exercised as not to interfere with the present planning and zoning powers of the local authorities. The powers of county, state, and locality should be supplementary and not exclusive. In general, there would be only two agencies exercising jurisdiction,—the county and the locality, or the state and the locality. In cases of conflicting regulations, the more restrictive should control.

Most rural towns lying outside of metropolitan areas have no zoning ordinances nor planning commissions. The main highways are either county or state highways. In these towns, unless the highway planning authorities are given control, none will be exercised.

In the case of a subdivision of land adjoining a state or county highway, the plat would have to be approved by both the town planning commission, if any, and by the county or state planning



Courtesy of the Vermont Secretary of State's Office

FREE FROM DISFIGURING BILLBOARDS
The Highway at South Woodbury, Vermont

Photograph by Chandler

commission. If both a county and a state highway were involved, the commissions of town, county, and state would have to approve.

In the case of the highway layout and the control of buildings within the lines of the mapped highway, it is assumed that a highway mapped by state or county authority would be automatically added to any official map adopted by a town, so that any conflict in this respect would be avoided.

Local planning commissions have much to gain and little or nothing to lose by the intelligent and farsighted exercise of planning powers by county and state planning bodies. Main trunk-line highways and parkways must be planned by commissions with jurisdiction broader than that of a single village or town and in many cases broader than that of the county. There is, however, need for the careful coördination of these main highways with local streets. There should be continuous coöperation between the local, county, and state planning authorities. The superior power of county and state should not be used to override essential local interests, and, on the other hand, the local selfish viewpoint should not be allowed to block the carrying out of well conceived regional projects.



Courtesy of the Vermont Secretary of State's Office

Photograph by Chandler

A NATURALLY WELL PLANTED HIGHWAY, EAST MONTPELIER, VERMONT
The Winooski River is on the Left

EDITORIAL

“THE INTERPRETER GEDDES,” 1854-1932

To have known Sir Patrick Geddes just a little and to have listened for hours to his brilliant and all-embracing conversation is to treasure a memory which could never be even imagined from a knowledge of his rather few writings. Naturalist, biologist, sociologist, social geographer, creative planner of cities, and fertile thinker in many fields, he has been called “Professor of Things in General”; but this epithet indicates not a wasteful diversification of his scientific interests but rather his inspiring synthetic power which related life to environment and attempted to evaluate and mold to better shape the civic and regional surroundings of modern civilization.

His whole personality was projected into the subject of the moment, and to his audience, large or small, he made everything upon which he touched scintillate with possibility and fruitfulness. Many ideas have been lodged in the minds of and developed by other scientists, who saw singly rather than in the amazing variety of Geddes’s world.

To the infant science of city planning he brought the conception of the regional survey and the geographical approach to the sociological problems involved in civic development. From his Outlook Tower he gazed beyond the immediate horizon of the housing phase of British planning and the city beautiful phase of American schemes into a far vaster human and environmental whole, now more commonly recognized in the regional planning concept.

Those who never had the privilege of hearing him discourse upon life must depend on the portrayal of his personality in *The Interpreter Geddes, The Man and His Gospel* (1928), by Amelia Defries, to which Rabindranath Tagore and Israel Zangwill contributed the introductory words. The many who met him at town planning congresses and exhibitions and during his tour of this country will never forget the amazing quality of prophecy toward the fulfillment of which his own life was devoted.

T. K. H.

CURRENT PROGRESS

Conducted by JOHN NOLEN and HOWARD K. MENHINICK
LAWRENCE VEILLER HAROLD S. BUTTENHEIM
ARTHUR A. SHURCLIFF CHARLES W. ELIOT 2d
GORDON J. CULHAM

EL PASO PLANNING PROGRESS

The last year has seen considerable progress in the carrying out of the city plan of El Paso, as well as the extension of the plan, itself.

An underpass at the intersection of Altura Boulevard and the New Mexico Division of the Southern Pacific Railroad has opened up a thoroughfare where previously there was no crossing for a long distance, increasing the accessibility of a new high school from a large section east of the tracks and supplying an important connection in the main thoroughfare plan. Right of way has been acquired for another connecting link in the plan, extending Henderson Street southward to Copia Street and completing another north-south thoroughfare.

Since the completion of the Kessler Plan of 1925 a new industrial district has grown up east of the city limits, and other developments to the eastward have made necessary a re-study of this part of the plan to make it conform to the new conditions. This study has included an East Rim Boulevard along the edge of the east mesa, a site for a large park to serve the eastern part of the city, and a tentative street system.

A dream of the city planners from the beginning of the work, a plan to make more use of the recreational opportunities afforded by Mount Franklin, rising 3000 feet above the valley and almost within the city limits, has been realized through the acquisition by the County of El Paso of 3000 acres of land surrounding McKelligon Canyon for a public park, and its partial improvement by the construction of a road which forms a part of a projected scenic road over the mountain. The numerous crossings of this road over the channels of the canyon are designed to form small detaining dams and thus lessen the intensity of the floods which now do much damage in the city during every hard storm. This work was done with day labor for unemployment relief.

W. E. STOCKWELL,
Engineer-Secretary, City Plan Commission, El Paso.

MASSACHUSETTS FEDERATION OF PLANNING BOARDS

The Nineteenth Annual Conference of the Massachusetts Federation of Planning Boards will be held in Springfield, Mass., on October 7 and 8. Details of the program will be announced at a later date.

ARTHUR C. COMEY,
Vice President, Massachusetts Federation of Planning Boards.

PRESENTATION OF THE PHILADELPHIA REGIONAL PLAN

The Regional Plan of the Philadelphia Tri-State District was formally presented to the public by Colonel Samuel P. Wetherill, Jr., at a dinner meeting of 600 persons at the Bellevue-Stratford Hotel in Philadelphia on March 16. President Herbert Hoover sent a message of congratulation, and Dr. Thomas S. Gates, President of the University of Pennsylvania, commended the plan to the people of the region.

The plan covers an area which very nearly coincides with the territory over which William Penn exercised his influence more than 200 years before. In this region are 3,500,000 people living on 4555 square miles of territory in eleven counties in the three states of Pennsylvania, Delaware, and New Jersey, under the jurisdiction of about 400 separate municipal entities. The plan represents a three-year study by more than 200 technicians, comprising the chief engineering officials of the governmental subdivisions of the region, together with the state engineering officials, consulting engineers, architects, landscape architects, and so on.

The regional plan and its accompanying report deal with the following major problems:

1. An indication of the probable distribution of population.
2. A suggested system of major and secondary highways, boulevards, parkways, and bridges.
3. A study of railway transportation facilities for passengers and freight.
4. A study of waterways and ports.
5. A suggested system of airways and landing fields.
6. A suggested system of parks, other public reservations, and connecting parkways.
7. A study of sanitation, drainage, and water-supply facilities.

Two of the three phases of the regional planning in the Philadelphia Tri-State District have been accomplished. The first of these, the arousing of public interest and the raising of necessary funds to carry on the project, was completed on July 1, 1928, when \$600,000 had been raised. The presentation meeting marked the end of the second phase, the preparation of the plan. The third phase, the translation of the plan into actual accomplishment, is the next step. Dr. Herbert J. Tily, the toastmaster, closed the meeting with the thought that the presentation of the plan represents the commencement, and not the end, of the task of developing a planned region.

WILLIAM H. CONNELL,
*Executive Director, Regional Planning Federation
of the Philadelphia Tri-State District.*

SHELDON TRAVELLING FELLOWSHIP AWARD

On March 28, 1932, the President and Fellows of Harvard College awarded a Frederick Sheldon Travelling Fellowship to Mr. Walter Baumgarten, a graduate of the School of City Planning of Harvard University. Under the terms of the grant, Mr. Baumgarten will travel and study in this country for approximately nine months, starting in the late summer. He will make a particular investigation of the planning of industrial areas.

H. K. M.

OKLAHOMA CITY MOVES FORWARD

Railroad and highway improvements which relieve central traffic congestion and provide a civic center site in the heart of the city are beneficial and gratifying results of city planning in Oklahoma City.

During the past year, the Rock Island and the Frisco Railways have removed their tracks from the retail district, thus eliminating eight railway-highway grade crossings. They have replaced their obsolete passenger stations with a union station in an appropriate location. The land formerly occupied by these railroads, a tract eight blocks long and averaging two blocks wide, has been acquired by the City for a civic center.

The work of elevating the main line of the Santa Fe Railroad through the city for a distance of approximately two and one-half miles is progressing. Cross-street traffic is carried beneath these elevated tracks in thirteen underpasses which are approximately at ground level and have an average roadway width of fifty feet, with six-foot sidewalks on each side.

These improvements are projects toward which the Planning Commission and the City have been working for years, in conjunction with the best engineering and city planning advice available, and it is with much pleasure that we report these satisfactory results.

T. F. WEISS,

Secretary, City Planning Commission, Oklahoma City.

RUSSIAN PLANNING NORMS

The norms under which the Russian State Institute for City Planning was working last spring are as follows:

1. Disregard all old property lines.
2. Utilize the ground easiest to use.
3. (a) Design streets and roads for use by automobiles. Roads should be straight and wide (three meters in width per lane of moving or standing vehicles). They should have smooth profiles, corners rounded for ease of auto turning and for vision clearance, and allowance for expansion. On main

roads, in towns, provide wide isolation planting strips. Design special freight roads for freight traffic.

(b) Arrange social services by functional distances.

(c) Design large blocks (quartals) for social service and education units of population, but make them not more than five hundred meters on each side. Provide inside roadways where necessary for fire-wagon service and pedestrian crossing but leave open spaces in large units for playgrounds and sport fields. Use simple block forms such as rectangles. Preferably, each block should have its own playgrounds, primitive club, primary school, and so forth.

(d) Design principal streets for automobiles, trams, and for demonstration parades. Boulevard roadways should be not less than twenty meters wide; minor roadways, not less than six meters wide; sidewalks, not less than one and one-half meters wide.

4. In new towns, the space between buildings, on all sides, is to be not less than twenty-five meters.

5. (a) In addition to open space within blocks, parks are to be provided in the ratio of not less than ten square meters per person, varied for tourists and for governmental centers.

(b) Provide one central park of not less than one hectare per 10,000 people.

(c) For parks, use land which is interesting from the historic or landscape standpoint, preferably land not useful for building.

(d) Provide playfields within quartals in the ratio of not less than two and one-half square meters per person living in the quartal.

(e) Provide school playgrounds of not less than fifteen square meters per child attending school.

6. Tie street patterns together with boulevards and parkways.

7. Utilize waterfronts.

8. In arid districts the standards may be lowered not more than 25 per cent.

9. Provide for central cooking and eating establishments, laundries, incinerators, garages, warehouses, and so on.

10. Density of population, in general, should not exceed three hundred and fifty persons per hectare.

11. Allow for enlargement of each element.

12. Heavy industrial areas are to be isolated from residential areas by green belts not less than five hundred meters wide (belts to be wider in the case of nuisance industries). In designing these belts consider topography, wind direction, and so forth.

JACOB L. CRANE, JR.,
Planning Consultant, Chicago.

MINNEAPOLIS BUILDING-LINE STUDY

Minneapolis, like many other cities of this country, is confronted with the problem of safeguarding and maintaining its major street plan until such time as the recommended street widenings can be accomplished. This protection is particularly important along the main thoroughfares which extend from the edges of the central business district. These thoroughfares traverse sections where single-family dwellings are being supplanted by apartment houses and by commercial and industrial structures, and although conditions may not justify an immediate widening of these streets, there is an evident need for future widenings. Building lines for this purpose have been established under the authority of the State Building-line Easement Law, which was adopted in 1903.¹

Because some property owners have objected to the creation of these easements, the City Planning Commission has undertaken a survey of the effects and value of such reservations from the standpoint of both the city and the property owners. The study will analyze the effect of reasonable set-back requirements upon the utilization of land for various purposes, considering the extent of the land areas involved, the depth of lot available for building purposes, and so on. A mimeographed general report on this study to date has been prepared.²

The City Planning Commission believes that the establishment of suitable building-line easements along important thoroughfares will substantially lessen the future cost of street widenings and permit the deferment of the larger costs until such time as benefits may be actually realized in a period of increased general activity.

HERMAN E. OLSON,
City Planning Engineer, Minneapolis.

FIRST INTERNATIONAL RECREATION CONGRESS

The first International Recreation Congress will be held in Los Angeles, California, July 23-29, 1932, the week preceding the Olympic Games.

A world view of recreation will be presented in a series of morning sessions, addressed by authorities from many nations. Discussion groups will consider, among other topics, "Recreation and City Planning" and "Various Methods of Acquiring Play Spaces." Evening meetings addressed by men of international reputation, special demonstrations, and opportunities to observe recreation facilities in and about Los Angeles will add to the value and interest of the Congress.

H. K. M.

¹See CITY PLANNING, Jan. 1929, pp. 51-53.

²*General Report on a Study of the Building-line Easement Law.* By Herman E. Olson. May 6, 1932.

PLANNING ACTIVITIES IN MILWAUKEE

In addition to being responsible for negotiating for all purchases or sales of real estate for the City and estimating the cost of lands for projected improvements, the Board of Public Land Commissioners is also the official planning body of Milwaukee. It is composed of the commissioner of public works and the city engineer, *ex-officio*, and three citizens appointed by the mayor for three-year terms subject to the approval of the common council. All matters pertaining to the physical layout and additions to the city are submitted to the board for recommendation. These include the acceptance of plats within three miles of the city limits, the acquisition of land, zoning, the civic center, street widening, and general city planning problems.

The development of two units of the projected Eighty-Four Mile Parkway has been a major activity during the past year. Two creeks which represent natural drainage systems have been designated as basic features of the projected Metropolitan Parkway. Their use in this manner would obviate the necessity of providing storm sewers at greater expense than the cost of acquisition of the stream valley. However, each of the two aldermen in whose wards these two units are located insisted upon the construction of a box sewer and filling in the valley, which created a spirited controversy which is proving to be educational.

As is the case with many park systems, the parks in Milwaukee are not ideally distributed. Almost half of the city's area and over half of the population are unserved by parks. Seven of the most densely populated wards have no park acreage except an occasional triangle. The Board of Public Land Commissioners has made a careful study of the possibility of providing a park within easy walking distance of every one. The acquisition of twenty-four park sites within the city and some areas possessing natural beauty outside the city has been advocated and the desired sequence of acquisition indicated.

The development of a wholesale food terminal and a general revision of the zoning ordinance were also studied during the year.

C. B. WHITNALL,

Board of Public Land Commissioners, Milwaukee.

MILWAUKEE ART COMMISSION

The Art Commission, which serves without compensation, is composed of the presidents of the museum board, park board, and school board, *ex-officio*, and two professional painters and two architects appointed for four-year terms by the three *ex-officio* members.

All works of art and structures of a permanent character intended for ornament or commemoration to be acquired by the city by purchase, gift,

or otherwise, must be approved by the commission. Its approval is also required in the removal, relocation, or alteration in any way of any existing work of art in the city's possession.

Advisory reports, which may be overruled by the board or commission in control, or by the common council, are given on designs for the erection or alteration of any municipal building, bridge approach, or other structure.

During the past year, the commission has approved designs for a water-department comfort station, a ward yard building (minor changes suggested), a health center building, a fire station, and the entrance ways for the proposed houses for a pedestrian subway, also with minor changes. It approved the murals for one of the high schools and two memorial statues. The commission is at present advising with the Abraham Lincoln Memorial Committee on the selection of a site for a Lincoln Memorial.

GEORGE A. WEST,

President, Art Commission of the City of Milwaukee.

ZONING IN THE DAYTON REGION

In 1930, with the annexation of about eight square miles of contiguous territory to the city of Dayton, the City Plan Board was confronted with the problem of adjusting its zoning scheme to fit this new territory, which is almost entirely residential in character. The area was zoned immediately according to the various classifications which were then embodied in our zoning ordinance. Further study brought out the fact that most of the business zones, as previously laid out, not only permitted commercial uses but also permitted (by virtue of their length) certain industrial uses, all of which gave material promise of undermining the residential values which had been created. Dayton's ordinance provided that "where a business district is not over 1000 feet in its greatest dimension and is virtually surrounded by residence districts, any industrial use shall be prohibited. . . ." This provision had operated fairly well in the older parts of the city, but when applied to a zone which was not quite 1000 feet in length, the addition of one lot would not only add to the zone but would change the use classification as well. Under the recent amendment, to remedy the above condition, there was created a new Business "A" District in which no industrial use is permitted. There are now thirty-three Business "A" Districts within the city.

Zoning petitions have always been required by the Plan Board, but the wording of the petitions was left largely to the individual making the request for the change of zone. Recently, the Board adopted the policy of furnishing the appellant with a petition informing the prospective signers of the various uses which would be permitted should the zone be changed. The petitions are nothing more than a statement of facts, but so far they have operated to reduce the number of zoning requests to the minimum. Contrast the petition:

"We, the undersigned, have no objection to John Jones' operating a shoe repair shop on the following described premises," with the following petition:

We, the undersigned, being the owners in fee of real estate situated in the vicinity of the premises described above, hereby express our approval of the above change of zoning and are fully cognizant that the following uses would be permitted should the zoning be changed in accordance with the prayer of this petition:

Filling station, public garage, public stable, material storage yards, bottling works, printing shop, laundry, retail store, office, machine shop, pattern shop, dairy, ice plant or storage house, warehouse, wholesale house, grain elevators, foundry or forge shop, auto wrecking establishment, junk yard, flour milling, soap factory, lime or lime products manufacture, saw or planing mill, the curing, dressing or tanning of raw or green salted hides or skins, coal yards, boiler shops, cupola or metal melting furnace, any other industry which does not create corrosive, toxic or noisome fumes, gas, smoke odors, or obnoxious dust or vapor or offensive noise or vibration.

We are also informed that the change would permit a building to be erected to a height of eight stories and that no setback from the street is required in any case.

Outside of the city, but within three miles of the corporate limits (the territory over which the Plan Board exercises platting jurisdiction), it has been customary not only to require that residential developments be restricted against business but that certain areas be set aside as future business centers. This practice has resulted in a more definite understanding, on the part of the purchasers, of the possibilities of each parcel of land, has developed a feeling of stability, and has improved the design of the plats.

HAROLD E. WINEY,

Secretary-Engineer, Dayton City Plan Board.

MASSACHUSETTS HOUSING AND TOWN PLANNING CONFERENCE

The second state-wide Massachusetts Housing and Town Planning Conference was held in Boston on April 22, under the joint auspices of the Massachusetts Housing Association and the Massachusetts Civic League.

"The Shift of Urban Population and Its Effect upon Urban Development," "Regional Planning," and "Suburban Development" were the subjects of the principal morning addresses by Mr. John Ihlder, Mr. Benton MacKaye, and Mr. Walter Channing, respectively.

Following a luncheon, the afternoon session was devoted to three simultaneous roundtable discussions. Mr. Robert Whitten led the discussion of "Regional Planning, City Planning, and Zoning," Mr. S. Max Nelson, that of "Blighted Areas and Reconditioning," while Mr. Arthur C. Comey directed the discussion of "Suburban Development and Control."

H. K. M.

DETROIT PLAN COMMISSION PROVES ITS WORTH

As a result of the depression, which has been particularly pronounced in Detroit, "economy" interests have urged the City Council to eliminate the City Plan Commission. One group insisted that city planning was an unnecessary frill; another, that the work of the Commission could be done just as well by one of the other municipal departments.

At a Council hearing, the City Plan Commission showed that it has saved millions of dollars for the citizens of Detroit. Among other savings, it has secured the dedication of twenty-five miles of outer drive, and a new diagonal thoroughfare within Wayne County, at no cost to the city.

The City Plan Commission demonstrated the fallacy of the statement that some other department could do its work by pointing out that a large committee, composed of several city departments (including the one which was to do the City Plan Commission's work), engineers, and representatives of the principal manufacturers, approved a large street project but that the Commission opposed it. Forced thereby to reconsider the proposal, the Committee admitted its mistake. The result of the Commission's opposition to this unwise development was a saving of two million dollars.

The Plan Commission, with a skeletonized staff, has turned its attention from such projects as street widenings to studies for subdivision layouts, housing, and the rehabilitation of blighted districts,—all of which are particularly important at this time.

WALTER H. BLUCHER,
City Planner and Secretary, City Plan Commission, Detroit.

FEDERAL EMPLOYMENT STABILIZATION BOARD

Announcement has been made by Colonel D. H. Sawyer, Director of the Federal Employment Stabilization Board, that Mr. Harold Merrill has been appointed to its staff as City Planner. Mr. Merrill was formerly Assistant Planning Engineer for the Regional Planning Federation of the Philadelphia Tri-State District. In announcing the appointment, Colonel Sawyer said:

Long-range planning of public works constitutes one of the most valuable functions which can be performed by any governmental agency. Recognizing that outlay for construction by states, counties, and municipalities normally amounts to ten times that by the federal government, Congress wisely provided for the Board to lend a helping hand to these various political subdivisions in developing long-term financial programs in conjunction with their public works planning. One of Mr. Merrill's duties will be to maintain contact with officials, individuals, and governmental and citizens' organizations, such as planning commissions, municipal research bureaus, and so on, with a view to being of assistance in a coöperative effort toward wider adoption of this principle.

H. K. M.

ZONING ROUNDTABLE

Conducted by EDWARD M. BASSETT

THE PROGRESSIVE SOUTH

Eight years ago the fate of zoning in this country hung in the balance. Although the courts in New England, the northerly part of the country to the Pacific Coast, and the whole of the Pacific Coast were favorable to zoning, there was a well defined section of states extending from New Jersey in the north along the Atlantic seaboard to Texas in the southwest where the strong inclination of the courts was against zoning. The adverse Nutley case in New Jersey and the equally adverse Spann case in Texas were examples of the hostile attitude taken by the courts in practically all these seaboard states. Louisiana should be excepted from this category. In fairness it should be added that many of the state legislatures had been remiss in passing adequate state enabling acts for zoning. Since that time these states have changed their position on the subject of zoning. New Jersey passed a zoning constitutional amendment. Other states obtained better enabling acts for zoning.

The latest declaration of a high court comes from Mississippi where the court¹ makes the following noteworthy statements:

In order to affirm the judgment of the trial court in this case, it would be necessary for us to hold that the said standard zoning law, sections 2474-2481, Code 1930, is unconstitutional and void. This we decline to do; on the contrary, we declare the zoning statute, as it now exists in our Code, to be valid. In so declaring, we are conscious of, and have given due consideration to, what we believe to be the fact that had this same statute been before this court twenty years ago, or perhaps even at a later period, the answer would probably have been the opposite of what we give to-day. We answer as we now do because, along with nearly all the courts, we have been compelled to see and appreciate that the modern zoning law is essential to meet the requirements of modern conditions. Indeed, we can now see and appreciate that had these laws come earlier, had been earlier perfected and had at an earlier date received approval as to their constitutional validity, an almost incurable situation which now prevails in many large towns and cities could and would have been prevented. But the modern zoning law did not come earlier, because the proposal thus to restrict property owners in the use of their property appeared upon first approach to be in contravention of constitutional rights and as an arbitrary substitution of governmental regulation for that which was believed to belong exclusively to the field of private determination. It was difficult therefore to secure, in the first place, the necessary legislation; and, in the second place, it was even more difficult

¹City of Jackson v. McPherson, 138 So. 604.

to obtain the coöperation of those who were adversely affected, and who naturally regarded all such laws and regulations as unjust and as an unwarrantable encroachment upon their private property rights. Those so affected, of course, appealed to the courts, and as was but natural, also, the judges were alarmed at the proposed extension of governmental interference, and the earlier decisions were generally adverse to the proposal.

But as time and experience further demonstrated the necessities of the situation, legislation persisted in its efforts; and the legislative enactments were improved and perfected so as to meet the specific objections made, and soon thereafter, as the courts themselves became the better convinced that the constitutional guaranties must be allowed to expand in their application and keep pace with the new conditions and new problems of urban life, the earlier decisions were made to give way to the requirements of the new and changing conditions; so that now the modern standard zoning laws, such as the statutes recently enacted in this state, have received the approval, so far as constitutional questions are concerned, of the overwhelming weight of judicial opinion, both state and federal. The opinion of the Supreme Court of the United States in *Euclid v. Ambler Realty Co.*, 272 U. S. 365, 47 S. Ct. 114, 71 L. Ed. 303, 54 A. L. R. 1016, upholding the constitutionality of the recently enacted zoning laws has, in fact, been generally accepted as having closed the debate on the general subject, and all or practically all the states which had not formerly taken that position are now reversing their decisions so as to conform to the weight of judicial opinion.

We might well close the discussion in upholding the constitutionality of our standard zoning laws, as they are now contained in our statutes, by a simple reference to the opinion last mentioned, and by the reference to the present weight of authority on the subject, and by announcing our adherence to that weight of authority; but we take the privilege to add that we are in accord with the later decisions as a matter of original reasoning. It must be apparent now to the thoughtful observer of the tendencies of the last twenty-five years that the majority of the population of this country will eventually be found in cities of over five thousand inhabitants. The increasing size of this majority will be limited only by the capacity of field and pasture to supply the urban portion of the population with raw products. That capacity is being constantly augmented by new contrivances of farm machinery and improved transportation. When our Constitutions were made and all the treasured constitutional rights expressed therein were secured, it was the product of a population which was rural; the inspiration was from the rural home and from the prevailing rural life, wherein the home was the center of affection and interest. If the conditions which gave origin to Constitutions and have thus far preserved them should be permitted to be taken substantially out of the lives of those who are henceforward to constitute the majority of the people, then we might well look upon the future with apprehension. It is therefore a consideration of supreme importance to state and nation that the home and desirable home surroundings in cities and large towns shall be preserved and made permanently secure. It is too much to expect, or at least it is a dangerous experiment to suppose, that that profound and dependable patriotism which is necessary to preserve and maintain

an ideal government like ours could survive the lapse of time crowded into apartments and tenements, where the children for generation after generation shall have no place to develop except in the immediate environments of commerce and in the clangor of factories. We need not elaborate upon considerations so distinctly vital; we merely introduce this as among those in the mature view of which we have no hesitancy in declaring that those reasonable regulations which will preserve the home from intrusion and will secure its permanency are within the legitimate field of the police power of the state; and that zoning laws, such as those now in the statute books of the state, to that end, are valid. And it is only a completion, a complement of the plan, that these laws shall reasonably permit at the same time a further zoning into separate commercial and industrial areas.

E. M. B.

PIECEMEAL ZONING

Piecemeal zoning has not been favored in actual practice. Without knowing where the courts would draw the line, municipalities have usually kept on the safe side by zoning all the land within their boundaries. And yet in the zoning of Greater New York, although all of the terrain was zoned on the height and area maps, large territories in Jamaica Bay, southern Staten Island, and the Bronx, where streets were not shown on the official map and development was not sufficient to point the way, were left undetermined on the use map. Much of this territory has since been zoned. The question arises in towns that have several populous community centers, none of them incorporated, whether one community can be zoned and the others left unzoned.

The well-known block ordinance decisions in St. Louis and Chicago, where piecemeal zoning was declared void, served to warn early practitioners in zoning to avoid the charge that land in the same municipality that was situated alike was partly zoned and partly unzoned. However, there is little likelihood that courts will say that a zoning plan is void because some portion of the municipality is omitted. Populous portions having streets or highways present a situation justifying their regulation, whereas unpopulated and undeveloped portions may not. It would be improper and probably unlawful for a town to zone one of its less populous communities and leave a more populous community unzoned. Some officials have proposed that they would zone a part of their municipalities, then add to it from time to time as owners petitioned and as the experiment showed how to improve. No method could be more hazardous than this. Lawsuits would be inevitable and a comprehensive and coordinated zoning plan would be less possible of attainment each year.

E. M. B.

ABANDONMENT OF NONCONFORMING USE

TOWN PLAN COMMISSION
TOWN OF MILFORD
CONNECTICUT

June 3, 1932.

Zoning Roundtable
City Planning Publishing Company
Boston, Massachusetts
Gentlemen:

The following problem came up in Milford and was decided against the Town in the local court by the judge.

A building was used as a residence and store until seven years ago when the store was given up, the fixtures in the store being left as they were. The residence portion was continued as such.

Two years ago the zoning was put into effect and this building was in a residence zone. A month ago the owner of the building wished to open the store again and was refused permission by the Building Inspector. The case was taken to court without being brought to the Board of Appeals.

I would like to know what is thought of this decision by the Zoning Roundtable.

A similar case in Darien, Conn., was decided in the Superior Court of Fairfield County in November, 1931, in favor of Darien.

Yours very truly,

WILLIAM C. MARSHALL,
Town Plan and Building Inspector.

In the Darien case mentioned above¹, the building appears to have been a summer residence. The judge says that the property is seasonal in nature and is fitted for summer occupancy only. This residence was used off and on for business purposes but was abandoned for business for many months. Very likely the building had the form of a one-family detached residence. If its form had been a store, *i. e.*, show-windows and plate glass at the front of the building, the decision would probably have been different. A structure built as a store and in the form of a store will continue as a nonconforming store in a residence district as long as it stands. The courts would say that its use is shown by its form.

Now we come to Mr. Marshall's case. There is nothing in his letter to show whether the form of the structure was a private residence or a store. If its form was a store, then regardless of whether the whole or part had been used for residence purposes it could be used as a store as a matter of right. There was no need for making an application to the Board of Appeals.

¹Town of Darien *v.* Webb, Superior Court, Fairfield County, Connecticut, November 25, 1931.

It should be noted that the Darien decision was in an injunction case brought in a civil court. Close and doubtful cases should not be brought by municipalities in the lower criminal courts because there is not an opportunity to have questions of law carefully considered and usually the municipality has no right of appeal.

E. M. B.

ESTHETICS

Courts make no objection to the recognition of esthetic purposes in zoning regulations if the regulations are based on considerations of health, safety, and the general welfare. It may be said as a general rule that zoning regulations may not be based on esthetic considerations. A zoning regulation controlling the color of buildings or the architectural style would not be upheld by the courts. The word "amenity" probably covers qualities that are so closely connected with health and safety that a great scope of police power regulation will be upheld under this purpose. Quiet, the presence of natural surroundings, vegetation with its effect on oxygen, may be important elements in preserving health. Considerations of light and air affect the health of the community and enter into the making of lawful zoning regulations. In so far as other amenities accomplish the same result they, too, will increasingly be recognized.

It has been said that good architecture is in the same way conducive to health or at least to comfort and well-being. If all people were alike in their appreciation of good taste, this might be true. But people, even architectural experts, differ on what they consider examples of good taste. *De gustibus non est disputandum* is as true to-day as two thousand years ago. Our courts, compelled as they are to pass on the reasonableness of police power legislation, seem to prefer to cling to those fields where opinion evidence of experts will aid them in coming to a conclusion. Light, air, quiet, and effect of vegetation on oxygen supply are fields wherein expert evidence can assist. There can be a perception of right and wrong on the part of the court if experts disagree. But if architectural expert witnesses disagree on what is good in color, texture, and architectural style, the court is left to decide a question of good taste without much help. In countries where courts do not pronounce either for or against the reasonableness of police power enactments, municipal requirements regarding color or architectural style sometimes obtain. Usually, however, there is much criticism from those whose advice has not been followed. If in this country there should be architectural control of all buildings by art commissions, the criticism would be great, especially in cities where this regulation would fall into the hands of incompetent persons. Freedom from control on matters of good taste often permits bad results but it also allows that experimentation that in the long run may produce good results.

E. M. B.

LEGAL NOTES

Conducted by FRANK BACKUS WILLIAMS

NOTES AND DECISIONS

EXTENSION OF NONCONFORMING USE

The ordinance of the City of Louisville permits the continuance of a non-conforming use in an existing building, and the extension of the use throughout the building if no structural changes have been made in it. The land in question was in an "apartment" district. Before the passage of the ordinance the plaintiffs had constructed a building and were using it for a milk products business. After the adoption of the ordinance the City passed an ordinance imposing additional requirements on structures of this sort. It was impossible for plaintiffs to continue their business as heretofore conducted in the structure as it then was and comply with these requirements. They applied to the Board of Appeals for a variance, to allow them to enlarge their building, which was refused because it "would prolong the life of the building indefinitely, would materially increase the size of the building, and would be contrary to the purpose and intent of the zoning ordinance."

Held that the refusal by the Board of Appeals to grant the permit was proper.¹

In support of its decision the court cites the well-known California case² in which a nonconforming brickkiln was compelled to remove from a residential district. There are other cases³ in accord, which were not cited.

AVIATION

One of the outstanding cases in aviation is given in these Notes for October, 1930. The case is reported on appeal to the Circuit Court in the *New York Law Journal*, February 8, 1932. The upper court sustained in general the decision below, enjoining the defendants from low flights over the plaintiff's land in approaching the airport. The student of air law will find the statements of the court in so doing worthy of study.⁴

ZONING SETBACKS—CORNER LOTS

The zoning ordinance of the Village of Grosse Pointe provides with regard to a few corner lots within the local business zone that: "On a corner lot there shall be a side yard along the side street lot line in all cases where such

¹Kentucky.—Carrithers and Son v. City of Louisville, Jefferson Circuit Court, Chancery Branch, Second Division, March 12, 1932.

²Hadacheck v. Los Angeles, 239 U. S. 394.

³State ex rel. Dema Realty Co. v. McDonald, 121 So. 613, 168 La. 171, 50 Sup. Ct. Rep. 27, and same v. Jacoby, 123 So. 314, 168 La. 27. See also Jones v. City of Los Angeles, 295 Pac. 14.

⁴Swetlund v. Curtiss Airports Corporation.

line is substantially the continuation, without intervening streets, of the street lot line of lots in an adjoining residence district, or of adjoining lots in a local business district on which a front yard is required therein. The width of such side yard shall be not less than ten feet, except that where the width of a corner lot of record at the time of passage of this ordinance is less than fifty feet, the width of the required side yard on that lot may be reduced to one-fifth of the width of such lot."

Held that the ordinance is unreasonable, arbitrary, discriminatory, not upon a plan fairly designed to accomplish the statutory purposes, and invalid. The question of the constitutionality of the statute is not raised.¹

MINOR CASES

That three corners of an intersection are zoned for business and one for residence does not necessarily show unreasonable, arbitrary, or discriminatory zoning.²

An ordinance zoning "land" applies to land under water.³

The right to construct a sewer at a depth of 150 feet, with no right of access from the surface, is not an incumbrance, or if one, damages for it would be nominal.⁴

A property owner holding a building permit and having started the erection of a building may stop construction before its completion, and cannot be compelled to go on with it. A building permit is not a contract but a permission to erect a building according to the plans and specifications submitted with the application therefor.⁵

The court may not reverse a determination of the Board of Standards and Appeals in zoning which is not a clear abuse of discretion. The reception of new evidence does not change this rule. The right of the court in its discretion to receive new evidence should be exercised cautiously, only where it appears to be probable that the new evidence, if so received, will show the ruling complained of to be wrong.⁶

Contiguity to an apartment district, with the dirt, smoke, and noise from apartments, is not a legal reason for re-zoning a single-family district as an apartment district, since more desirable districts must adjoin less desirable ones.⁷

As a rule the dividing line of zoning districts is so fixed as to avoid making one side of a main artery of travel purely residential where the opposite side is already used for business. Nevertheless, the reasonableness of such zoning in some cases being debatable, the action of the City Council in so doing will not be disturbed in this case by the court.⁸

¹Michigan.—Holden Co. v. Connor, 241 N. W. 915.

²California.—Smith v. Collison, 6 Pac. (2d) 277.

³New Jersey.—Wynn v. Margate City, 157 Atl. 565.

⁴New York.—Boeringer v. Montallo, 142 Misc. 560.

⁵Pennsylvania.—Commonwealth ex rel. Shooster v. Devlin, 158 Atl. 161.

⁶New York.—Matter of Dunne, reported in *New York Law Journal*, March 29, 1932.

⁷Illinois.—Kennedy v. City of Evanston, Supreme Court, April 23, 1932.

⁸Illinois.—Forbes v. Hubbard, April 23, 1932.

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

Conducted by FLAVEL SHURTLEFF, Secretary

NATIONAL CONFERENCE ON CITY PLANNING

The annual meeting of the National Conference on City Planning, which was announced in the April number of CITY PLANNING to be held in Los Angeles from June 13 to 16, 1932, was given up. The Directors of the Conference are, however, emphatically convinced that this is a year in which the importance of planning should be realized and stressed. They announce that the Conference, to be held in Pittsburgh, Pa., probably in October, will emphasize that planning is an essential economic measure in times of depression as well as in times of prosperity.

AMERICAN CITY PLANNING INSTITUTE

The American City Planning Institute will probably hold its annual session with the October meeting of the National Conference on City Planning, but there will also be a special session of the Institute during the week of September 18 in connection with a Washington Bicentennial Conference on Planning, Parks, and Government in the Federal Capital. The organizations which have already agreed to take part in this Conference are the American Civic Association, the American Institute of Park Executives, the American Legislators' Association, the National Association of Civic Secretaries, and the National Municipal League.

A PLAN FOR FAIRFIELD COUNTY, CONNECTICUT

Early in May of this year the Fairfield County Planning Association announced that enough support in money and pledges had been secured to start the preparation of a county plan. This has been the goal of the Association for several years. Joseph Woodruff, since 1929 the Executive Engineer of the Regional Planning Federation of the Philadelphia Tri-State District, will direct the technical studies. Because of the great interest in shore parks throughout the country, a survey will first be made of existing and proposed recreation areas. It is hoped to have recommendations ready for the state legislature which convenes in January, 1933.

The fund for the plan has so far been raised entirely from private sources, a very considerable accomplishment for these times, and striking evidence of the hold that planning has on the people of the county. In order to continue the studies, further financial support will be sought under the guidance of the Planning Foundation of America which will direct a program of education and publicity.

BOOK REVIEWS & LISTS

Conducted by THEODORA KIMBALL HUBBARD

PRESIDENT'S CONFERENCE ON HOME BUILDING AND HOME OWNERSHIP. Final reports of Committees. Edited by JOHN M. GRIES and JAMES FÖRD. Vols. I and II. Washington, D. C., 1932. $9\frac{1}{4} \times 6\frac{1}{4}$ inches. Price, each volume, \$1.15, from President's Conference on Home Building and Home Ownership, Department of Commerce Building, Washington, D. C.

Vol. I. PLANNING FOR RESIDENTIAL DISTRICTS. Reports of the Committees on City Planning and Zoning, Subdivision Layout, Utilities for Houses, and Landscape Planning and Planting. 227 pages. Photographs, plans, diagrams, tables.

Vol. II. HOME FINANCE AND TAXATION. Reports of the Committees on Home Finance and Taxation. 278 pages. Tables.

President Hoover, believing that "the next great lift in elevating the living conditions of the American family must come from a concerted and nationwide movement to provide new and better homes," called together those believed to be most interested and best informed, in a Conference on Home Building and Home Ownership. Members of the Conference, from all sections of the country, gathered at Washington last December to exchange the results of their experience in dealing with the many different phases of housing. Thirty-one committees reported, and outlined various ways in which greatest progress may be anticipated. The reports of these committees will be contained in eleven volumes, two of which are here reviewed.

Although the reports are of varying merit and do not, in every case, represent original research, it is valuable to have set down in usable form and in one place this housing information, much of which had not been before available in print.

It is significant and proper that the series should start with the volume, "Planning for Residential Districts," for good housing is dependent upon properly planned surroundings, and probably more improvement may be made at less extra cost in this way than in any other.

Since these reports will doubtless be widely read and quoted as authoritative, it seems to the reviewers that a statement which appears in the report of the Committee on City Planning and Zoning, with which many authorities would disagree, should not be allowed to pass unnoticed. On page six, the following paragraph occurs:

It is essential to bring about a public recognition of the fact that city planning and zoning, by assigning definite uses to specific plots of land, do not affect the aggregate land values of the community. They effect, rather, a distribution of these land values.

If this were true, city planning and zoning would have little economic basis or justification. Let us examine this particular aspect of the effect of city planning and zoning upon land values. We are not, of course, endeavoring to prove that all high prices for land are a benefit to the community. Undesirable land prices exist (or existed a few years ago) based on unreasonable hopes for the future. Undesirable land prices still exist, based on undue congestion of population or uneconomical congestion of traffic, detrimental to the community at large. We are considering only the relation of zoning and city planning to real and desirable land values.

In the first place, it is the people who can utilize land with pleasure or profit who create land values. If there were land but no people, there would be no land values. On the other hand, if there were people and also a supply of every desirable kind of land, as unlimited as the air, there would still be no land values. But, in fact, the amount of land possessing certain characteristics, such as fertility, flatness, or accessibility, is definitely limited. Thus, because land of the desired kind is relatively scarce, people are willing to pay rent for the right to use it. The more effectively and profitably the land can be used, the more rent can be charged for it.

Land values are arrived at by capitalizing rent at the going rate of interest. That is, if a piece of land will bring in six dollars per year, it is worth as much as the sum of money in a bank which would bring in six dollars a year, and this, if the going rate of interest were six per cent, would be one hundred dollars. The rate of capitalization in every case, however, depends to an important extent not only upon present use, but also upon future prospects. If there is a prospect of increasing intensity or profitableness of use,—for example, the likelihood of a transfer two years hence from a residential to a commercial use,—the *rent* for the next year, reflecting only the present use, would be relatively low, but the *value* of permanent ownership, reflecting future possibilities, would be relatively high, and the rate of capitalization, *i. e.*, the rent looked on as a per cent of the value, would be relatively low. On the other hand, if it looks as though there would be a decrease in the usefulness of the land in the future,—for example, an existing, unzoned, high-class residential district not generally adaptable for anything else, about to be invaded by a bakery,—the *land value*, reflecting this anticipated decrease in usefulness, will be low, the *rent*, however, reflecting the present use, will remain approximately stationary, and the rate of capitalization will be high.

It would therefore appear that the value of land will be raised by good zoning which encourages uses for which the land is fitted, which makes it

probable that these uses will continue for a considerable time in the future, and which tends to prevent in any given place uses which are more detrimental to the neighborhood as a whole than profitable to the incongruous use.

Now, if this condition prevailed throughout the whole of a community, the total land values there would be increased. Of course, exactly this condition can never obtain. It is quite conceivable that the specific land devoted to slaughter houses or sewage disposal plants, together with the land near by, might have a higher value if devoted to some other use. This, however, is not really an exception to the general statement. Obviously, such things as slaughter houses must exist *somewhere*, and it is better for the slaughter house and better for the community if the slaughter house exists in an appropriate place rather than in an inappropriate place. In other words, the *total* land values of a community will be higher under planning and zoning which put pleasant and profitable things where they can exist most efficiently and put unpleasant but necessary things where they are most efficient and least obnoxious. Furthermore, if these better conditions really obtain they will, of course, ultimately increase the number and the earning capacity of the population, both of which tend to increase land values.

The effect of all this discussion may be very simply stated by saying that intelligent organization of community resources increases their total value. This truth has been stated by Dr. Raymond Unwin:¹

The planning of land development on behalf of the public, whether in town or country, is not opposed to the owners' interests. . . .

In so far as increase in the advantages and attractions of living and working on the planned areas results, there should, according to accepted economic teaching, be an increase of total land value.

In addition to the report of the Committee on City Planning and Zoning, the reports of the Committees on Subdivision Layout and Utilities for Houses are valuable. The report of the Committee on Landscape Planning and Planting is less professional and authoritative.

The second volume of this series contains the reports of the Committees on Finance and Taxation. These committees point out that two important deterrents to home ownership are high financing costs and burdensome real estate taxation.

The use of second mortgages by two-thirds of all the home purchasers accounts for much of the expensive financing. This situation can be improved by developing reputable second mortgage companies and by requiring a down payment of at least twenty-five per cent of the purchase price. The Committee on Finance believes that not more than twenty-five per cent of the buyer's assured income should be allotted to the payment of principal and interest in the purchase of a home.

¹Town and Country Planning and Land Values. By Dr. Raymond Unwin. Reprinted from *The Contemporary Review*, April, 1932, p. 3.

As a solution for the problem of burdensome real estate taxes, the Committee on Taxation recommends the development of taxes on other things than real estate. But nothing will be gained and much will be lost if the new funds obtained from the substitute taxes are used for additional public expenditures, leaving unreduced the present tax burden on real estate.

The Committee on Finance presents a strong case for city planning and zoning. It says:

(a) The proper planning of the city safeguards the investments made in real estate therein. It is a protection against waste in public improvements and eliminates a certain element of risk in regard to undesirable developments in a given neighborhood.

(b) The same is true to an even greater extent in regard to zoning legislation and administration. The stable values of residential property require protection against the erection of buildings or uses of property that will prove a nuisance to the particular neighborhood. Here again, statistics are lacking as to the damage done through the absence of proper zoning regulations, but those who have been interested in the subject know that in communities where zoning is lacking, severe damage has been done to otherwise desirable homes by the erection near them of buildings of an undesirable character. Depreciation in property value in cases of this kind may go so far as to be followed by foreclosures of mortgages.

H. V. H. and H. K. M.

REGIONAL PLAN OF NEW YORK AND ITS ENVIRONS. THE GRAPHIC REGIONAL PLAN. VOL. II. *The Building of the City.*

By THOMAS ADAMS, assisted by HAROLD M. LEWIS and LAWRENCE M. ORTON. New York, 1931. 600 pages. Illus., plans, perspectives, etc. 11¼ x 8½ inches. Price with Vol. I, \$25.

When an important creative undertaking, such as the Regional Plan of New York, completes a principal stage and gives to the world a definite series of proposals governed by one dominating design, there are sure to be violent critics of the whole or else of parts touching individual or purely local interests. It might be said, for instance, that the Plan was adjusted to a known time and anticipated population in the too near future, whereas the growth of a city such as New York will be illimitable in all dimensions. Again it might be said, in regard to the whole undertaking, that the enormous collection of survey statistics and facts even now could be superseded by new sets of facts and reports of conditions which might alter various specific proposals already embodied in the Plan.

Both objections could be made in greater or less degree to any form of comprehensive planning. We cannot *know* what the circumstances of the future will be: our grandfathers indeed would have classed a city planner with the prophesying novelists, like Jules Verne, if forty years ago he had rested his schemes on a predicted development of motor transport by road

and air such as the present has actually brought forth. The Director of the Regional Plan, Mr. Thomas Adams, and those who laid its early groundwork, especially the late Nelson P. Lewis, have fixed the reasonable period of forty years for the basis of plan proposals, realizing that such a term is comprehensible to those authorities in the region to whom the program of regional planning is offered for adaptation and execution, and fundamentally sound for the establishment of main outlines and main functional areas.

This final and superbly presented volume of the series is far more than a textual supplement to "The Graphic Regional Plan," Volume I, or a listing of constituent proposals in this Plan as sifted and endorsed by the staff of experts engaged in this pioneer regional enterprise. Mr. Adams has made of it an exposition of the modern theory of regional and city planning, as applied to and illustrated by the problems of the world's largest city and its tributary region. This drawing-together by one mind and one pen of the many ideas evolved by the numerous participants in the survey and planning activities crowns an undertaking which in magnitude and apostolic quality has been commensurate with the size and leadership of the region it represents, although it has fortunately been warped neither by the megalomaniac nor the provincial ideas bred by over-urbanized existence.

In spite of the space given to imaginative proposals made at various stages of the Regional Committee's work, in text and plan, Mr. Adams here works toward a sane philosophical conception of better balance in the distribution of building bulk, industry, and population over a new sufficiently spacious region, achieved by democratic methods and aimed at greater amenity, welfare, and happiness for the citizens of both the near and more distant future.

T. K. H.

DECENTRALISATION OF POPULATION AND INDUSTRY: A New Principle in Town Planning. Edited by HERBERT WARREN and W. R. DAVIDGE. London, P. S. King & Son, Ltd., 1930. 154 pages. $7\frac{1}{4} \times 5$ inches. Price 4s.

The authors of the ten papers which compose this volume have recognized the fact that many of the basic problems of housing are primarily problems of town planning. They are convinced that satisfactory living conditions for industrial workers as a whole can be obtained only through the decentralization of industry and population into planned garden cities, such as Letchworth and Welwyn.

Following Dr. Raymond Unwin's introductory chapter are papers by such well-known English town planners as Messrs. Thomas Adams, Barry Parker, G. L. Pepler, F. Longstreth Thompson, W. Loftus Hare, and Captain R. L. Reiss, each presenting the aspect of the problem with which he is particularly familiar.

The various writers point out that decentralization will relieve housing congestion, permit the provision of adequate open spaces, eliminate unnecessary traffic movements by enabling employees to live near their work, and in many other ways tend to produce a more healthful people. Letchworth and Welwyn have already proved successful, and there are at present many tendencies favoring decentralization and the creation of more such towns. In this movement, regional schemes and national planning have an important part to play.

This series of papers, primarily intended for the instruction of lay readers, concludes with a plea by Mr. Adams for a broader conception of town planning and for *controlled* decentralization.

H. K. M.

PROBLEMS OF CITY LIFE: A Study in Urban Sociology. By MAURICE R. DAVIE. New York, John Wiley & Sons, Inc., 1932. 730 pages. Plans, diagrams. $9\frac{1}{4} \times 6\frac{1}{4}$ inches. Price \$4.25.

To present a complete picture to the reader—be he college student or civic-minded taxpayer—of the complicated urban environment in which more than half of the citizens of the United States now live, is in itself a huge undertaking. To interpret this environment in relation to modern social problems demands still more penetrating thought and constructive analysis.

The author of this book, who is Associate Professor of the Science of Society at Yale, has marshalled a large number of facts, evidently based on an immense amount of reading, as a background of his total series of pictures, and then has for the most part allowed other writers, selected from his readings, to give us details and colors for each individual picture needed to complete the representation of urban life to-day. Unfortunately for the user of the book, these quotations have been run together in the manner of a string of beads, and he must make constant reference to the copious footnotes which indicate the sources of the quoted facts and paraphrased opinions employed by the author.

While these quotations represent a wide variety of writers, and many of them have been chosen with discrimination, in some instances—judging from the chapter on city planning of which the subject matter is thoroughly familiar to the reviewer—better (or more recent) sources could easily be found to make the picture more accurate and significant.

This interwoven method of presenting so many quotations is far less frank and pleasant than that of Scott E. W. Bedford's *Readings in Urban Sociology*, reviewed in CITY PLANNING for July, 1927. Indeed, although Professor Davie has employed excellent judgment in lightening the more serious selections with well chosen semi-humorous bits, nevertheless the book is extremely hard reading, especially in view of the wide page and fine type necessary to allow a book a bit thicker than ordinary size to contain so much information from so many sources.

The encyclopedic nature of the book is still further emphasized by the lack of a concluding interpretative chapter which we feel that the author owes us if he would not be considered merely an outline maker and industrious compiler. There are, indeed, some interpretative passages through the chapters forming the five sections, The Modern City, Housing, Health, Education, and Recreation, but nowhere do we find what the author, himself, really makes of it all. Perhaps this is too much to expect. Perhaps, after all, the author had no intention of evaluating urban civilization. If not, his preface should have been fuller and more explanatory, and we should not have been drawn into what may be a college textbook, expecting—as we have a right to from the publisher's "blurb"—a constructive study.

T. K. H.

THE SOCIOLOGY OF CITY LIFE. By NILES CARPENTER. New York, Longmans, Green and Co., 1931. 502 pages. Charts, tables, diagrams. $8\frac{1}{4} \times 5\frac{3}{4}$ inches. Price \$3.90.

The fascinating story of the origin, location, and development of cities has been told by historians, geographers, real-estate financiers, economists, and sociologists, but, so far as the reviewer knows, the main outline and principal factors have nowhere been better presented than here.

The city planner will value the book especially for its analysis of the effect of urban environment upon people and for the author's speculation upon the urban outcome and the future of cities. A portion of a chapter devoted to city and regional planning recognizes city planning as a profession, important in the life of a city, concerned with esthetics, but even more concerned with plans for improvements which will promote the health and efficiency of citizens.

After studying urban population from the standpoints of size, composition, death rates, and birth rates, the author inspects the urban individual's home, work, recreation, and religion. He surveys the presence among city dwellers of poverty, crime, vice, mental deficiency, and mental disease to determine the extent to which these pathological conditions are due to urban environment, devoting particular attention to the effect of city life upon people accustomed to rural surroundings.

A survey of the complicated urban systems for supplying necessities and removing wastes leads to the conclusion that the city is a complex and delicately balanced organism, subject to all the hazards and uncertainties inevitably attending this combination. In a final chapter, "The Urban Outcome," the author analyzes and compares these and other factors which may lead to the destruction of cities with those tending to prolong urbanization; and, with historical precedent in mind, he indicates various possible outcomes and possible fundamental changes in the nature of modern life in cities.

Ample documentation and examples, critical bibliographical notes, and suggestions for discussion and study projects add to the value of this book.

H. K. M.

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THE ENFORCEMENT OF DEED RESTRICTIONS

By CHARLES S. ASCHER

Assistant Director of the Public Administration Clearing House
Formerly, Attorney for the City Housing Corporation

THE New York Supreme Court has recently decided a case testing the validity of the restrictions at Sunnyside Gardens, the City Housing Corporation's development at Long Island City, New York. The decision was sweepingly in favor of the restrictions.¹ It decided certain important principles for the administration of deed restrictions not previously squarely established, and gives rise to reflections which should be of interest to city planners.

One of the perplexities of preparing the Sunnyside case was the paucity of previous court decisions relating to comprehensive schemes of deed restrictions, although there must be several hundred communities of varying size in this country in which such a scheme has been resorted to for protection and for the administration of at least some communal activities.

There are, I think, two basic reasons for the few court tests, both worthy of attention. First: many restriction agreements do not provide proper machinery to make resort to the courts easy. Second: even where there is the machinery, it is wiser not to use

¹Despite the court decision upholding the Sunnyside restriction scheme, the writer would not urge it upon anyone as a model to follow. Experience has revealed administrative weaknesses in the organization, which the Housing Corporation attempted to correct in its Radburn restrictions. What some of these are, the writer suggests in an article to be published in the *Journal of Land & Public Utility Economics*, Nov. 1932.

it. Bound up with these points is the whole practice of administration of community schemes; and I should, therefore, like to comment briefly upon both of them.

I.

Many elaborate restrictions are merely a long list of prohibitions, stated to be covenants between the buyer and the seller. Nevertheless, under well established rules of equity going back a hundred years in England, if the covenants are uniform in many deeds and are apparently pursuant to a general plan or "building scheme," any purchaser may sue any other purchaser for a violation. Of course, the seller may also sue,—except that in some states, if he has sold all his property he is deemed no longer to have a sufficient interest to enforce the restrictions by injunction.¹

In a number of restrictive agreements, at the end of such a list of prohibitions, the seller has reserved the right to vary them as to other plots in his discretion, or to modify them as to any plot with the consent merely of the owner of that plot. There is the germ of a good idea here, which is a cousin to the zoning concept of unnecessary hardship. The New York Court of Appeals, however, has ruled, with some justice, that restrictions which may be arbitrarily altered or removed don't restrict, and has held that such a broad proviso invalidates the whole scheme.²

I regret to see that the only set of restrictions offered the general practitioner as a guide in Gordon's recent "Annotated Real Estate Forms" is the set condemned by the New York court in that decision. This sort of advice may account for the low state of the art.

However, even if this difficulty is hurdled, and the restrictions are such as will stick, enforcement under the equitable principles governing building schemes is still exceedingly precarious. The burden of protesting a violation is put entirely upon the individual plot owner. His injury must be great and immediate to warrant his hiring a lawyer and fighting through an involved chancery case. I have found, too, that ever so many owners who will fulminate in a protest meeting become excessively shy when asked

¹Welitoff v. Kohl, 105 N. J. Eq. 181.

²Sohns v. Beavis, 200 N. Y. 268.

to sign and verify a legal complaint. Or it may be that a group of neighboring owners are none too sorry to see the restrictions violated, hoping that they may profit by the breakdown of the scheme.

To judge by their titles, most suits to enforce restrictive schemes have actually been brought by the promoters of the development.¹ This will serve during the initial years of the development, when the selling company still has land to dispose of or still holds purchase-money mortgages, and thus has a vital interest in upholding the restrictions. But the interest will weaken. When all but a few lots are sold, it may be to the direct interest of the developer to capture some of the increment which his own development has created, and to sell the last lots for business use. Or if the development has not been successful, or times have changed, he may be willing to let down the bars against two-family houses.

It is in every way desirable, therefore, to create some enforcement machinery which will be effective and durable. The more farsighted and disinterested developers have accordingly provided some administrative board to enforce the restrictions, or have undertaken to confer that power upon a property owners' association, either already existing or to be formed. In a small number of cases, such groups have been parties to actions to prevent violations.²

This seems a sound administrative device. But we must remember that the archaic learning which is still allowed to govern our rights with relation to real property,—invented mostly by the spiritual descendants of the medieval schoolmen,—is not based primarily upon administrative considerations. What property interest has an association or board as such (apart from the property rights of individual members) to enable it to complain? May it sue in states the statutes of which expressly prohibit suits by any but the "real party in interest"?

¹*Brighton-by-the-sea, Inc. v. Rivkin*, 201 (N. Y.) App. Div. 726; *Peabody Heights Co. v. Willson*, 82 Maryland 186; *Lawrence Park Realty Co. v. Crichton*, 218 (N. Y.) App. Div. 374; *Hastings Land Improvement Co. v. Zinsser*, 155 (N. Y.) App. Div. 561.

²*Library Neighborhood Assn. v. Goosen*, 229 Mich. 89; *Windemere-Grand Improvement Association v. American State Bank*, 205 Mich. 539; *Boston-Edison Protective Assn. v. Goodlove*, 248 Mich. 625; *One and Three South William Street Corporation v. Gardens Corporation*, 232 (N. Y.) App. Div. 58.

I cannot find that this question was raised in the handful of cases last cited; but it was very directly raised by the defendant in the Sunnyside test case. At Sunnyside, the Housing Corporation had created a board of five "trustees" to administer the scheme and enforce the restrictions. Two of these were to be resident property owners, two were to be designated by the company, and the fifth, an outsider without affiliation with either group.

The Sunnyside scheme threw all the "back-yards" within the block into a common open space. The several deeds conveyed to each purchaser the land to the center line of the block, but subjected the rear thirty-three feet to a forty-year easement in favor of the other owners, and entrusted the control and supervision of this common space to the trustees.

A disgruntled property owner deliberately challenged the trustees' authority by blocking the common walk in the rear of his house, and the trustees sued. He denied their right to sue. The Supreme Court upheld the trustees, and thus settled the issue of their sufficient interest to enforce the restrictions in court.¹

II.

Now for the other side of the picture: why soundly conceived community restriction schemes don't often get to court.

The pleadings in the Sunnyside case cover nineteen legal-cap pages. There were twenty witnesses called in a three-day trial, and forty-five maps, photographs, and documents were put in evidence. The case came on for trial nine months after the defendant had erected the offending barricade; the judge took another five weeks to render a decision; judgment was finally entered only after the lapse of almost a year.²

A terrific consumption of time, energy, and money. Obviously only a large group, powerfully aroused over a fundamental breach of the restrictions, would undertake such an action.

¹*Ogilvie v. Mount*, 87 *N. Y. Law Journal* 3405, June 16, 1932. (Not officially reported.) The trustees had taken the precaution to join with them as plaintiffs half a dozen neighboring property owners: this would in any case be a wise move, to prevent the case from being thrown out, and to make clear to the court that local sentiment favored the action.

²The trustees had in fact removed the barricade within an hour, but they ran some legal risk in doing this. If the structure had been so elaborate as to make this course inadvisable, it would have been difficult in this type of case to procure a preliminary injunction requiring its removal, and somebody would have had to put up a bond to secure the defendant in case the permanent injunction was finally denied.



Courtesy of City Housing Corporation

A BACK-YARD OPEN SPACE AT SUNNYSIDE GARDENS

And there is sound reason for refraining from suit except upon the clearest violation of the basic provisions of the scheme. It is noteworthy that the first test case at Sunnyside was not begun until the scheme had been in operation for over seven years.

This was not because there had not been violations of the restrictions. The trustees had been called upon to deal with dozens of infractions of the rules. They had many times instructed their counsel to sue, and had been disgusted with his advice that suit was inadvisable. In fact, there have been times at Sunnyside when the trustees have been prepared to resign in a body, feeling that their activity was entirely ineffectual and that they were being made fools of by property owners who did not obey their orders with alacrity.

It is necessary to remember that a court will tend to look upon these problems with a different perspective from that of the persons immediately concerned. The general principle of equity is that in order to warrant the issuance of an injunction it must be clear that the benefit to accrue to the plaintiffs will outweigh the burden imposed on the defendant. Perhaps the color of the defendant's awnings is not in harmony with the color scheme promulgated by the administrative board in the interest of esthetic harmony; but it will cost the defendant one hundred dollars to buy new ones, and he claims that he likes orange and black better than gray and blue. Frankly, I think the court will resent being asked to pass upon such an issue; and will be tempted to throw the case out, not because the restriction which authorized the board to pass upon awnings was invalid or illegal, but simply because the plaintiffs have not shown enough "equity."

And the effect of an adverse decision both upon the morale of the Board and the community will be serious,—enough to jeopardize the whole spirit of willingness to adhere to the scheme.¹

What, then, shall the enforcing agency do to prevent the breakdown of the scheme, when its ultimate weapon is so cumber-

¹In *Parsons v. Duryea*, 261 Mass. 314, the court upheld a decision by a master compelling a plot owner to rip out a concrete driveway which he had installed without the prescribed approval, although the master also found that the driveway was not in violent contrast with landscape effects in the vicinity, and was the best solution of the owner's problem of convenience and utility. No one was more surprised by the decision than some of the people connected with the suit. I should not expect such a result in a less sophisticated state.

some and unreliable? I can give some answer from experience over seven years in three restricted communities, and indicate some of the results achieved.

The Board will find, first of all, that a great many violations are inadvertent or thoughtless. Springtime has come, and the exterior trim needs repainting. The householder stops in at the paint store on his way home from the office on Saturday and says, "Give me five gallons of outside paint." Nothing is further from his mind than the code of colors approved by the Board two years before, under a restrictive covenant limiting exterior colors to those so approved.

Accordingly, when his trim turns out chocolate color, the Board will write him, will send a member to interview him, will invite him to attend the next regular meeting of the Board to discuss the matter; and will eventually get his promise that the following year he will repaint the trim an approved color. True, for a year there will be a discordant note: but it would take that long to go through a lawsuit,—and the Board has, instead of a permanent enemy, a neighbor who will coöperate in the future.

Secondly, some violations will come about through sheer ineptitude. The owner submitted plans for an alteration, they were approved as required by the restrictions; but the structure as erected by the Finnish carpenter deviates in seven ways from the approved plans. There will again be letters, conferences,—running, as I can testify, until late into the night. The owner will not sue the carpenter, nor will the owner spend several hundred dollars to have the structure rebuilt. The Board will then learn the virtues of compromise. Undoubtedly some changes, looking toward conformity, can be made without undue expense; vines and shrubs can be planted heavily,—and in two or three years the offending structure will hardly be noticeable.

Incidentally, there is nothing like a meeting of the full Board, with a stenographer taking minutes, and a show of parliamentary procedure, to bring an offending home-owner to terms. The delegation calling on him in his own home finds him in his castle; it is he who has the power to terminate the interview. The visit by a member of the Board, or its secretary, will often merely arouse

his emotional opposition as a free-born American to having any neighbor tell him what he may or may not do with his own property, and the merits of the discussion will be sadly obscured.

The Board will find it helpful to be forehanded in anticipating problems before they arise, rather than in trying to enforce corrective measures after the violation has occurred. If in violation of the restrictions, radio aerials tend to blossom forth, offer the home-owner some authoritatively approved scheme for good reception using only an inside antenna. Broadcast to the residents in the springtime the names of several firms who will supply awnings of approved colors at reasonable prices.

As to the results of these devious methods of enforcing restrictions, the Sunnyside test case gave an opportunity to review the history of six years. The particular Board there involved had jurisdiction over about 120 houses and the open spaces appurtenant to them. The minutes of the Board showed the following scope of their activities in enforcing the restrictions: eleven radio poles and aerials removed after request; application for permission to erect wires denied in two cases; general inspections for possible offending wires made twice,—none found.

Twenty-seven applications were approved for the permanent inclosure of open porches. (Apparently it was a mistake of the architect to design these houses, in this climate and urban environment, with open porches. The enforcing agency often has to meet such errors.) Three such applications were refused, and two were approved with modifications; two complaints by neighbors were investigated; the design of two porches inclosed without permission was modified after protracted conferences so far as practicable without undue expense. The secretary of the Board reported twenty-one inspections to determine whether the porches as built conformed to the approved designs.

And so on, endlessly. Complaints of rowdy conduct,—referred to the police. Complaints of uncovered garbage cans,—referred to the Board of Health. Large packing cases semi-permanently installed on the lawn by parents of children in progressive play schools removed in three instances.



Courtesy of City Housing Corporation

A GLIMPSE OF SUNNYSIDE GARDENS' SHRUBBERY AND LAWNS

What is the residuum? Of course there are in any sizable community a few who won't play the game. Somebody erects a sign such as "Notary Public," "Dressmaking," "Furnished Room to Let"; this is forbidden by the restrictions. The Board persuades him to remove the sign and place a comparatively inconspicuous notice inside the window. Several "illegal" fences, erected to keep neighbors' dogs from ruining a flower bed, remain. Some people keep their orange and black awnings.

It would be pleasant if private restrictions could be enforced by the police power, like zoning; with summary action, and the penalty of fine or imprisonment. But when I review the types of "violations" which this one enforcing group has had to deal with,—and when, after six years, I walk down the streets of Sunnyside, with its blossoming greenery, well-tended gardens, and general air of loving devotion before the gods of the hearth,—I am not sure that social policy would be better served if I could impose my particular gods upon those who worship slightly different ones.

For the willfully obstructive who seriously endanger the scheme, who try to build a garage in an open space, or who block a common walk, the courts afford remedy. They may be cumbersome, but they have seldom to be invoked.

MONEY FOR PLANS

Savings banks are a major factor in providing funds for the building of cities. They must insist on the adoption of city plans such as the association of savings banks and title companies are now preparing for the East Side of New York.

This was the message of Henry Bruere, President of the Bowery Savings Bank, to a conference of one thousand representatives of the savings banks of the country, after a year's intimate experience with plan making for the lower East Side of Manhattan Island. The plan to which he referred is the answer of the savings banks and title companies of New York's East Side to the call for leadership in the solution of the present economic problems. It is probably the only instance where a plan is being exclusively financed by an association of banks. It is a clear recognition by great loaners on real estate of their stake in the proper development of a city.—FLAVEL SHURTLEFF in *Planning Broadcasts*.

THE EFFECT OF THE DEPRESSION ON CITY BUILDING IN TEXAS

By JOHN E. SURRATT
Secretary, Kessler Plan Association

THE depression will ultimately prove to be an untold blessing to the cause of city building for our more progressive Texas communities. I do not mean to say that the depression will help city building in every Texas community. Some communities will never recover from the depression. Confronting these will be long years of debt-paying without the vision, the courage, or the determination to seek out and then to accept the new methods that must be adopted by the city which succeeds under the new conditions ushered in with the depression. But the alert cities can profit from this period.

A NEW AGE IN CITY BUILDING

Let us admit at the beginning that we are entering into a new age in city building. The popular city-building methods that were in vogue back in the "twenties" will fail to go over in the "thirties" and the "forties." Back in those days the so-called "big city builder" was also known as the "booster" or the "promoter." He was interested first, last, and all the time in the big things. He wanted his city to be the biggest, its streets the widest, its buildings the tallest, and its bond issues the largest. He was for bigness. Quality was of secondary consideration.

Contrasted with this popular conception of the "big city builder" of the past, the city builder of the future will be the man who does the most to conserve public funds and who does the most to protect and then to develop the natural advantages and the native charm and beauty of the town and country.

Back in the boosting days, cities, counties, and districts were vying with each other in voting bonds. The same wild reckless spending spree which hit the private citizen also hit the public

From a paper presented at the Twentieth Annual Meeting of the League of Texas Municipalities.

official. The difference was that the citizen was spending his own money while the official was spending forty-year bond money, and therefore was much freer in the spending of public money than was the citizen in spending his own money.

Then the depression came and saved us. To be sure, this wild spree of spending public funds would have stopped of itself sooner or later. But in the meantime many cities, towns, and counties would have faced bankruptcy but for the merciful intervention of the depression. We shall never know the number of cities and counties which were saved from self-destruction by the coming of the depression.

CITY-BUILDING LESSONS TAUGHT BY THE DEPRESSION

What are we going to do about it? Kind Providence sent the depression and saved many cities and counties. Can we now expect Providence to dig out the lessons which we should learn from the depression and apply these lessons for us? While each community must solve its own problems, yet there are some broad fundamental facts true alike for the smallest town or largest city.

First we must come back to the elementary principles of city building. We must recognize the fact that the home is the foundation of the city. Big factories, tall buildings, improved facilities for transportation and communication are all important items in city building but none of them nor all of them compare in importance with the question of making of our city an ideal home city.

Let us hope that from the depression will come a new standard for grading Texas cities. In the past our definition of "The Best City" was based on population, number of skyscrapers, payrolls, and bank deposits. The new standard for "The Best City" will give chief consideration to sanitary and living conditions of districts occupied by negroes, Mexicans, and the poor whites.

Zoning, so far as the average city of Texas is concerned, has its chief urge in the protection it gives to the home. Here is one item in city building requiring no bond money, one which is just as badly needed during the depression as it was or will be needed during boom times. Our report from Houston says that 90 per

cent of the \$7,725,210 building construction in Houston during the past year was residential and the most marked activity was in those sections where restrictions are most severe.

A word of caution should be thrown out regarding zoning. No Texas city should attempt zoning until it has employed a competent city plan consultant and then its zoning should be a definite part of its complete city plan.

CITY PLANNING CHEAP—CITY REBUILDING EXPENSIVE

The depression can aid us in reducing costs on all phases of city building. We must learn first the difference between the planning of a city and the rebuilding of a city. Let me give two illustrations from Dallas. When Kessler's plan was prepared twenty-two years ago, he recommended that we make a park along Turtle Creek. He recommended that we do the same for Mill Creek. The park development of Turtle Creek was carried out at very small cost to the city. As a result, we have a parkway that is becoming more and more beautiful each year. We also have high land values throughout the entire Turtle Creek Valley, and the city will never be called upon to spend one dollar for the drainage of Turtle Creek.

This was a case of city planning.

Kessler's plans for the park development of Mill Creek were not adopted. Three results have followed. First, as the upper watershed became covered with houses and paved streets, floods in the lower sections became more pronounced and property values depreciated. Second, the city is now called upon to spend hundreds of thousands of dollars for storm sewers. Third, the thickly populated Mill Creek Valley is deprived of what would have been a beautiful and much needed parkway.

While the hundreds of thousands of dollars being spent for storm sewers will protect homes from floods, yet the results are costing the taxpayers heavily and the property values can never be raised to the level that they would have reached had the creek been converted into a parkway in the beginning.

This is not a case of city planning but one of city rebuilding.

These lessons are being emphasized by the depression, and now the city and property owners are coöperating for the development of parkways along creeks in the newer sections, all of which will save future bonds and future depreciating values.

STREET-WIDENING COSTS TOO HIGH

During the past few years Dallas has spent over five million dollars on street widening. This was not a case of city planning but rather a case of rebuilding. I make this statement because of the fact that since 1927 we have had a law whereby a street can be widened by condemning a building line at a small fraction of the cost of immediate widening. Neither Dallas nor any other Texas city has used this law and I am now hoping that we shall condemn building lines on all streets scheduled for widening, thus saving the property owners and taxpayers millions in future costs of street widening.

In Dallas and throughout Texas we should take advantage of the depression to preach the gospel of fair play in the purchase of land for public use. We should educate our public, we should educate city and county officials and school board and park board members so that we can put a stop to the practice of paying fancy prices for land needed for public improvements. Condemnation procedure originally intended to be the means of arriving at a fair and reasonable price frequently results in prices far in excess of those paid by private individuals. A city-wide, county-wide, and state-wide campaign of education may be necessary to correct this exceedingly harmful practice which has fastened itself upon us during the years.

When you remember that the taxpayer must pay \$1.94½ in order to retire \$1.00 of a forty-year bond, you get a conception of the losses that come when bond money is spent without competent guidance. The greatest loss, however, is not wasted bond money, but it is wasted opportunities. When our cities and counties are spending millions, frequently doing things of little value, they are often neglecting things of tremendous value. And it is often true that these neglected things would cost very little

in the way of money. The city or county official, no matter how honest, how conscientious, how successful in private business, lacks the special training, knowledge, and wisdom needed to plan and carry forward a community development program. The depression should teach us that we can save public money and save community opportunities by securing the guidance of the best obtainable consulting service.

The reduction of taxes is important but not one-tenth so important as the stopping of waste and the elimination of inefficiency. Public expenditures should be curtailed, yet we must remember that a complete shutdown of all public work will paralyze the community.

It has been my pleasant task during the past months to study the history of Texas and Dallas. I find that the city builders who went before us faced and overcame obstacles more serious than the worst now confronting us.

We should use the depression. We should get from it the lessons it offers but we should not allow the psychology of the depression to overcome us and thus to do harm to our city and county.

VERMONT COMMISSION ON COUNTRY LIFE

For more than a century, Vermont has been one of the most reliable seedbeds of our national life. . . . How may the fertility of this seedbed be maintained and how may the quality of the human stock be conserved are questions which rightfully command the attention of the leaders of to-day in the Green Mountain State. The Vermont Commission on Country Life is a manifestation of statesman-like interest in these questions.

The immediate purpose of the Commission is that of scientific planning for action leading towards higher goals. Scientific planning consists in gathering facts, sifting them, and meditating upon them until their significance is clearly seen in their true relation to the everyday life of a forward-looking people. The clarified mental pictures which result from this deeper study of the facts of life in their varied and complex relations make possible the setting up of useful plans.—From "Rural Vermont: a Program for the Future." *By Two HUNDRED VERMONTERS.*



RÖMERBERG, FRANKFORT-ON-THE-MAIN
Orderly City Building in Germany Began Centuries Ago



GENERAL VIEW OF DRESDEN, SHOWING HYGIENE MUSEUM
An Illustration of the Trend toward a New Style of Architecture

THE DEVELOPMENT OF CITY PLANNING IN GERMANY

By JOHN NOLEN

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IT is probably true that the German cities, taken as a whole, are the most efficient, the most convenient, and the most beautiful in the world. At any rate, an observant traveler gets the impression that German cities and towns are uniformly more pleasant as communities for the stranger to visit, and more agreeable and satisfying as an environment to citizens, than those of any other nation.

The present perfection of German cities is no accident, and is not of recent origin. The German cities and towns of the middle ages—places like Rothenburg, Dinkelsbühl, Hildesheim, and Brunswick—were the loveliest places in the world during that period, and remain to-day largely unspoiled because there is reverence throughout Germany for the old and the beautiful, and a happy facility for developing the new in harmony. Fine examples are Nuremberg, Frankfort, Hamburg, Bremen, and Dresden. Cologne might also be mentioned.

Much has been done very recently—in fact since the War—with the German cities, but the great period of modern development began in the latter part of the nineteenth century. A well known English civic leader, Mr. T. C. Horsfall of Manchester, wrote a book twenty-five years ago, intended to bring about changes in English town planning and housing, which he entitled “The Improvement of the Dwellings and Surroundings of the People: The Example of Germany.”

SOURCES OF CITY-BUILDING SUCCESS

The explanation of the success of German city building can be traced to four sources: first, wise, practical legislation, both local and national; second, wide, thorough training of a large group of technicians—architects, engineers, and landscape architects—in the science and art of city planning and construction, and furthermore, a regard on the part of city government officials

for "the man who knows." Perhaps the most lasting impression that one has from a visit to a German city hall is the thorough organization of the technical staff in all departments and the authority which it has in all decisions. A third explanation of the achievements of German cities is their understanding of the real economics of good city building. Adequate appropriations are made to carry out plans over a long period of time. The standards of construction are high, and proper maintenance is not neglected. One seldom, if ever, sees in Germany public works of faulty construction or neglected maintenance. A final point is the excellent form of municipal government administered by a technically trained and experienced staff of officials.

German city governments are in control of their planning and building. The results are manifested in characteristic order and beauty. German cities are spacious, and there are but few examples of overbuilding on the land, due to the stringent building regulations. Everywhere, even in the heart of the largest cities, there is room for planting, verdure, and color in the streets and on buildings, with ample light for plants to grow. Efforts are made to preserve the amenities and to make cities pleasant places in which to work and live.

The automobile has brought no serious congestion yet, and even with its increase in numbers does not seem likely to bring difficult problems. The reasons for this are: the large amount of space that has been retained by the public in wide streets and open plazas; the skillful design and layout of important street intersections; the strict regulation of the height of buildings; and especially the skillful technique that has placed the large elements of the city plan—railroad stations, markets, theaters, public buildings, shopping districts, factories—in suitable locations. German cities were zoned in the sense of having things put in their right places before the zoning system prevailed; and the zoning system, as we know it, was applied early.

All of the planning in German cities and towns is facilitated by the fact that municipalities own a large amount of the land of the city, and have simple and fair economic methods of acquiring land for all public purposes.



Elbe Riverfront, Dresden



Alster Basin, Hamburg

WATERFRONTS HARMONIOUSLY DEVELOPED FOR VARIED PURPOSES

The German cities never lose sight of the requirements of industry and manufacturing, the need for convenient circulation of all forms of traffic, and the necessity that the community provide recreation for all classes of people in all sections of cities.

A subject by itself, almost, is that of the development of rivers and of other waterfrontages. These are not exploited by private individuals, but are conserved for public use. This is a characteristic of all continental cities, but has been more highly and universally developed in Germany than in any other country. The industrial development of waterfronts, of ports and harbors—in such cities as Hamburg, Bremen, Frankfort, and Duisburg—is well known and is scientific and efficient to the last degree. Provision for circulation along riverfronts is invariable. Cologne, Dresden, Frankfort, and many other cities, could be named. This is no recent movement. A visit to ancient cities like Würzburg and Bamberg illustrates the regard which the German citizen has had for centuries for the advantages and delight of being able to move and circulate along riverfrontages.

PROVISIONS FOR RECREATION

Since the War, the most striking new public works of the German cities have been those providing for recreation and sport, especially in the form of stadiums and outdoor swimming pools and beaches. Here again the technical machinery of municipalities has worked efficiently and with good results. Everywhere one is impressed with the wise selection of locations for these sport areas, and the liberal, skillful, and artistic way in which they have been laid out and developed. The stadium in the forest on the immediate outskirts of Frankfort-on-the-Main is worth a long journey to see. The same can be said of the Wannsee bathing beach in Berlin. For completeness in the enjoyment of water sport and pleasure, it is doubtful if it has an equal in any other large city. On the Baltic Sea, Travemünde is a fine illustration of a seaside development where beaches, promenades, and the regulation of all building development have resulted in an orderly and beautiful oceanfront resort.



BEACH AT WANNSEE, BERLIN

German Cities Abound in Provision for Outdoor Bathing



TRAVEMÜNDE ON THE BALTIC SEA

Illustrating the Advantages of a Well Planned Seaside Resort

A notable feature of modern municipal development all over Europe consists of little gardens—vegetable and flower—placed in the immediate outskirts of cities. These are the simple, inexpensive, and wholesome resorts for recreation at the end of the day, at the end of the week, and in annual vacation times, for a great mass of low-income city dwellers. They have been highly developed in Germany, and in cities like Frankfort one gets an impression of the possibilities of these *Kleine Gärten* as a simple form of pleasure combined with economic advantages to family life.

Housing under public initiative, direction, and control is a subject by itself, and represents a new order in homes and living conditions for people of small means. The modern *Siedlung* in Germany is an attempt to embody the most up-to-date skill and the highest practicable ideals for the housing of the working classes.

The pleasantness of German cities is the result not merely of direct public action, but is supplemented by many forms of semi-public and private development. Some of the best examples are the open-air garden cafés and other semi-public provision for life in the open. A combination of public and private property development with a fair and balanced regard for each is shown in the well known Alster Basin at Hamburg, than which there is no finer example in the world.

The attractiveness and good government of German cities have been fairly well known for decades, but seldom has attention been directed to the beauty of the countryside. Outside of the cities, there is practically not a billboard in all Germany—at any rate, nothing that is conspicuous or offensive. No public nuisances such as hot-dog stands and filling stations have developed, because provision for care of automobiles and for the refreshment of the traveler has been made in the same efficient, sensible fashion that the German has employed in city development.

The German people are a city-loving people, as well as a nature-loving people. They find delight in city life and in its convenience for work and its equipment for pleasure. The cities, as a whole, are works of art, and one of the prevailing recreations is to stroll about the city streets and through the numerous parks

and boulevards. Generally speaking, the pleasures of the German people are simple and accessible, and are indulged in by the poorest. There are always pleasant places to go and pleasant things to do that are within the reach of all. Furthermore, the people are strikingly homogeneous, and enjoy together the facilities which the public provides.

Modern Germany bears witness to some striking changes in modern life. In every street, in every town and city, one is impressed with the appearance of health. Clothes have been reduced to a minimum and hats more generally abandoned than in any other country. Faces are brown, and the children look sturdy, even those living in the poorer streets. There is a new athleticism, and ample provision for it. The Youth Movement, *Jugendbewegung*, is not a creation of the twentieth century, but, like nearly all of the modern developments in Germany, had its forerunners earlier. This is particularly true of the Youth Movement, which in Germany has arisen and developed in various forms in various epochs of German history. Related to all of these modern movements in Germany and expressing them, is the modern conception of building. One sees the new architecture everywhere—in public buildings, churches, schools, in business structures, apartment houses, and especially in the new and extensive housing settlements. Architecture is taking on in Germany new forms and new colors, and using to advantage new materials and new building skill.

TOWN PLANNING STUDY IN GERMANY

In its town planning schemes and its endeavour to add dignity and decorum to the outward aspects of municipal life, Germany shows unwavering fidelity to the national belief in the expert and the efficiency of education and training. Instead of trusting to the intuition and judgment of the "practical" man . . . Germany acts on the assumption that as town planning is a science and an art, it ought to be studied like any other science or art, and indeed more thoroughly and laboriously than most, since the vital welfare of entire communities is at stake.—WILLIAM HARBUTT DAWSON in "Municipal Life and Government in Germany." Published in 1914.

PLANNING THE REGION OF HAMBURG, GERMANY

By WALTER BAUMGARTEN
Sheldon Travelling Fellow, Harvard University

“THE Nineteenth Century concerned itself in no way whatsoever with the city as a center of production, but instead dealt primarily with the development of residential quarters. Planning of industrial centers was looked upon as purely technical—the planning of residential sections was an art.”¹ German city planning has been largely in the hands of architects and had to go, like architecture itself, through a thorough re-experience of the past until it was discovered that the modern city can be understood only by recognition of its economic functions, that its determinants are industry and commerce, and that the primary task of city planning is to regulate and provide for its proper functioning and pulsing.

The development of the region of the Lower Elbe, with the Hamburg harbor as the center, is a result of commercial and economic forces which cast their influence far beyond the political boundaries of Hamburg City itself. The development of the area tributary to the harbor has long been hampered by these boundaries and by obstacles presented through differences in administration and policy. These conditions are in the case of Hamburg probably particularly pronounced, since the city has grown rapidly around Germany's principal port but has been confined within narrow boundaries drawn during the peculiar history of this city-state which still constitutes an independent state of the Reich.

PORT IS HEART OF REGION

The harbor is in many ways the key to the regional problems, and accounts for much of the activity of the district. The harbor has made the region one of the large industrial centers in Germany. Navigable water for ocean-going freighters, excellent railroad connections and direct connections with inland waterways, procuring

¹R. F. Heiligenthal in *The Technology Review*, Feb. 1932.

entry for traffic from Hamburg to the farthestmost parts of the Reich, have been and will be incentives for many plants to move into the region. The Elbe and its tributary canals and waterways provide communication beyond the boundaries of the Reich to northern Czechoslovakia, eastern Poland, and the Baltic countries. It is because of these connections and the prevailing low freight rates that Hamburg is able to compete with Mediterranean and Channel ports in territories which otherwise would be tributary to these.

The original harbor consisted of the lower course of the Alster with narrow canals branching from it. From these beginnings the port has grown to 1965 acres of total water area having a deep-water basin of 1250 acres and a waterfrontage along its basins of 30 miles, practically all of which is developed to accommodate ships. Its annual commerce is slightly in excess of the combined total traffic of all other German seaports together.

Despite the fact that large areas of the harbor have been constructed and opened to traffic only recently, further expansion is still necessary. Diverging interests of the many authorities existing in the three cities and eight rural districts contiguous to the area of the State Hamburg, have prevented this necessary expansion of the harbor and the city, as well as a regional consideration of the problems. Previous attempts of Prussia to strengthen the neighboring municipalities by incorporation of large parts of rural areas, by consolidation of the two cities of Harburg and Wilhelmsburg, and by the creation of large rural units, had simplified the situation but still not permitted a regional approach. The rapid increase of the Hamburg commerce and the growing congestion within the city finally made it evident that necessary expansion could no longer be retarded without injury to the Reich itself and Prussia in particular.

Thus, on December 5, 1928, after considerable negotiation, the States of Hamburg and Prussia entered into an interstate compact in order to seek jointly a solution of the problems existing in the region of the Lower Elbe, "as if political boundaries were non-existent." To carry out the provisions of the pact, the two states formed the *Hamburgisch-Preussische Hafengemeinschaft*, Limited

Corporation, very similar in its significance to the agreement of April, 1921, between New York and New Jersey which provided for a joint administration of the harbor within the two states. Secondly, in order to secure voluntary coöperation of the municipalities and the two states involved in matters of planning the region as a whole and adjusting transportation and traffic facilities, the Hamburgisch-Preussische Landesplanungsausschuss (Hamburg-Prussian Regional Planning Commission) was established.

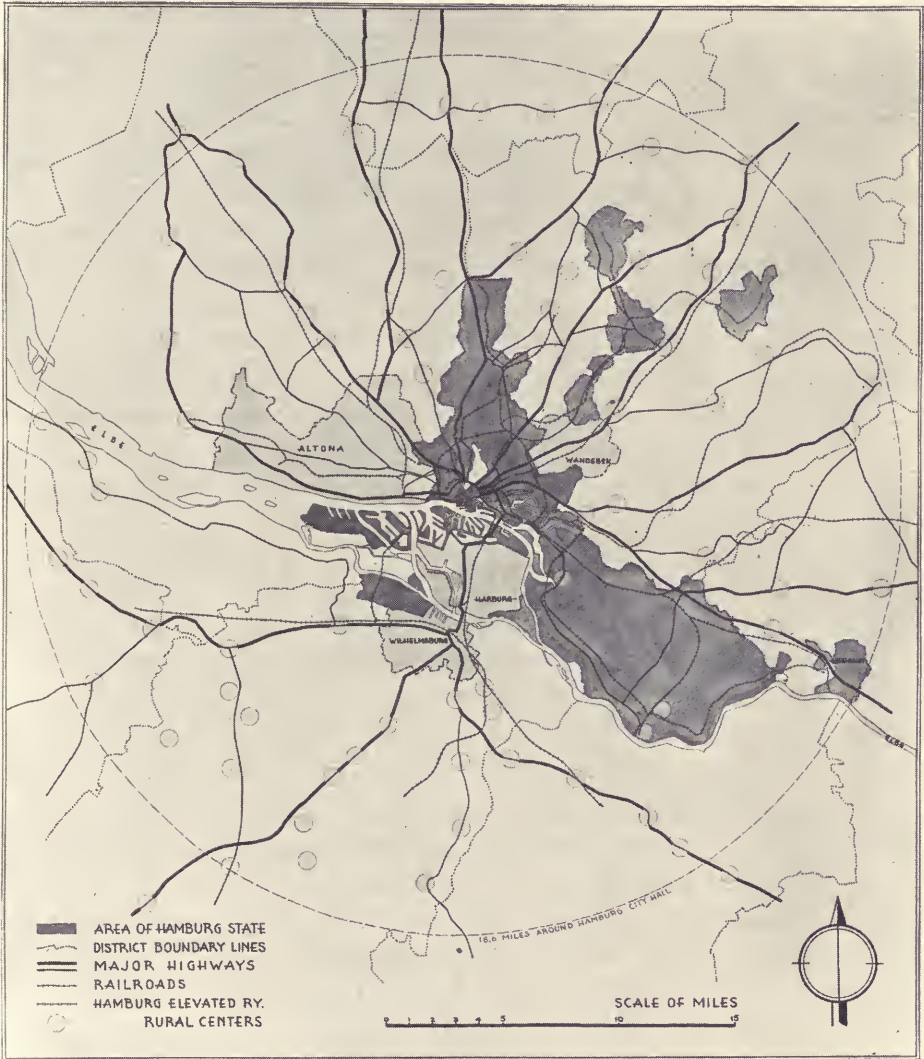
HAMBURG-PRUSSIAN REGIONAL PLANNING

An area with a radius of 18.6 miles from the Hamburg city hall was determined as the region, which includes besides the State of Hamburg (*i. e.*, the city itself and three villages, one municipality, and one rural district) the three cities of Altona, Wandsbeck, and Harburg-Wilhelmsburg, and parts of the eight rural districts belonging to Prussia.

Although the example of the Ruhr-Siedlungs-Verband has shown regional planning with a definite legal status to be effective and efficient, here it has not been thought conducive to flexibility to establish regional planning with all the power, and therewith, the definite form of law. The importance of thoroughly prepared and discussed planning, although not legally binding, becomes evident as the details of such plans are gradually carried out by the local authorities. The relation of all the individual details to the region and their effects upon it are foreseen and guaranteed by the plan.

As provided in the pact, a planning commission consisting of sixteen members, three technically trained men, and five administrators of each state, is preparing a regional plan. The preparation of details is left to the numerous planning authorities already well established within the different units of the region, and the work of the commission is limited to the main object of assuring coöperation and coördination in regard to the broader aspects. Administrative problems which frequently occur because of the incongruity of the city planning legislation in both states remain to be settled by the commission. The budget is to be carried in equal

parts by Hamburg and Prussia. The financing of actual projects involves many problems, especially where a project extends across the existing political and therefore taxation boundaries.



The Hamburg-Prussia Region

The activities of the commission extend over two distinct groups of work. There is first a series of specific problems upon which the local authorities consult the commission or to which the

commission itself, in the course of its work, finds it necessary to give immediate attention. In coöperation with the existing planning authorities, this work has resulted in the adjustment of development plans of almost all municipalities bordering the Hamburg area and the determination of questions of preservation and provision of open spaces, highway alignment and grade separations, and location of railways and of utility and power lines.

The other and major part of the work is to outline general planning policies. In recognition of the fact that knowledge and understanding of sociological conditions are of utmost importance and often are not to be derived from mere figures, the technical committee undertook to present the facts in graphic form and in charts which more intelligibly convey the relation of areas and uses to population density, growth, and movement; the relation of working places to living quarters; housing conditions; and industrial and commercial statistics. This survey¹ is of especial interest because of the manner in which the collected facts are presented.

HOUSING PROJECTS

Until 1860, the intense use made of the land within the large blocks of the old Hamburg street system resulted in long narrow strips of back houses having access only from a narrow court or closed-end alley. Clearing projects both before and after the War, and large housing projects have been carried out by the City of Hamburg in the attempt to house workmen employed in the nearby port. Large areas east of the harbor on Prussian territory are fit and available for workman colonies. The State of Prussia has acquired large areas which now can be utilized in Wilhelmsburg, mainly in the attempt to check speculation there. The built-up sections are to be interspersed by permanent green areas incorporating features of natural and historical distinction. Areas not readily fit to be built upon and areas devoted to agricultural uses or forestry are reserved as permanent open spaces.

¹Publications of the Hamburgisch-Preussische Landesplanungsausschuss, 17 Bleichenbrücke, Hamburg. No. 3. Presentation of sociological conditions in the Hamburg-Prussia Region, 1931.

Within the city of Hamburg adequate large open spaces are not available, especially in the eastern parts. There are now opportunities on adjacent Prussian area to make the proper provisions. The reservations north of the river and, in the south, the great Harburg forest which adjoins the built-up districts, are to be connected by a system of parkways. The ring in Hamburg proper and the two Alster basins are well known predominant features of this system.

This brief account will suffice to indicate the nature of the problems and the complex structure of a region which has been one of the most important centers of Central Europe and which was of significance even before historical records mention its name, as numerous neolithic and bronze-age monuments still witness.

THE HOUSING PROBLEM IN AMERICA

The slums of our cities, and blighted areas, whether in cities, towns, or villages, are an economic and social liability and disgrace. No nation can afford to permit such conditions of unwholesome daily living to be perpetuated for they are too closely linked, not only with industrial inefficiency and economic incompetence on the part of their victims, but also with colossal annual expenditures on the part of public and private agencies for poor relief and social service, for cure of the sick, reform of the delinquent, education and reformation, which alleviate after the needless damage has been done.

. . . The problem could be solved through existing agencies, provided the leading citizens and business and industrial agencies of each community would agree to apply their best thought to the study and elimination of all the undesirable housing in every community, first getting rid of the worst conditions and continuously raising their standards on the one hand, while organizing the measures for city planning and replanning and municipal engineering in such a way that future slums would be prevented.

An essential part of this program, however, consists of enabling legislation that will permit and facilitate the large-scale condemnation of slum areas, the resubdivision of land, and the application of adequate capital on a limited dividend basis.—RAY LYMAN WILBUR in "Slums, Large-Scale Housing, and Decentralization."

THE UNEMPLOYED AID REGIONAL PLANNING IN LOS ANGELES COUNTY

By CHARLES H. DIGGS

Director, Regional Planning Commission of Los Angeles County

DURING the most stringent part of the depression, Los Angeles County employees created a fund for the relief of unemployment in Southern California by giving two per cent of their salaries. Utilizing this fund, the Regional Planning Commission of the County of Los Angeles employed 165 high-class engineers, landscape architects, draftsmen, and others, who accomplished many important projects during a period of four months under the guidance of the Commission's staff. An account of the methods used by this Commission may be useful to other city planning offices.

The value of the work thus accomplished is susceptible of easy proof to anyone convinced of the worth of the exercise of wise foresight in guiding community development. Every item of the work done—and this point deserves emphasis—was an item on the program of the regular work to be done by this office; and every item had been on that program for five years at least. None of the projects was hastily unearthed to make work. Most of them had been already undertaken, but were held back by the limited man-power of our small staff.

We feel that the money contributed has been a good investment from every point of view: (a) it has been good for the department, the county, and the taxpayers because they have received value many times over; (b) it has been good for the employees because it has relieved them of criticism pending the readjustment of the county salary schedule; and (c) it has been good for the men employed because it has sustained their morale, and brought them safely through at least this much of a period of the greatest financial difficulty.

Inasmuch as the men employed were assigned to a number of distinct projects, it seems best to separate this account of their activities into a series of sections dealing with each project separately.

THE TRAFFIC COUNT

One hundred men were assigned for field work in connection with this project and ten men were employed in the office to compile and plot the data obtained.

Purpose of the Project

The object of the undertaking was: (a) to provide a scientific basis for allocation of gasoline tax funds by the county; (b) to study the problems

connected with automobile traffic, including congestion and means for its relief; (c) to study the distribution of highway facilities to serve properly all parts of the county; and (d) to ascertain the timeliness and justification of new highways.

Methods and Accomplishment

The total number of "traffic stations" where counts were made was over one thousand. Before going into the field a study was made of each of these intersections to determine the best distribution and number of men to count the various lines of traffic passing through.

The men were then divided into parties, each with a responsible chief, and a flexible schedule was arranged to provide for the shifting of these parties rapidly from day to day with no lost motion. The number of men in the parties averaged from two to five, but in certain exceptional cases at complicated intersections, it was necessary to place as many as fifteen men in a single group.

A large map of the county was prepared showing all the principal lines of traffic movement. The Chief Engineer then made a selection of the "traffic stations" to be studied. This was then gone over more in detail, and the slight changes made that were shown to be necessary in order to lay the ground work for a complete traffic-check system. Colored pins were used to indicate on any given day the position of each party for that day and for several days following. Schedules, calculation sheets, and check sheets were designed and prepared with great rapidity. The count and the number of stations covered daily varied considerably according to the sizes of the checking parties needed, but showed a considerable increase as the organization developed and the men became more skilled.

The men used in this work were nearly all technically trained men, many of them previously employed by the engineering departments of the city or county. All the men furnished their own transportation to the points at which the work was to be done. In covering the more distant points of the county, this involved traveling sometimes as far as 35 or 40 miles before arriving on the job at 6.30 a. m. Each day, two men made the rounds of all stations, distributing the necessary supplies of forms, and checking to see that all scheduled stations were adequately covered so that the work would progress smoothly, issuing instructions to each party for the following days, and collecting the previous day's tabulations.

The enthusiasm and interest displayed by the men were remarkable. One had so high a sense of duty that after his automobile broke down, he spent a day's wages on taxicab fare in order to make sure of arrival on time at the station to which he was assigned. The men were rarely late, and they invariably found the proper intersection, although this was not always easy.

The first few stations were covered for the full week in order to establish ratios between the rate of traffic flow for the different days of the week.

Later each intersection was counted for one full day, with repeats or rechecks wherever the subsequent calculations indicated the necessity.

In the office, the first step was to stamp the intersection number on each sheet, making it correspond to the field notation penciled on the sheet. Then all sheets of the same intersection number were stapled together, and each complete intersection was tallied. The total number of cars during each hour passing straight through or making right turns or left turns was computed from the field tallies, and the total written in with a red pencil. Passenger cars and trucks were shown separately. A second checker, using a blue pencil, repeated this process, and if any errors were found, they were corrected with the blue pencil.

Sub-totals for the intersection were then calculated, and entered on a separate sheet bearing the same intersection number, showing for each direction the total number of passenger cars and the total number of trucks for the morning period and for the afternoon period, including sub-totals for right turns, left turns, and through traffic. Then through-traffic shift totals were computed, and finally the grand total by taking the sum of the morning and afternoon shifts. From six to eight men were occupied with this work continuously.

These files were then taken up by two men, who analyzed the figures, determining the total ingress and egress from each intersection in order to uncover any possible mistake in the count. A further comparison was made between adjacent stations along the same route. When these calculations were finished, the results were summarized in the form of a sketch showing the movement in and out of the intersection in each direction, black being used for the incoming traffic and red for the outgoing, with the figures for passenger cars placed above the arrow, and those for trucks below. When this had been completed, a man computed the percentage of traffic passing by hours of the day and by days of the week, and plotted the results in graphic form. It is anticipated that these percentages and these graphs will bring out ratios and proportions which can be applied to counts made elsewhere and on other occasions so as to make the results from them as effective as the full counts.

The preparation of traffic volume maps was carried forward at the same time. These were drawn up in sections corresponding in size and scale to the highway base map, one inch to 1000 feet. These were the same as the sections into which the county was divided for the purpose of preparing the highway plan. The width of the line along any given highway was made to vary so as to indicate the volume of traffic passing along that line during a twelve-hour period, the scale being one inch to 10,000 cars. In addition to these detailed sectional maps, a composite map of the county was made on the scale of one inch to the mile. On this map the traffic volume was shown on the scale of one inch to 30,000 cars. These maps show graphically the relative volume of traffic on each highway.

The field sketches of the intersections, made at the time of the traffic count, show all buildings and obstructions, condition of pavement, location of street car tracks, railroads, traffic signals, and other features which might affect the movement of traffic. Separate tracings, $8\frac{1}{2}$ inches by 11 inches in size, were then prepared for each intersection. These were made up accurately to scale and were preserved as a record of conditions for use in comparing the results of this with future traffic counts.

The entire work was carried on with remarkably fine spirit throughout. It is worthy of special note that although a hundred men were daily in the field exposed to a definite accident hazard, not one accident resulting in any suit or threat of suit against the county for damages resulted. No serious errors, no carelessness, and no friction were noted.

Value of the Work

It is expected that the results when finally tabulated will be equal in value and accuracy to those that have been obtained elsewhere at vastly greater cost by highly specialized crews with expensive equipment. Henceforth a definite scientific knowledge of the traffic load upon the various parts of the county's highway network will be available, and guesswork in working for the reduction of traffic congestion will be eliminated.

STUDY OF COMMUNITY BUSINESS CENTERS

Twenty men were assigned for use in a survey of community business centers.

Purpose of the Project

The object of this survey was to learn a great many facts concerning the relation between buying power, residential growth, and business-center development which have hitherto been unknown. These will be of great value in working out proper ratios between land to be utilized for residence, commerce, and industry. They will assist in clarifying the basic factors which cause neighborhood business centers to grow or to stagnate, and in solving many complex zoning problems. The results also relate closely to the traffic survey previously referred to, showing the hourly fluctuation of shoppers as compared with that of through traffic under difficult conditions. Shopping radii and the relative dispersion of shoppers' residences are factors which must be known if we are to work out an intelligent solution for the future relation between home, store, and factory.

Methods and Accomplishment

During the first six weeks the men were at work in the office, where they prepared detailed maps from insurance atlases of fourteen carefully selected business centers of widely different types at various locations throughout the county. Two of these were in citrus areas, two in farming areas, two in

dairy districts; others were located in heavily built-up areas, apartment house areas, health and beach resorts, college towns, and neighborhood business centers at boulevard intersections.

When these maps had been completed and brought up to date by field trips to each of these communities, a line was drawn circumscribing the business center, and posts for the counting of automobiles entering and leaving this area were selected. The twenty men were then organized into two shifts of ten men each—the first to work from 6.30 a. m. to 12.30 p. m., and the other, from 12.30 p. m. to 6.30 p. m.

During this period, the men made a check of all automobiles entering and leaving the district by the various streets. They also took the license number of every car which stopped to transact business within the district together with the name of the establishment patronized. This information was taken for each of the communities surveyed on three different days of the week, one of which in every case was a Saturday. The average of this three-day survey will give the ratio between the total number of cars passing through a district and those stopping to transact business therein. The completed maps will show the number of stores of each type, percentage of vacancies, the frontage used, and the percentage of lot coverage.

The address of the owner of each car stopping within the district is determined from the license number, and the place of residence of the owner is indicated by means of a spot on the map showing the district and surrounding territory. The average daily sales at the different stores is learned by means of a personal inquiry, together with the percentage of such sales handled by telephone and delivery. This will permit the calculation of the percentage of sales to pedestrian shoppers by a process of elimination. Account is also made of the total population living within a radius of one mile.

Value of the Work

The relatively low level of business activity at present makes the time an ideal one for carrying on a survey of this sort, as the unstable temporary business enterprises which flourish for a day in times of abnormal prosperity have largely been eliminated, and the remainder are amply caring for the needs of the surrounding population with a margin for increased sales.

INDUSTRIAL SURVEYS

Ten of the men were assigned to continue the survey of industries throughout the county.

Purpose of the Project

This work had been under way for many months, but was proceeding slowly because of the lack of man-power. The information was sought to determine definitely the direct influence of industry upon all other forms of

enterprise and development. It is vital to the proper solution of the problem of determining the present and future needs of the county as to land to be used for industry, in measuring trends in industrial development, and in fitting into the regional plan the proper provision for industry, which forms the basis upon which the entire economic structure rests.

Methods and Accomplishment

The number of industries contacted by these men averaged ten per day per man, a total of 3000 industries being visited and reported upon. The report for each industry visited included the ascertaining of such facts as the following: name, address, type of industry, number of employees (skilled, semi-skilled, labor), annual payroll, capital invested, tonnage per month (in and out by rail and truck), water used (metered and pumped), acreage owned, acreage used, and legal description.

A special survey in the region of the Bixby Slough was carried out in accordance with a direct order from the Board of Supervisors requesting this office to make a recommendation as to the value and need for the provision of additional industrial lands there with access to docking facilities.

PARK DESIGNS AND DETAIL PLANS

Three men were assigned to work under the direction of the landscape design engineer. These men were all highly skilled draftsmen, capable of independent thought and initiative, and the work they have done has been such as would ordinarily require the payment of more than average salaries.

Purpose of the Project

The work selected for them was particularly timely because it had for the most part to do with the preparation of plans for planting, grading, and construction work on certain properties owned by the county, where the work dealt with was being carried forward as a means of relieving unemployment.

Preliminary designs, grading, planting, and detail studies are some of the kinds of plans turned out. In addition to these jobs, a number of other studies were made by these men, including a study and plan for a satellite airport, and a series of studies of the advantages of the block as a unit in the handling of designs for multiple-family dwellings.

This work was of immediate necessity, in order (a) to avoid delay in grading and construction work, and (b) to give assurance that any tree planting, grading, or other work would be done in such a manner as to fit in with a predetermined development plan for each project, thus obviating losses by changes and relocations.

Other projects undertaken were the completion of base maps and plans, and the preparation of a series of functional organization charts, one for each of the sixty-one departments of the county government.

EDITORIAL

PLANNING MUST CONTINUE

Out of the depression may come a new order in municipal government,—an order characterized by efficiency and economy. If this result is achieved it will be due partially at least to the fact that city planning has played its part both through depression and in the ensuing period of returning prosperity.

Curtailment of planning activities at this time is shortsighted finance. Municipal construction cannot be stopped in hard times, for roads wear out and sewers become obsolete. The only choice a city has is a choice between planned growth and unplanned growth. The latter is wasteful; the former, economical.

City planning consultants, planning engineers and secretaries, and members of city planning commissions have an obligation to convey this fact to their communities. Necessary appropriations for city planning should not be allowed to dry up because of a mistaken belief on the part of city officials that city planning is something the community can get along without, when, as a matter of fact, it is infinitely more economical in dollars and cents to have city planning than to be without it.

In cities where commissions have proved unable to convince their officials that planning is especially important in a period of financial stringency, planning appropriations have been cut heavily, and progress made in the past is now receiving a serious setback.

More energetic and ingenious planning commissions have found ways and means to avert such a catastrophe, in some instances even profiting from the depression. The Regional Planning Commission of Los Angeles County is a case in point. Through the use of the unemployed—made possible by a special unemployment relief fund—they have substantially advanced their planning. Many other communities in the country will probably create unemployment relief funds during the coming winter. The Los Angeles County Regional Planning Commission's experience, described on pages 222-227 of this issue, is suggestive and may well prove practical of application by other planning commissions.

H. V. H.

CURRENT PROGRESS

Conducted by JOHN NOLEN and HOWARD K. MENHINICK
LAWRENCE VEILLER HAROLD S. BUTTENHEIM
ARTHUR A. SHURCLIFF CHARLES W. ELIOT 2d
GORDON J. CULHAM

THE CHICAGO PLAN MOVES FORWARD

These are times of severe retrenchment in Chicago, as elsewhere, and yet certain projects which the Chicago Plan Commission has advocated for years have recently been completed or are under construction. Western Avenue is a major street which has just been converted into a through-traffic artery. It is a section-line street three miles west of the business center, and it penetrates important industrial districts and densely populated residential sections. It was recommended for widening by the Chicago Plan Commission in 1918. The street varied in width at eighteen different places from 50 feet to 330 feet (average width, 66 feet), and it was proposed to make it a first-class trunk artery by widening it to a minimum width of 100 feet from the northern to the southern city limits. The full length of the widening is $23\frac{1}{2}$ miles, and because of this great length the work was carried out in sections, in order that difficulties both physical and legal in some sections might not hold back progress in other sections.

There were four issues of bonds from 1919 to 1930 to finance the city's share of the cost, and there was a special assessment on 66,200 pieces of property. To acquire the land needed for the widening, 1989 pieces of property were condemned. The work was executed by the Board of Local Improvements of the City of Chicago.

Another major street improvement, which was recommended by the Chicago Plan Commission in 1916, is now under construction. This is the completion of the extension of Ogden Avenue, a diagonal artery which carries traffic to the southwestern city limits and for many miles beyond. The $2\frac{3}{4}$ -mile extension carries the street from its former terminus on the northeast at Union Park to Lincoln Park, making it the shortest and most convenient route from the west side of the city to Lincoln Park and Lake Michigan. One mile at either end of the extension has been finished since 1925. Construction of the middle section was left to the last because it was going to cost as much as the other two together and the City was not ready to finance it at the same time as the other two sections. This middle section is now under construction and scheduled for early completion. It consists of a concrete viaduct, two bascule bridges, and a steel viaduct, spanning the north branch of the Chicago River, the North Branch Canal, and the island embraced between these two waterways, and also carrying Ogden Avenue over the crowded intersection of Halsted and Division Streets. The width of the

Ogden Avenue extension is 108 feet, which is likewise the width of the viaducts, established in view of the probable future air rights developments alongside of them.

Speaking of air rights brings us to the subject of the new main post office, which utilizes air rights over a portion of the Union Station Company's yards, and which has been under construction for a year. It is to be the largest building in the world devoted exclusively to postal business. The contract calls for completion by February 7, 1934. The agitation for this post office goes back at least fifteen years—a period of time approximately as long as it has taken to acquire the completed Western and Ogden Avenues—and invites the comment that permanent, thoroughgoing improvements are not achieved in a day.

There is a modicum of activity on the lakefront at present, but the Outer Drive and the park extensions cannot go forward under full steam as long as the revenues for the purpose are so greatly reduced. This interruption, however, is the first that the lakefront development has suffered since it was begun, and the projects are already so far advanced that their ultimate completion is only a matter of time.

EUGENE S. TAYLOR,
Manager, Chicago Plan Commission.

CHICAGO REGIONAL PLANNING ASSOCIATION ACTIVITIES

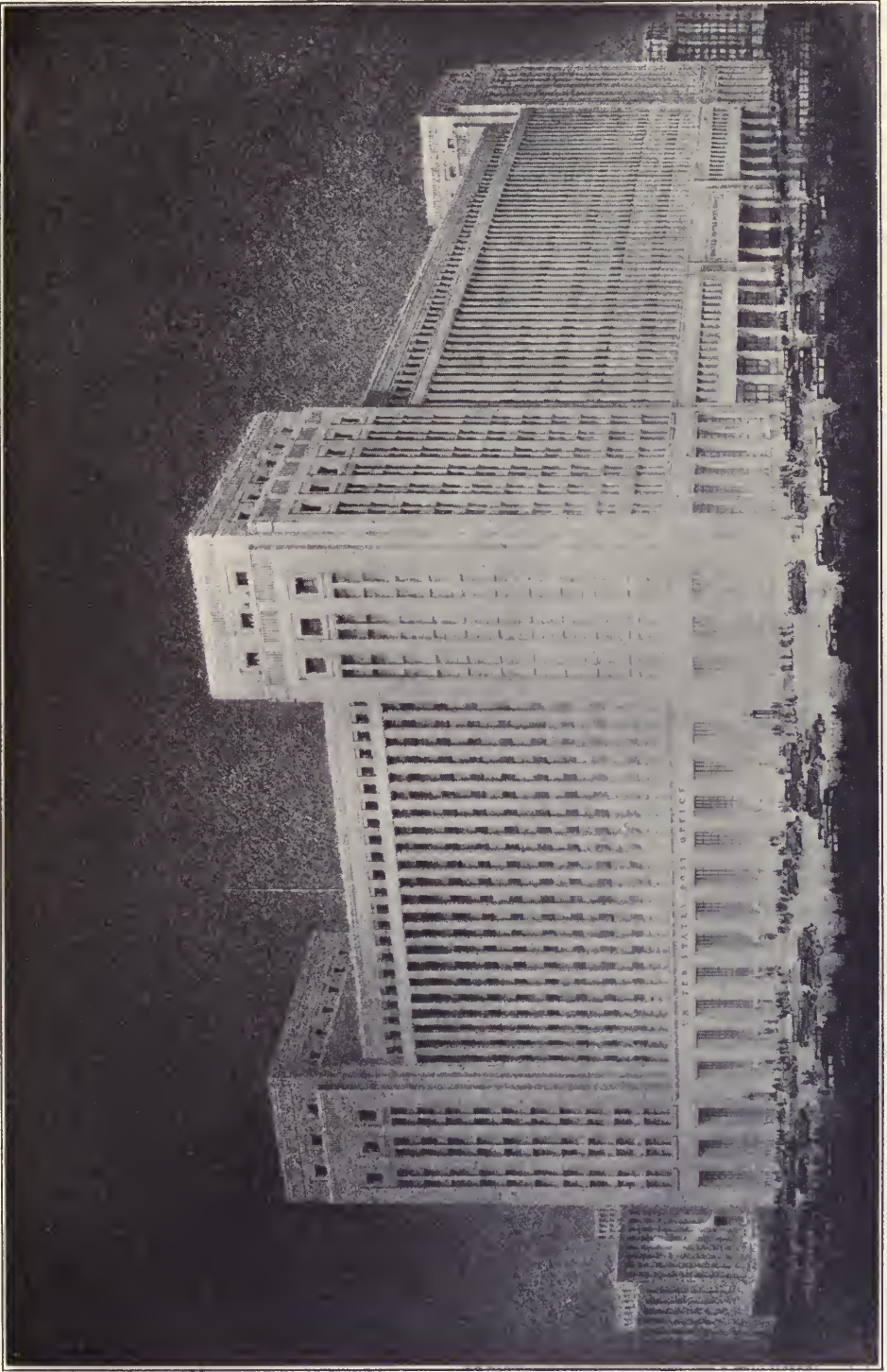
The following is a partial summary of the recent activities of the Chicago Regional Planning Association.

POPULATION FORECAST

When the returns of the 1930 census were completed, we found that our 1930 forecast for the Chicago Region, made in 1926, was in error only one-fifth of one per cent. We again brought together the professional statisticians and population forecasters who had compiled our original study and with the new information before us, we revised our forecast for 1940 and 1950 and extended it to the year 1960.

It is our judgment that the Region of Chicago will grow from 5,060,000 to 8,740,000 between 1930 and 1960, the growth slowing down somewhat between 1950 and 1960. Chicago itself is expected to increase from 3,376,000 to about 5,100,000 in the same 30-year period, also at a slowly decreasing rate.

These population figures are now recognized as being authentic by every agency in this area which has use for such information. Cities and villages use them in planning their waterworks and sewerage facilities. Park authorities rely upon these figures for planning the acquisition of parks and playgrounds. Traffic authorities plan and construct highway and street facilities for the expected population.



Graham, Anderson, Probst and White, Architects

Photograph by Chicago Architectural Photographing Co.

ARCHITECTS' DRAWING FOR THE NEW CHICAGO POST OFFICE

PARKS AND FOREST PRESERVES

One of our major activities is in connection with the extension of park and forest preserve areas. Through a special Cook County committee known as the Forest Preserve Advisory Committee we have worked out plans for the extension of forest preserve holdings and the method of utilizing such lands as are acquired. These plans have been followed without deviation for almost four years. We prepared similar land acquisition plans for DuPage County and all forest preserve land bought in that county during the past two years has been secured in accordance with our plan.

Our recommendation in regard to municipal parks is that park areas be acquired on the basis of not less than 10 acres per 1000 people. This unit of measure has been adopted by many of the municipalities as a definite objective. We continue to distribute from time to time lists of cities and villages in the Region of Chicago showing how nearly they measure up to this objective. Merely the publication of this list is an inspiration to park authorities to increase their acreage by all of the methods known.

We are constantly finding means for acquiring these lands by gift as well as by purchase or condemnation. Of the forest preserve type of recreation land we now have 33,000 acres in Cook County, 1200 acres in DuPage County, 500 acres in Will County, and 300 acres in Kane County, while we have municipal parks, playgrounds, and school grounds totaling over 8000 acres in 80 suburban cities and villages. In addition, the city of Chicago has about 5800 acres of municipal parks within its limits.

STREAM POLLUTION

During the past year a special study of stream pollution has been made at our instance by the Illinois Sanitary Water Board. All of the streams flowing into and through Cook County have been checked in detail for sources of pollution. Results already obtained from this survey are found in a number of private installations of sewage treatment works. The data which were obtained have been effective in establishing the definite need for municipal sewage treatment works.

In coöperation with the Bureau of Water Safety Control of the City of Chicago, a special investigation of oil tastes in Lake Michigan has been carried on with the result that oil refineries whose refuse found its way in part into the lake have planned or are completing certain changes in their plant layout to prevent recurrence.

ZONING

We have maintained our general supervision of zoning activities in the region by advising frequently on zoning procedure and by furnishing zoning officials with recent Supreme Court and other high court decisions on critical zoning questions. This service is one of the most popular which is furnished by the Association.

From our business-frontage study and investigation of land utilization and our preliminary study of apartment-house occupancy in six suburban communities, we have uncovered enough facts to enable us to give correct and sound advice to communities which have zoning problems involving these subjects.

BRIDGE CLEARANCES

Jointly with the United States Army engineers, the City of Chicago, the Sanitary District of Chicago, the railroad companies, and the highway departments of the State of Illinois, Cook County, and so forth, we are now engaged in a study of the clearance of bridges which now cross or will cross the units of the Illinois waterway now being completed by the State of Illinois and the Federal Government into the Chicago Region. Certain problems have arisen involving the adjustment of harbor, highway, and park plans, and we serve as a body to supervise the adjustment and coordination of such plans.

By establishing definite minimum vertical and horizontal clearances we expect to effect a policy of fixed bridges within the congested metropolitan area, at levels which will not require changes of grade and consequent complications involving railroad yards, industries, and possible damage to adjacent properties. A further tremendous saving of over \$1,500,000 per year now spent in operating the lift and swing bridges will be effected.

STREET AND HIGHWAY TRAFFIC STUDY

A special traffic study has been carried on during the past twelve months in Illinois and Indiana with particular reference to the Chicago area. Studies of traffic volume, origin-destination, and intensity of traffic have been practically completed. It was through our efforts that this work was done in one comprehensive scheme by the Chicago City Council Committee on Traffic and Public Safety, Dr. Miller McClintock, Consultant, and by the State Highway Departments of Illinois and Indiana and the County Highway Departments of Cook County, Illinois, and Lake County, Indiana.

These studies are already being used to excellent advantage in justifying or failing to justify specific highway projects. Reports are being completed, one covering the entire state traffic survey, the other the Chicago traffic district. These are to be presented to the Illinois Commission on Future Road Program, an official body charged with outlining the policies and program on highway construction for the next decade.

The Regional Planning Association is constantly at work with the highway authorities of states, counties, and municipalities on budgeting their annual construction programs. So close is this cooperation that the schedules for each year are coordinated, one county with the other, and, for the most part, each municipality with the adjoining one. Thus improvements are continuous. We direct a substantial amount of our attention to helping work out the details of rights of way and other problems which might delay certain units of continuous projects.

As can be seen from this account, we have not only prepared general plans but we constantly help to establish planning policies and principles as the official acts of public bodies. In this way the public officials are party to the preparation of plans and programs and, having had a part in preparing them, are better able to carry them into effect.

ROBERT KINGERY,

General Manager, Chicago Regional Planning Association.

DES MOINES PLANNING PROGRESS

Despite the depression, Des Moines is steadily progressing at every opportunity, preparing for growth, and improving its physical condition in accordance with the comprehensive city plan adopted in November, 1929.

The City Council has recently approved detail plans for the opening and widening of a considerable portion of Hickman Avenue, a cross-town major street serving important residential property. A down-town major street, Grand Avenue, will have its program of widening completed shortly. A major street analysis and newly revised rules for land subdivision will soon be published in pamphlet form for distribution to citizens, builders, engineers, and realtors. Much thought is being given to traffic in the central business district, and this interest may lead to needed major street improvements within the congested area.

Since its adoption in January, 1926, the Des Moines zoning ordinance has functioned smoothly and effectively. It has always had the support of the Iowa courts. Few amendments have been made to the ordinance in the six years it has been effective, and the changes have been constructive. The ordinance has been brought up to date with its amendments and will soon be republished in pamphlet form.

A new Park Board, formed under a recent state act, is going ahead steadily on a park construction program in accordance with the comprehensive city plan. The new board submits all park plans and proposals for the acquisition of park property to the City Plan Commission for its approval.

A civic center study has recently been finished. It elaborates on the scheme that is a part of the adopted comprehensive city plan, being based upon the same site and using the same axes. It is more elaborate in architectural significance, more spacious for the sake of traffic and perspective, and more inclusive of anticipated new public and semi-public buildings. This study, which is now before the City Plan Commission for its consideration, was made possible through the generosity of an outstanding citizen of the city, The Federated Women's Clubs, and local architects.

A new group of city officials, in effecting an economy program in city government, severely slashed the city plan and zoning budget. This move no doubt came through a lack of understanding of the important work done by the Commission. As in many cities where similar curtailment of planning

work has lately occurred, it shows the need of thorough understanding on the part of the public of the vital importance of continued city planning. Had the public realized the value of the vast amount of work performed by the City Plan Commission each year, no doubt the budget in Des Moines and in other cities would have at least remained the same in amount. In such times as these it is necessary that thorough general knowledge of city planning activities be possessed by citizens and their public and semi-public groups.

J. HASLETT BELL,
City Plan Engineer.

DALLAS CARRIES ON

The Ulrickson Program has been of inestimable value to Dallas during the past year for two reasons. It has provided work for the unemployed and, by reason of the drop in construction costs, has given Dallas more improvements than were originally contemplated.

The city-manager form of government began in Dallas on May 1, 1931. At that time all of the Ulrickson funds allocated for the year had been expended, except \$1,500,000 for storm sewers. The new government sold two additional blocks of bonds as follows: \$850,000, dated May 1, 1931, and \$1,350,000, dated October 28, 1931. These issues provided for sanitary sewers, street opening and widening, street paving, school construction, park improvements, and airport betterments.

Several features of the program are of unusual interest. Sanitary sewers, for example, were laid by day labor. Heads of families were employed under the guidance of the Director of Public Works cooperating with the Director of Public Welfare. The men were limited to one day's work per week in order to spread the work as much as possible, and wages were paid in groceries instead of money.

Another interesting phase developed in the storm sewer program. Construction costs which continued to drop during the execution of the program enabled the city to achieve from 20 per cent to 30 per cent more work than had been contemplated.

This year's work includes: \$1,943,726 for four major street opening and widening projects; \$166,000 for an underpass to connect with a completed viaduct over the new Trinity River floodway; \$1,500,000 for storm sewers; \$500,000 for sanitary sewers; \$200,000 for street paving; \$650,000 for school construction; \$300,000 for airport improvements; and \$100,000 for park construction. Much of this work has been completed and the remaining portions are progressing. Without the Ulrickson Program, unemployment in Dallas would have been a much more serious problem than it has been.

E. A. WOOD,
Consulting Engineer.

COVINGTON, KENTUCKY, COMPREHENSIVE PLAN

A comprehensive plan for Covington, Kentucky, and Environs has recently been published. The following features are of particular interest.

The plan covers the city and a five-mile belt of adjacent county area. Under the Kentucky Enabling Act, city planning and zoning commissions which are composed of both city and county members have the power to make and adopt plans including as much of the surrounding county area as is deemed advisable. The plan has an official status in both the city and county, having been approved and adopted not only by the City Planning and Zoning Commission but also by the legislative bodies of the city and the county. It is the first plan in Kentucky and one of the first, if not the first, plan in the Middle West to include the zoning of unincorporated areas.

An improvement program and financial plan have been worked out in somewhat greater detail than is customary, and this greater emphasis seems desirable. Starting with more or less purely qualitative plans we have advanced to plans drawn to the proper physical scale. The next step is to make certain that they are drawn to scale from the financial standpoint also. A financial program serves, too, as a demonstration of the practicability of the plan for the benefit of the sceptical majority.

H. K. M.

PARK LAND ACQUISITION IN THE MARYLAND-WASHINGTON METROPOLITAN DISTRICT

The Maryland-National Capital Park and Planning Commission, through the operation of the Cramton-Capper Bill,¹ has received \$634,000 from the federal government for park land acquisition in the valleys of Rock Creek and Sligo Creek in the Maryland-Washington Metropolitan District. Federal funds made available under this act consist of a one-third contribution and a loan of two-thirds which will be repaid to the federal government within eight years without interest. The Maryland legislature in 1927 appropriated \$100,000 for park land purchase, which, together with the federal advance, provides a total of \$734,000 for this purpose.

Park lands secured to date total 311 acres, of which 219 acres are located in Montgomery County and the balance in Prince George's County, Maryland. Of the land secured, about 25 acres represent gifts of several small parcels. An attempt is being made, with funds available, to secure the required land which lies near residential areas before the price becomes prohibitive and before park values are destroyed by unsuitable development.

IRVING C. ROOT,
City Planner.

¹See CITY PLANNING, Jan. 1931, pp. 14-17.

CINCINNATI OFFICIAL PLAN ACCOMPLISHMENTS

The official city plan of Cincinnati is constantly assuming tangible and visible form. Its accomplishment is speeded by two valuable municipal practices. The first of these is the habit of constant reference by city officials in the scheduling of public improvements to the recommendations of the city plan. (It may be of interest to know that the Cincinnati Planning Commission meets nearly every Monday in the year; and that the Council Committee on City Planning, consisting of the Council representative on the Planning Commission, the Chairman of the Council Committee on Finance, and the Chairman of the Council Committee on Sewers, meets the following Tuesday.)

The second reason for constant evidence of physical replanning and construction in Cincinnati, even during the current year and without the assistance of emergency bond issues, must be credited to a careful financial program. City, county, and school units meet annually to adjust the number and size of referendum bond proposals and issuing programs as they may affect the total cost to the community as reflected in the tax rate. As the result of such careful program preparation and financial consideration, it is quite natural that adjustments are made by all participating agencies. Progress may be slow, but each step is well considered and made in accordance with comprehensive and long-term plans. There are at the present time more than two miles of street widenings and extensions under actual construction in accordance with the official city plan.

After nearly four years of consideration, a revised zoning ordinance was placed before the City Council on August 3, 1932. The revised ordinance provides better transition between types of uses as the result of increasing the number of districts from eight to ten. More carefully detailed zone-district maps have been prepared to meet the convenience of those members of the public who consult the zoning ordinance in the regular routine of their business and who have been inconvenienced by the scale of the present zoning maps.

MYRON D. DOWNS,

Engineer and Secretary, City Planning Commission, Cincinnati.

MILWAUKEE COUNTY PLAN SUCCESSFUL

Milwaukee County is engaged in carrying out plans that have been developed during the past seven or eight years. This year Kilbourn Road—the main highway leading south from the city of Milwaukee toward Chicago—has been completed with a divided two-way pavement, the sections of which are each 20 feet wide and separated by a 50-foot center plot, the whole being located on a right of way 160 feet wide. The project is approximately ten miles in length and forms a portion of the tri-state highway from Milwaukee

to Chicago and beyond, extending through Wisconsin, Illinois, and Indiana. This completes the third unit of the super-highway system of Milwaukee County. The other two, already completed, are the Blue Mound Road and Capitol Drive, each on a 120-foot right of way.

Milwaukee County is taking advantage of the unemployment situation to develop its park and parkway system. The County now has approximately 2300 acres of park land, and has completed about 7 miles of its parkway system. Six grade-separation projects within the county have been completed during the past year under the direction of the Highway Commission.

The county zoning ordinance has been in effect for approximately five years, and has proved very fair and successful. Although several requests for changes in the ordinance have been presented, only a few have been made. Many land owners and home owners within the county take the position that, at the time the county ordinance was passed, the County entered into a contractual agreement with the owners to maintain the districts as laid out by ordinance, that owners of property went ahead with the development of homes on this basis, and that any change would materially affect the interests of the surrounding property owners and would be a violation of such contractual relations.

The progress of Milwaukee County in developing its plan has been steady and consistent, and the results of the continued progress over a period of time are very satisfactory.

E. A. HOWARD,
*Supervising Engineer, Milwaukee County
Regional Planning Department.*

BOSTON ADVISORY COMMITTEE ON HOUSING

Practically coincidental with the signing by President Hoover of the Emergency Relief and Construction Act of 1932 and the Home Loan Bank Bill, there came into being in the city of Boston, upon appointment by Mayor James M. Curley, an Advisory Committee on Housing made up of men and women representing housing groups, building and real estate interests, banking and financial circles, labor organizations, and the social and religious life of the community, to work in cooperation with the City Planning Board in a study of ways and means to improve housing conditions in the city of Boston.

This is an entirely appropriate action since the enabling act authorizing the appointment of planning boards throughout the state of Massachusetts particularly specifies that they shall "make plans for the development of the municipality, with special reference to proper housing of its inhabitants." It is eminently fitting at this time since the power and authority conferred upon the Reconstruction Finance Corporation "to make loans to corporations formed wholly for the purpose of providing housing for families of low income or for reconstruction of slum areas, etc. . . ." opens the door to a much needed housing activity. It means the dawn of a new day in housing work, and

through the promise held out in the provision quoted, combined with the possibility of the maintenance, through the assistance of the Home Loan Bank, of equities which might otherwise be lost through inability to meet interest and mortgage payments, there is afforded an unprecedented opportunity to develop a program which will insure not only shelter but the protection of investments and the improvement and preservation of living standards.

The Chairman of the Boston group is William Stanley Parker; Vice Chairman, Christian Herter; Secretary, Elisabeth M. Herlihy; Technical Director, John Ihlder. The officers and the entire personnel of the Boston Advisory Committee are a pledge of its sincerity of purpose and a guarantee that the provisions of the recent federal enactments will be complied with in spirit as well as in fact.

ELISABETH M. HERLIHY,
Secretary, City Planning Board, Boston.

NEW YORK UNIVERSITY REGIONAL PLANNING CONFERENCE

A conference on Regional Planning, Government, and Administration in Metropolitan Regions, with emphasis on problems in New York, New Jersey, Connecticut, Pennsylvania, and Delaware, will be held in New York City under the auspices of New York University on October 18 and 19. The National Conference on City Planning, the National Municipal League, the New York Regional Plan Association, Inc., and the Regional Planning Federation of the Philadelphia Tri-State District are cooperating.

The opening session of the Conference will be presided over by Mr. Frederic A. Delano, Chairman of the National Capital Park and Planning Commission, who will introduce the topic, "Problems of Metropolitan Planning, Government, and Administration under Present Economic Conditions." The second session will deal with "The Coördination of Public Works and Services in Metropolitan Regions," directed by Mr. Harold S. Buttenheim, Editor of *The American City*. Mr. Samuel P. Wetherill, Chairman of the Regional Planning Federation of the Philadelphia Tri-State District, will lead the third meeting when "Movements toward Governmental Integration in the Metropolitan Areas" will be considered. The topic for the fourth session is "Foreign and American Experience in the Integration of Government in Metropolitan Regions." The fifth meeting, devoted to a consideration of "Specific Problems of Government, Law, and Administration in Executing Metropolitan Regional Plans" will be directed by Mr. Rufus D. Smith, Dean of Washington Square College, New York University. The subject of the final session is "Looking Forward," with Mr. George McAneny, President of the New York Regional Plan Association, Inc., presiding.

ALISON REPPY,
Director of the Conference.

ZONING ROUNDTABLE

Conducted by EDWARD M. BASSETT

WHAT LAND CAN BE ZONED?

Sometimes we say that all buildable land can be zoned. This means all private land whether owned by individuals or corporations. Railroad rights of way can be zoned and should be. In some cases where they have been omitted from the zoning map, a change of route has left a strip of land unzoned. Danger of a nonconforming structure immediately arose and there was a hurry call to the council to zone the unzoned strip.

Nearly all public land can and should be zoned. Sites for public buildings, public reservations such as water-supply land, forest reservations, and municipal airports should be placed on the height, area, and use maps. They are all buildable land. This is not to say that a local ordinance will always prevail against the determination of the federal, state, or local government. If such government needs a certain sort of building in a certain place, the zoning ordinance will always (so far as I have discovered) have to take a back seat. But a municipality usually prefers to obey its own zoning plan. This is no more than fair comity. It sets the best example for its citizens if it recognizes its own ordinance. New York City has always obeyed its own zoning requirements. Frequently when it has been necessary to construct a nonconforming building like a fire house in a residence district, it has asked the board of appeals for a variance permit on the ground of practical difficulty and unnecessary hardship. Such applications have always been granted. Recently the zoning resolution has been amended to allow fire houses in residence districts as a matter of right. State and federal officials will make no mistake in asking local boards of appeal for variance permits for nonconforming buildings. Their dignity will not be hurt and if the permit is refused they can go ahead anyway and the courts will not stop them if the building in that spot is necessary. But neither a federal nor state official can merely as a matter of whim or personal preference disregard a local ordinance designed to protect the community health and safety.

Public parks are buildable land. They are areas dedicated to public recreation over which the abutting owners have no easements of light, air, and access. The only buildings that can lawfully be erected in parks are those connected with park operation and upkeep and those like refectories, amusement pavilions, and zoos, that are connected with public recreation. A taxpayer can enjoin the erection of a public school in a park. From the foregoing it follows that in parks height and area, but not use, can be regu-

lated by zoning. The fact that it is a park makes it available for every public recreational use. In New York City all parks are zoned on the height and area maps.

Public streets are strips of land dedicated to movement, over which abutting owners have easements of light, air, and access. They are *not* buildable land. This is why encroachments are unlawful. They are the only land areas that cannot be zoned.

How about navigable waters? Many rivers were used by canoes and bateaux in early days and are still held by states to be navigable. Nevertheless private ownership extends to the center of the stream. Such land under water can and should be zoned. Structures can be built as a matter of right that do not interfere with the flow of water or with navigation. States are not usually strict in preserving rights of navigation that have become obsolete. Land under navigable tidal waters can be zoned as far out as the jurisdiction of the municipality extends. Structures on docks, and barges permanently anchored off shore can be made subject to reasonable zoning regulations. If land under water is not zoned, a barge used as a factory can be permanently placed opposite a residence district on the shore. To be sure, the state or federal government can often prevent it as an interference with navigation, but municipalities can keep this control largely in their own hands by zoning.

E. M. B.

ECONOMY AND PLANNING

There is distinct discouragement in the tendency, all too prevalent through the United States in recent months, to reduce municipal and county appropriations for existing planning commissions and to defer the appointment of new commissions and the preparation of city and county plans. A microscopic saving in current taxes may result, but extravagance rather than economy in public expenditures is the inevitable outcome. For it cannot be doubted that a city or county unwilling to pay the small cost of good planning must ultimately pay, in stagnation or congestion or rebuilding, the much greater cost of lack of planning.

. . . If our many governmental units . . . had been ready . . . with carefully prepared plans, physical and financial, for needed public works, and had launched these projects in the early months of the depression, there would have been much less severity of unemployment and much greater ability to pay taxes during the last two years than experience has shown.—*Westchester County Planning Federation Bulletin No. 56.*

LEGAL NOTES

Conducted by FRANK BACKUS WILLIAMS

NOTES AND DECISIONS

TEMPORARY PERMITS

A New York City case,¹ recently decided, is an example of the usefulness of conditions which may be imposed by Boards of Appeal. The court confirmed the action of the Board in issuing a permit for the erection of a non-conforming gasoline station on condition that when the circumstances so change by the development of the city that the property could reasonably be applied to a conforming use, then upon application of the authorities or of anyone interested, the station must be removed; the property, in the opinion of the court, not being now susceptible of being profitably devoted to a conforming use.

SELF-SUSTAINING PARKS

City planners who have felicitated the Westchester County (New York) Park Commission on its success in obtaining incidental profit in the management of parks for park purposes will be interested in a pending suit² against them for an injunction, claiming that they are illegally expending state money, appropriated for the construction of parks, to build a gasoline station to be used in unfair competition with established stations. The land upon which the station is to be built is to be a part of an extension of a county park, is owned by the County, and is tax exempt. For this reason, it is claimed the County is enabled to lease it to private interests at low rates, and the operators of the stations can cut prices in unfair competition with Peekskill stations.

It is also claimed that the stations on the parkway violate the zoning ordinance of the village.

The outcome of the case, if it is continued to a judicial decision, will be given in these Notes when the decision is rendered.

BILLBOARDS AT DANGEROUS CURVES IN THE HIGHWAY

Of great interest at this time is the decision of the highest court in the state of New York,³ overruling the judgment of the court below⁴ with relation

¹Matter of Butler v. Connell, 235 App. Div. 806.

²Village of Peekskill v. County Park Commission, reported in *New Rochelle Standard Star* for July 17, 1932.

³Perlmutter v. Greene, Superintendent of Public Works of the State of New York, 259 N. Y., 327.

⁴234 App. Div. 896, sustaining the decision of the Supreme Court (140 Misc. 42) which was referred to in these Notes for Oct. 1931, p. 273.

to a screen placed in front of a large billboard on private land abutting on the highway approach to a new and important bridge, to the effect that:¹

"1. The State may use a highway, of which it holds the fee, for any public purpose not inconsistent with or prejudicial to its use as a highway.

"2. The State Superintendent of Public Works has general supervision over all state highways (Highway Law, Art. 2, Sec. 15; Cons. Laws, Ch. 25) and in the exercise of such supervision may erect screens to shield travelers on the highways from obnoxious sights of public nuisances or *quasi* nuisances and to shut from view scenes which might distract the attention of the driver of a car.

"3. A judgment, therefore, restraining the State Superintendent of Public Works from placing a screen at a pronounced curve in a narrow road so as to block a view of a large sign erected on adjacent private lands is erroneous. (*Story v. N. Y. El. R. R. Co.*, 90 N. Y. 122; *Lahr v. Metropolitan El. R. R. Co.*, 104 N. Y. 268, distinguished) *Perlmutter v. Greene*, 234 App. Div. 896 reversed."

In the course of the opinion the court say: "The State Superintendent of Public Works has control of the Mid-Hudson Bridge . . . and has general supervision over all state highways. . . . In the exercise of such supervision and control doubtless he may plant shade trees along the road to give comfort to motorists and incidentally to improve the appearance of the highway. By so doing he aims to make a better highway than a mere scar across the land would be. If trees interfere with the view of the adjacent property from the road, no right is interfered with. So if the Superintendent desires to shield the travelers on the highway from obnoxious sights of public nuisances or quasi nuisances by the erection of screens more pleasing to the eye, he still acts within his jurisdiction. He aims to make the highway free from sights which would offend the public. No adjacent owner has the vested right to be seen from the street in his back-yard privacy. Again, if the purpose is to shut out from view scenes which might distract the attention of the driver of a car, the Superintendent may aim to make the highway safer for those who use it by erecting screens to keep the eye of the driver on the road on dangerous curves. All these things are as incidental to the construction and operation of the highway as are the matters of grade, materials, or drainage."

The opinion contains many sentences which are highly quotable, such as:

"Beauty may not be queen but she is not an outcast beyond the pale of protection or respect. She may at least shelter herself under the wing of safety, morality, or decency."

"The immediate question is not whether . . . the highway, created by public money, is controlled in part by those who desire to thrust upon the notice of the public the ostentatious display of private advertising from the adjoining premises for their own profit wherever they see fit. . . ."

¹On account of the importance of the case, the entire official headnote of the case is given verbatim.

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

Conducted by FLAVEL SHURTLEFF, Secretary

THE TWENTY-FOURTH NATIONAL CONFERENCE ON CITY PLANNING Pittsburgh, Pennsylvania, November 14th to 16th, 1932

PRELIMINARY PROGRAM

Monday, November 14th

- 9.00 *Registration*
10.00 *Morning Session*
A Better Housing Program from the Viewpoint of the Technician,
Robert D. Kohn, Past President, American Institute of Architects, New York City
Henry Wright, City Planner and Architect, New York City
12.30 *Get-Together Luncheon*
3.00 *Afternoon Session*
Administrative and Financial Aspects of Housing Reform,
Orrin C. Lester, Vice President, Bowery Savings Bank, New York City,—
Financial Aspects
Bernard J. Newman, Managing Director, Philadelphia Housing Association,—
Administrative Aspects
7.00 *Dinner Session*
Can American Cities be Organized to Prevent Economic Disintegration?
President's Address, Harland Bartholomew, St. Louis, Mo.
At the close of the President's Address there will be a review by slides of large-scale housing projects in this country.

Tuesday, November 15th

- 8.00 *Breakfast Round Table*
Problems of Zoning and Zoning Administration,
Led by Edward M. Bassett, New York City
10.00 *Morning Session*
Methods of Making Planning Work More Effective,
George McAneny, President and General Director, Regional Plan Association, Inc.,
New York City
Colonel Carey H. Brown, Executive Director, Rochester Civic Improvement
Association
12.30 *Civic Luncheon*
2.30 *Inspection Tour*
8.00 *Evening Session*
Community Life Fifty Years Hence,
Louis Brownlow, Director, Public Administration Clearing House, Chicago, Ill.

Wednesday, November 16th

- 8.00 *Breakfast Round Table*
Planning Law and Administration,
Led by Alfred Bettman, Cincinnati, Ohio
10.00 *Morning Session*
Planning in Relation to Taxation and Finance,
J. Lionberger Davis, Chairman of the Board of the Security National Bank Savings
and Trust Company, St. Louis, Mo.
Harold S. Buttenheim, Editor, *The American City*
Frederic H. Fay, Chairman of the Boston Planning Board
12.30 *Luncheon Round Table*
The Teaching of City Planning in Colleges and Secondary Schools,
Led by Professor George B. Zug, Dartmouth College
2.30 *Afternoon Session*
The Range of the Planning Field,
Jacob L. Crane, Jr., City Planning Consultant, Chicago, Ill.
William E. O'Brien, City Manager of Kenosha, Wis.
5.00 *Business Session*

BOOK REVIEWS & LISTS

Conducted by THEODORA KIMBALL HUBBARD

EIGHT ENGLISH PLANNING REPORTS

THE LAKE DISTRICT (SOUTH) REGIONAL PLANNING SCHEME.

The Report Prepared for the Joint Committee of Local Authorities. By ROBERT H. MATTOCKS. Kendal (England), Atkinson and Pollitt, 1930. 67 pages. Illus., maps (one folded), plans. $12\frac{1}{4} \times 9\frac{3}{4}$ inches. Price 7s. 6d.

SHEFFIELD AND DISTRICT REGIONAL PLANNING SCHEME.

Prepared for The Sheffield and District Joint Regional Planning Committee. By PATRICK ABERCROMBIE, SYDNEY A. KELLY, and T. H. JOHNSON. Together with a Mining Report by Messrs. Childe & Rowand and A. Smith Denton & Co. Liverpool, The University Press; London, Hodder & Stoughton, Ltd., 1931. 198 pages. Illus., maps (one folded), plates, diagrams, tables. $12\frac{3}{4} \times 10\frac{1}{4}$ inches. Price 15s.

RUGBY AND DISTRICT REGIONAL PLANNING SCHEME.

Report Prepared for the Rugby and District Joint Town Planning Advisory Committee. By ADAMS, THOMPSON & FRY. Rugby, The Committee, 1931. 75 pages. Illus., maps (one folded), plates, tables. $12 \times 9\frac{3}{4}$ inches. Price 10s. 6d.

WEST SURREY REGIONAL PLANNING SCHEME.

A Report Prepared for the West Surrey Joint Town Planning Committee. By ADAMS, THOMPSON & FRY. [London], 1931. 79 pages. Illus., maps (one folded), plates. $12 \times 9\frac{3}{4}$ inches. Price 7s. 6d.

SOUTH EAST SUSSEX REGIONAL PLANNING SCHEME.

Report Prepared for the South East Sussex Joint Town Planning Committee. By ADAMS, THOMPSON & FRY. [London], 1931. 75 pages. Illus., maps (one folded), plates, tables. $11\frac{3}{4} \times 9\frac{3}{4}$ inches. Price 10s.

BOROUGH OF BEXHILL TOWN PLANNING SCHEME.

Report on the General Development Plan. By ADAMS, THOMPSON & FRY. [London], 1930. 53 pages. Illus., maps (one folded), plans, plates. 12×10 inches. Price 10s. 6d.

EASTBOURNE & DISTRICT REGIONAL PLANNING SCHEME.

A Report Prepared for the Eastbourne & District Joint Town Planning Advisory Committee. By ADAMS, THOMPSON & FRY. [London], 1931. 95 pages. Illus., maps (one folded), plates, plans and diagrams (part colored), tables. $12 \times 9\frac{3}{4}$ inches. Price 15s.

List concluded on following page.

SOUTHAMPTON: A CIVIC SURVEY. Being a Report of the Civic Survey Committee of the Southampton Civic Society under the Chairmanship of Brigadier E. M. Jack. Edited by P. FORD. Published for the Southampton Civic Society by the Oxford University Press; London, Humphrey Milford, 1931. 99 pages. Illus., maps (part folded), plans, diagrams. 14 x 11 inches. Price, from Oxford University Press, New York City, \$10.

The reviewer has in hand eight reports received from England during 1931 and early 1932, all of which have interest and value to American readers. Of these, five are the results of studies by the well known consultants, Adams, Thompson & Fry, whose advice has been so fortunately sought by Regional Committees in adjoining areas, this making possible, for instance, a sort of super-comprehensive regional planning for much of the beautiful countryside of Southern England. The three other reports all deal with areas well known to Americans,—the Southern Lake District for its contribution to happy vacation hours, Sheffield for its cutlery, and Southampton for its great port.

The attractively illustrated report on the Lake District in Westmorland (the Cumberland area being under the jurisdiction of a separate Regional Committee now at work) is characterized by a most intelligent appreciation of the problems of scenic preservation without detriment to the normal growth of residence and local home industry, which has hitherto been slight. But, even this slight amount, uncontrolled, has shown what damage can be done to century-old landscape beauty almost overnight by unsuitable construction. It is a pity that the urban districts of Kendal and Ulverston failed to join their neighbors in cooperating on a rounded scheme for all Southern Lakeland, but Windermere, Ambleside, and Grasmere and fellow representatives generously authorized the consultant, Mr. Mattocks, to take cognizance, especially in road plans, of the logical rather than the official area. A delightful feature of the report appears in quotations from Wordsworth's advice on the exercise of taste in preserving the charms of the Lake District, which was then recognized by him, a poet and resident, as a national scenic treasure, just as it is coming to be officially recognized by the English Nation.

An entirely different set of problems present themselves in the studies for Sheffield and District, capably conducted by Professor Patrick Abercrombie and his collaborators. The region includes the South Yorkshire coal field, in addition to the great industrial areas of the City of Sheffield; and industrial development must therefore inevitably be the dominant theme of the original plan, with, however, in the able hands of Professor Abercrombie—always a leading exponent of scenic reservation—due attention to amenity, both urban and rural. The report is embodied in a substantial volume, of exceptionally handsome typography, with ample maps and some photographs, which show us that the dreariness of the Black Country need never be echoed

in Sheffield's surroundings, if continued growth be directed in the wise manner outlined in the regional scheme.

While Rugby, at the Southern extremity of the industrial Midlands, is best known to Americans for its famous school and as a convenient junction point north of the Shakespeare country, in reality its present economic existence is largely due to the two great electrical industries centered there, and which, in the opinion of the town planning consultants, Messrs. Adams, Thompson & Fry, should be supplemented by more industries and by more varied ones. These could undoubtedly be attracted if the specially planned industrial district recommended in the report be provided. This report, which takes the usual more or less standardized form adopted by the consultants, also emphasizes the importance of preserving the still unspoiled area of Warwickshire included in the Rugby region.

Landscape preservation forms the background of the next mentioned reports by the same consultants, for Surrey and Sussex. Readers of *CITY PLANNING* will perhaps recall the two previous Surrey reports prepared with the same advice,—North West Surrey (on the fringe of Metropolitan London) and Mid Surrey (including the lovely Surrey Hills), reviewed in our issue for January, 1930. The present report for West Surrey carries on from the Surrey Hills westward and includes the Guildford district, with the sweeping view from Newlands Corner and Shere with its ancient charm, dear to many Americans. Indeed to the reviewer turning the pages, interpenetrated with facts and proposals about roads and zoning, are all sorts of charming memories darting forth from both the text and the exceptionally good photographs of typical rural and village scenery. What a boon to the traveler these regional reports can be for a better understanding of the vacation haunts hitherto not thought of so definitely in regional terms.

Turning now from the delights of the hills, we are taken to the present charms and future possibilities of the Sussex¹ Coast, discussed by the same consultants in three reports. The first, for South East Sussex, includes Hastings, Rye, and Battle, as well as Bexhill, to which also a separate report is devoted. The third, for Eastbourne, studies one of the most important Channel resorts, known for its orderly permanent development and its surrounding region geographically interesting and full of ancient monuments and bits of good domestic architecture,—the Weald, the Downland, and the Marshland. In these three reports, as in the others of Messrs. Adams, Thompson & Fry, normal modern development, properly directed and controlled, is recognized as essential; but the really great assets of Southern England, its quiet types of beauty and its opportunities for enjoying the fine sea air, are emphasized, and the seaside resorts warned that much of the recent type of disorderly exploitation could soon ruin both landscape attractions and pocket books dependent on the attractiveness of seafront and hinterland.

¹North East Sussex, also largely unspoiled country, has been covered in a recent report by W. R. Davidge. See p. 249 of this issue.

The general development plan for the Borough of Bexhill is indeed an excellent example of what an old seaside town should do to preserve its historic features and quiet individuality, as well as to increase an already considerable prosperity by protecting itself from the shoddiness incident to towns which become purely the resorts of week-end trippers. Thus can Bexhill develop its character as a desirable permanent residential community.

In the Southampton volume we have a somewhat different type of report prepared by an intelligent and active local committee of the Southampton Civic Society, which has coöperated to produce an excellent Civic Survey, with each chapter written by an appropriate contributor,—historian, economist, official, or member of the staff of University College, Southampton. Some suggestions for future planning as derived from the assembling of survey data are put forth, but the very great interest of the handsome volume rests in its authoritative information on the city's historical and commercial assets, especially its past and future as a world port. Since the chairman of the Survey Committee, Brigadier E. M. Jack, was late Director-General of the Ordnance Survey, it may be understood that the maps given in the report are of superior accuracy and usefulness; the photographs also, of the docks and harbor development in particular, are large and clear, and will recall to many readers bustling hours of arrival or departure.

Referring back to some of the reviewer's earlier comments on English regional reports (see *CITY PLANNING* for July, 1931) when some 104 so-called regions were reported as formed, and some 33 reports published, we see how much increase there has been in the area then laid off on a study outline map, as representing planned regions; indeed in a recent regional report it is stated that well over a fifth of England is now covered by regional development plans; and many more are in progress. Taken together with the town plans already published, these form a substantial body of live information for future guidance, most promising both for economic growth and for the preservation of what makes England England in the hearts of her own people and their descendants across the seas.

T. K. H.

RECENT ADVANCES IN TOWN PLANNING. By THOMAS ADAMS, in collaboration with F. LONGSTRETH THOMPSON, E. MAXWELL FRY, and JAMES W. R. ADAMS. New York, The Macmillan Company, 1932. (Also published in England.) 400 pages. Plates, plans, diagrams, etc. 10 x 7 $\frac{1}{4}$ inches. Price \$6.50.

This important and valuable book—which is even more comprehensive than its title suggests—is being reviewed by Mrs. Hubbard for the January issue of *CITY PLANNING*.

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ZONING BASED UPON FACTS

Too often is the American city considered as a vast unlimited speculation in real estate. If no harmful results accompanied or followed such speculation, the practice might be accepted with equanimity. Unfortunately, the results are so bad as to become a problem of major economic significance. . . .

Zoning has come about partly through the desire of certain better residential districts to obtain a protection which is difficult, if not impossible, to secure by private initiative, and partly through municipal authorities who seek to curtail the enormous losses brought about by uncontrolled growth. Zoning as now practiced, however, has scarcely succeeded in attaining either of these objectives. Owing to inaccurate and, more particularly, insufficient information, our zoning ordinances have been quite out of scale with actual needs. The same forces of speculation that have warped city growth in the past continue to do so through the distortion of zoning ordinances.

It is obviously impossible to forecast completely and accurately all probable growth. If the matter becomes merely one of individual opinion, there may be a gross over-estimate or an equally gross under-estimate, depending largely upon the knowledge, foresight, and point of view of the individual making the calculation. Too much zoning has been done upon the basis of individual opinion. This was probably necessary and inevitable in the early stages of such work. Now, however, if zoning is to attain its presumed objectives of best promoting the health, safety, morals, and general welfare of each community, its practice should be based solidly upon facts which bear some relation to actual needs.—HARLAND BARTHOLOMEW in "Urban Land Uses."

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