



From the collection of the

o Preinger Library

San Francisco, California
2006

CITY PLANNING

OFFICIAL ORGAN OF
THE AMERICAN CITY PLANNING INSTITUTE
THE NATIONAL CONFERENCE ON CITY PLANNING



QUARTERLY
JANUARY 1934

Put on your own RECOVERY ACT

IS YOUR PLANNING INFORMATION *Up to Date?*

WHAT IS HAPPENING NOW?

CAN YOU INFLUENCE WHAT IS GOING TO HAPPEN?

READ

THE HARVARD CITY PLANNING STUDIES

★ AIRPORTS

Hubbard, McClintock, and Williams

190 pages \$3.50

★ BUILDING HEIGHT, BULK, AND
FORM

G. B. Ford

188 pages \$3.50

★ NEIGHBORHOODS OF SMALL HOMES

R. Whitten and T. Adams

205 pages \$3.50

★ URBAN LAND USES

H. Bartholomew

185 pages \$3.50

★ TRANSITION ZONING

A. C. Comey

164 pages \$2.50

Send your order, with remittance, to
CITY PLANNING PUBLISHING COMPANY
12 Prescott Street, Cambridge, Massachusetts

CITY PLANNING

REGIONAL PLANNING—RURAL PLANNING—TOWN PLANNING



OFFICIAL ORGAN
AMERICAN CITY PLANNING INSTITUTE
NATIONAL CONFERENCE ON CITY PLANNING

QUARTERLY

Vol. X

JANUARY 1934

No. 1

CONTENTS

Tokyo, the Lex Adickes, and Slum Clearance	EDWARD M. BASSETT	1
Frequency Distributions in City Planning	CHARLES HERRICK	4
Akron's Building Line Plan	CHARLES F. FISHER	7
CURRENT PROGRESS:— <i>A Capital City Plans Comprehensively—Great Britain's Land Utilization Survey—Highways and Civic Center are Major Projects—Unemployment Relief and County Planning Coördinated—Ithaca's Many-sided Planning Program—Planning a City of Homes—Planning Makes Relief Work Effective</i>		19
ZONING ROUNDTABLE:— <i>Limitation of Industrial Workers—Families per Acre—La Corona Cigars</i>		31
LEGAL NOTES:— <i>Effect of Zoning on Land Values</i>		36
N. C. C. P. & A. C. P. I. NEWS:— <i>Federal Grants for Planning—Winter Meeting of Institute</i>		38
BOOK REVIEWS & LISTS:— <i>Reviews—Land Use Bibliography</i>		39

Published Quarterly at 11 Oak Street, Augusta, Maine, by

CITY PLANNING PUBLISHING CO.

GENERAL OFFICE: 12 PRESCOTT STREET, CAMBRIDGE, MASS.

HENRY VINCENT HUBBARD, EDITOR HOWARD K. MENHINICK, ASSISTANT EDITOR

CONTRIBUTING EDITORS

EDWARD M. BASSETT FRANK B. WILLIAMS JOHN NOLEN

FLAVEL SHURTLEFF THEODORA KIMBALL HUBBARD

ELIZABETH M. HOUSTON, ASSISTANT TO THE EDITORS

CARL RUST PARKER, *Business Manager*

75 cents a copy, \$3.00 a year (Foreign \$1.00 a copy, \$3.50 a year)

Copyright 1934, by Carl Rust Parker. Entered as second-class matter, April 8, 1925, at the Post Office at Augusta, Maine, under Act of Congress of March 3, 1879.



AKRON, OHIO, AS SEEN FROM THE AIR

Photograph by Stivvas Studio

CITY PLANNING

OFFICIAL ORGAN
AMERICAN CITY PLANNING INSTITUTE
NATIONAL CONFERENCE ON CITY PLANNING
QUARTERLY

Vol. 10

January 1934

No. 1

TOKYO, THE LEX ADICKES, AND SLUM CLEARANCE

By EDWARD M. BASSETT

ON September 1, 1923, Tokyo, one of the seven largest cities in the world, was devastated by the great earthquake, followed by a fire which destroyed the buildings in more than half of the city. The burned area was more than fifteen times that of the great London fire, four times that of the Chicago fire, and nearly three times that of the San Francisco fire. The fatalities numbered more than 58,000, and the destroyed houses more than 140,000. The numerous canals were crossed by wooden bridges which were largely destroyed. Most of the buildings were inflammable. The rebuilding of the city was an enormous problem, partly because more than a million homeless people had to be cared for while replanning and rebuilding were going on. In parts of the city, streets were narrow and parks were few. The city authorities, however, saw their opportunity to make a new Tokyo. At their request the national legislature gave the City the power to employ the *Lex Adickes*,—that is to say, the City of Tokyo was granted all the powers that Mayor Adickes of Frankfort, Germany, used in the redesigning and rebuilding of part of his city.

With the help of this law, street land, park land, and private land were figuratively thrown into a common pool. Old streets and parks were largely obliterated. These great areas of raw land were then replanned, making more parks than before, many of

them small parks for playgrounds, and putting them in the right places. Wider streets were laid out and many of the huddles of narrow streets were entirely abolished; new canals were made and some of the old ones were widened. The entire area was divided into sixty-five districts, in the main bounded by wide streets, thus dividing the entire area into cells having sides from one-quarter to one-half mile in length. These new wide streets act as firebreaks and the new buildings on them are required to be fireproof. A new zoning plan was added to the whole.

In the reallocation of the land each former private owner was given a parcel of land, in or near his old location, as nearly as possible of the same value as what he lost. Ten per cent was subtracted to cover the making of wider streets and larger parks, and the cost of the reallocation. Usually the new parcel, although slightly smaller than the old, was equally valuable because of the redesigning of the streets and parks.

It will be difficult to bring back slum districts in American cities into prosperity, healthfulness, and rentability without redesigning the streets and parks of those localities. Sometimes the present block sizes forbid parks and playgrounds and are not adapted to suitable multi-family houses. Sometimes the streets are too narrow. How can the *Lex Adickes* be employed in this country to bring about an economical redesigning of the land? It is generally considered that our written constitutions prevent the use of the *Lex Adickes*. This constitutional provision is that private property shall not be taken for public use without just compensation. Will our courts say that money alone is compensation and that other land is not compensation? A new carefully drawn state enabling act would be required. A state constitutional amendment would also be necessary in order to designate the *Lex Adickes* method as a public purpose.

It is difficult to see how an economical method of redesigning streets and parks in slum districts can be found if the *Lex Adickes* method cannot be used. Let us suppose that under the present laws, first the new design of streets and parks is made; next will come the opening of the new streets and parks by condemnation. Payment must be made in money to the former owners. Part of

these awards must be assessed on the property benefited and perhaps another part will be assumed by the municipality. Then will come the lawful closing of the old streets. Abutting owners will claim damages in these closing proceedings. After long litigation the city might become the owner of all or part of the land in the area free from valid claims of abutting private owners. The cost, however, would be so great that the undertaking would be difficult or almost impossible. But the trouble would not be over at this stage. The new streets would be laid out with suitable park spaces, but the municipality would own a considerable part of the private land, much of it the result of closing old streets. The shaping up of building plots out of the private and public land would take a long time. Private owners would hold out for high prices. In New York and some other states the use of excess condemnation would be advantageous. It will be hard to make the *Lex Adickes* method lawful, but it will be harder still to reallocate streets and parks under existing laws and constitutional requirements.

Nearly all the outlying boroughs of Greater New York to-day contain areas that were early settlements before the city grew out to them. Their streets run in different directions from those on the official city map. Houses have been built on them. They remain a problem that the City and the inhabitants of the localities have been unable to solve. The streets shown on the official map are not the streets in actual existence on which the houses are built. In some cases the houses are too good to destroy and the owners oppose any plan of closing the old streets. Our statutory methods of employing eminent domain and making assessments for benefit do not seem to fit these cases, and consequently they exist from year to year without new improvements in the way of buildings and paved streets. They are living illustrations of the difficulty of redesigning a built-up area under existing laws.

It looks as if we must find some way to employ the *Lex Adickes* method in rehabilitating slum areas by redesigning streets and parks.

FREQUENCY DISTRIBUTIONS IN CITY PLANNING

By CHARLES HERRICK
City Planning Engineer

IN CITY PLANNING for July 1933, Mr. A. B. Horwitz of Duluth gives some interesting data on the effect of distance upon the frequency of use of public library facilities, in which he demonstrates that public money can be wasted easily by placing public buildings without making careful studies of their relative usefulness in different locations. The data in the article referred to are presented in the form of bar diagrams, which are supposed to be easily understood by the "average man" but which do not illustrate the mathematical laws governing the phenomena.

In this case the data show that "use" varies with the distance, and if shown by continuous lines which can be reduced to mathematical equations, the natural laws involved can be found. Other studies have shown that density of population is often a controlling factor, and it is quite probable that it, as well as the distance of their residence from the library, affects the percentage of the population withdrawing books. This can be shown by fitting straight lines to the observed data by graphic methods, which will not involve a high degree of error in the frequency of use by people living less than one mile away from the branch libraries, or two miles away from the main library. The equations are:

$$\text{Main library} \quad y = 30 - 8.6 x$$

$$\text{Urban branches} \quad y = 46 - 41.9 x$$

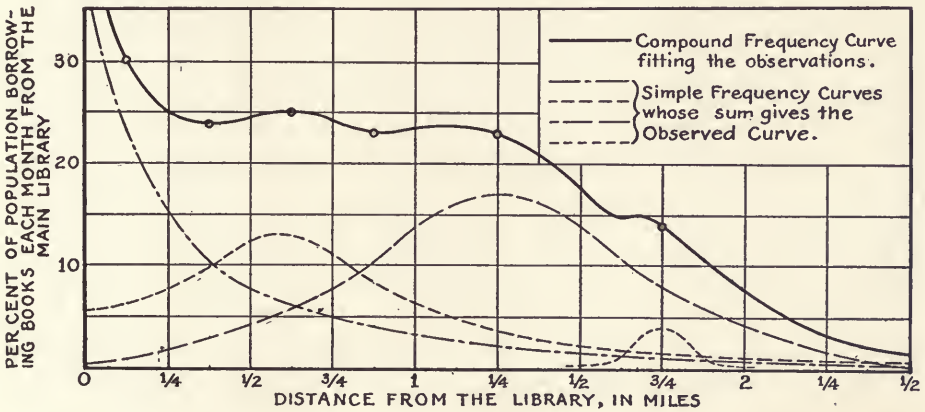
$$\text{Suburban branches} \quad y = 83 - 66.4 x$$

where y = per cent of the total population living at a given distance from the library which will withdraw books once a month, and

x = distance, in miles, from the library to the residence of the people under consideration.

There are two progressive changes in the equations as you go from the main library to the suburban branches. The people living near the main library make less use of it than those living near the

branches, but the *decrease* in the per cent of users is smaller as the distance from the main library increases. A very large percentage of the people living near the suburban branches makes use of the library, but the percentage of users decreases very rapidly as the distance from the library increases. The formula for the urban branches falls between the other two formulas in both these respects. From other problems studied, it appears that density of population,¹ rather than distance from the main library, is the



factor which determines the constants in the three equations. It would not be safe to use these data from Duluth in planning library locations in other cities because of the wide variations caused by some factors not included in the published data.

There is an extensive mathematical literature on the subject of "Frequency Distribution," and five or more types of frequency curves are classified and expressed by equations of great complexity. Whenever a variation of use with distance, or distribution of statistics by classes, is encountered in city planning, the need for this branch of mathematics is indicated.

It is possible to write the equation of a curve which results from the summation of several different frequency curves. The frequency curve for the "Per Cent of Total Population Using the Main Library," shown in the accompanying diagram, is of this

¹EDITOR'S NOTE.—Presumably the reason that the use of the library per person varies inversely as the density of the population is that the education and amount of reading of the population frequently varies inversely with the density.

kind,¹ and is the summation of three or more curves representing the distribution of the residence of readers of different classes of books, probably reference or business books, fiction, general literature, and so forth. This method of analysis explains the apparently aimless irregularities of the curve fitting the observed points, indicated by the small circles.

In any city, if the distribution of books from one library is known, it is possible, by making use of the known characteristics of frequency distribution curves, to compute the probable distribution of books from libraries located at different points. To do this, it would be advisable to keep the records of different classes of books separately. The city should be subdivided into districts of homogeneous character, and the records should show for each district the distance from the point of distribution, the population, density of population, and number of books borrowed per month. Using data from another city, especially when the density and character of the population are not known, is not advisable. In most cases, the variation of use with distance will not be the same in all directions, as the character or density of the population will not be the same in all directions from any given point within a city, especially when the point is not at the center of the city. An understanding of the mathematics of frequency curves will help in the analysis of all problems of this kind.

¹This is a graphic approximation, suggested by curves in *Elementary Treatise on Frequency Curves and Their Application in the Analysis of Death Curves and Life Tables*, by Arne Fisher, New York, The Macmillan Co., 1922.

BLIGHTED DISTRICTS

Blighted districts are to-day greater problems than slums in American cities. Every blighted district is a potential slum. For every square mile of slum area we have at least five square miles of blighted districts. . . . Sound zoning and housing are the key to both problems. The slum is an area of insanitary and unfit houses that needs rebuilding. . . . Reconstruction of slums will be an endless process unless we stem the chief source,—the blighted district. This is exclusively a city planning problem.—HARLAND BARTHOLOMEW.

AKRON'S BUILDING LINE PLAN

By CHARLES F. FISHER

THE high cost of widening traffic streets in developed sections of cities is mainly due to building damages. Payment must be made for volume taken, for moving, cutting off, and remodeling buildings, and for consequential damages; but the amount paid for building damages is a total economic loss to the public. Only the land taken is needed or can be used for street purposes, but building damages frequently amount to two or three times the cost of the land.

City officials, municipal engineers, and city planners have long endeavored to find some legal and satisfactory way of eliminating or reducing building damages in the widening of thoroughfares. The power of eminent domain has always been available for use in establishing setback lines which would have to be observed thereafter in the construction of buildings; but, as this method requires that proceedings be taken for each street to determine damages and that damages, if any, must be paid, it is not satisfactory. The police power could not legally be employed to keep buildings back from individual streets for the sole and express purpose of reducing the cost of future widening, since economy in the execution of an improvement project is not a police-power reason. A comprehensive building line plan, as part of a zoning ordinance, such as Akron, Ohio, has had since 1922, seems to provide a legal and satisfactory way of keeping buildings back from the street lines of major and minor streets.

A much more radical proposal has been made by a member of the legal profession. Mr. Clifton Williams, a Special Assistant City Attorney of Milwaukee, advanced the idea that setback lines can be established on traffic streets as a function of sovereignty, with notice to property owners that in five, ten, or twenty years the property between the setback lines and the street lines will revert to the public; and that at the end of the period specified the municipality can take the property between these lines without compensation.¹ His argument, crowded into one sentence, is:

The narrow horse-and-buggy traffic streets are so inadequate and hazardous for motor vehicle traffic, the destruction of life and property by motor vehicle traffic is so tremendous, the cost of making all traffic streets wide and safe would be so enormous, the necessity for wider and safer traffic streets is so imperative for community welfare and existence, and municipalities are so powerless financially to undertake and carry out a comprehensive plan for the widening of all traffic streets that a general widening of all inadequate

Mr. Fisher was Planning Engineer, 1920-22, and Planning Engineer and Secretary of the Board of Appeals, from Jan. 1, 1925 to Feb. 1, 1933, Akron, Ohio.

¹"Legal Problems Involved in Establishing Set-Back Lines." By Clifton Williams. *Proceedings of the American Society of Civil Engineers*, Jan. 1931, pp. 119-127.

traffic streets is therefore as much the function of sovereignty as the peremptory destruction of nuisances, or the destruction of buildings to prevent the spread of fire, or quarantine to prevent the spread of disease, or the emergency construction of levees on private land to prevent the destruction of life and property. The reasoning he has presented for appropriation without compensation may well be used to justify legally the control of the location of buildings with respect to street lines by means of a comprehensive building line plan in zoning.

AKRON ADOPTS A BUILDING LINE MAP

When the City of Akron adopted a zoning ordinance in 1922 it ventured to include a feature not found in many other zoning ordinances. Its ordinance contains, in addition to the usual zoning map, a second map called a building line map. Some earlier and many later ordinances, by a provision in the text, require buildings to set back from street lines in residence districts to provide front yards. The building line map of the Akron ordinance, however, is a comprehensive plan for the regulation of the location of buildings on premises with respect to street lines, and requires buildings to set back not only in residence districts but also in business and industrial districts.

LEGALITY UNCERTAIN IN 1922

The City Planning Commission and its staff did not decide off-hand on a building line map. The legality of setbacks under the police power had not been established, and in 1922 the prevailing sentiment among city planners and their legal advisers seemed to be against it in business and industrial districts. It was decided therefore to make a study to determine whether keeping buildings back of street lines in business and industrial districts would have a reasonable relation to public health, safety, and general welfare. A review of this study will show how the incorporation of the building line map in the zoning ordinance came about.

FINDINGS OF BUILDING LINE STUDY

Information for a building line study was available on a use map showing in colors the use of all property in the city, a thoroughfare map showing all existing thoroughfares, and a tentative zoning map showing the zoning use districts into which it was proposed to divide the city. Additional information was secured from city atlases and public records and, finally, by inspecting and sizing up streets, frontages, buildings, and motor vehicle traffic and parking.

A number of facts and conditions affecting public health, safety, and general welfare seemed to have a definite relation to the location of buildings with respect to street lines. Sporadic store and shop buildings were obvious and persistent violators of existing uniformity of development. They violated



A Thief of Residential Amenities



**Deleterious Effects of Store in Residential Neighborhood
Minimized by Adequate Setback**

the alignment of the residence buildings as well as the residential character of the street. Buildings of this kind had recently sprung up in many localities, often on traffic streets that were almost entirely built up with dwellings set well back from the street. They frequently were additions constructed in front of existing dwellings. Practically all projected out to the sidewalk, cutting off light, air, and vision. The neighbors often objected more to the projection of the buildings than to their use for business purposes. When constructed on corner lots and out to the lines of both streets, as a number were, they created traffic hazards, or blind corners, which were especially dangerous on traffic streets for both motorists and pedestrians.

Computations showed that a large part of the frontage and area earmarked for business and industrial districts would have to be used, if used at all, for residence purposes, for in preparing the tentative zoning plan it had been expedient for various reasons to allocate more frontage and area to business and industrial districts than could ever be used for such purposes in a city of Akron's probable future population. It was also foreseen that business frontages and industrial areas would undoubtedly be further augmented by subsequent amending ordinances. Furthermore, it was observed that where business buildings in local business centers and along thoroughfares, outside of the central business district, were more than one story high, the upper floors were frequently used for residence purposes. It therefore seemed reasonably certain that a large number of people would always live in business and industrial districts.

It was found that a large percentage of the frontage, especially along thoroughfares, proposed to be placed in business districts was occupied by residences set twenty-five feet or more back from street lines or was vacant. It was also perceived that, in future changes of a frontage from a residence district to a business district, the front yard line would automatically be eliminated if the setbacks were established by a text provision for front yards in residence districts only.

Outside of the central business district, the frontage on thoroughfares generally had a depth of from 150 to 200 feet and business buildings, with few exceptions, did not exceed 100 feet in depth. In local business districts, lots generally had a depth of 150 feet or more, and business buildings were generally less than 80 feet deep. Scattered store buildings were generally from 25 to 50 feet deep. Outside of the central business district, open areas were generally left in the rear of buildings much in excess of the open spaces that would be required in front of buildings by a building line plan.

Observations and studies on thoroughfares in existing local business centers showed that automobile parking was not general and did not seriously interfere with or endanger moving traffic where the frontage was vacant or used for residence purposes, but where the frontage was occupied by stores and used for business purposes, the parking of customers' cars along the

curbs, with their backing in and pulling out, obstructed and endangered moving traffic on the existing 30- and 36-foot roadways, and that this obstruction and danger would be greatly decreased with roadways of adequate width. It was apparent that roadways in business districts, especially on thoroughfares, required a width of not less than 56 feet to provide for automobile parking at each curb and for two lanes of moving traffic in each direction, and that the existing roadways in business districts on thoroughfares would eventually have to be widened to not less than 56 feet or parking would have to be prohibited. A group of store buildings was found on a 60-foot thoroughfare with double street-car tracks where the owner had voluntarily set the buildings back 8 feet on a 200-foot frontage and widened the roadway, to the evident advantage of himself, the merchants, the patrons, and the public. This owner regretted that he had not set his buildings back a greater distance.

Motor vehicle traffic, on account of volume, speed, and fumes and gases, produces conditions inimical to health and safety. The effects of these conditions vary to some degree inversely with the width of the street and the distance between buildings on opposite frontages.

The thoroughfares, outside of the central business district, were 60 feet or less in width and double street-car tracks occupied the central 20 feet of the majority. These thoroughfares, with few exceptions, were laid out over seventy-five years ago for horse-and-buggy travel when the requirements of the present-day type and volume of traffic could not be foreseen and the present population was not anticipated.

A number of buildings were found set back from 5 to 12 feet on thoroughfares outside of the central business district, in compliance with a series of ordinances passed by the Council in 1919. These ordinances referred to public and public utility buildings only, but private buildings had also been required, without legal authority, to observe the setback lines.

In the central business district, the land was more generally developed and more intensively used than in any other part of the city. Here land values were higher, buildings were built to greater heights and covered a larger percentage of the lots, frontages were more solidly built up to street lines, the upper floors of buildings were more generally used for business purposes, and thoroughfares were from 66 feet to 125 feet wide.

DEDUCTIONS AND CONCLUSIONS

From a study and analysis of the facts assembled, certain deductions and conclusions were reached as to the effects and advantages of a comprehensive setback plan. Keeping buildings back from street lines, and thereby increasing the distances between buildings on the opposite sides of streets in business and industrial districts will prevent the creation of blind corners at many street intersections. It will secure to some degree for a large number of people who will inevitably live as well as work in business and industrial districts,

some of the obvious and recognized advantages of front yards in residence districts. It will reduce the disadvantages and evil effects of the dust, fumes, gas, and dangers of motor vehicle traffic where it is the heaviest; it will increase the amount of air and sunlight reaching buildings and streets; it will decrease the danger of fire crossing from one side of a street to the other side; and it will tend to relieve the tension on the nervous systems of pedestrians and motorists. The same sense of danger that impelled people in the Middle Ages to walk in the center of their narrow streets at night for greater safety affects pedestrians on our narrow traffic streets to-day. They have a feeling of insecurity and fear where roadways and walks are narrow and traffic is heavy that they do not have where the distance between the street walls of buildings on opposite frontages is 80 or 100 feet.

Outside the central business district, setting buildings back from street lines in business districts will not prevent the construction of buildings of normal depth, but will merely result in most cases in decreasing the open area usually left in the rear of buildings. Open spaces in front of buildings will be more useful and beneficial to the owners and the public than open areas in the rear.

Establishing building lines which require buildings to set back from street lines is not a taking of property but a regulation of its use. Except that no building may be erected on the area in front of the setback line, the owner may use it for any legal purpose. In return for this limitation in the use of his property he receives compensation in the benefits which he derives from the same limitations upon neighboring owners. These benefits may be just as substantial and advantageous in business and industrial districts as in residence districts.

Automobile parking is now a concomitant of retail business and, in the future, provision for such parking will become a recognized necessity for doing business. Where buildings are set back the widening of roadways will be facilitated and the owners of any frontage, in coöperation with municipal authorities, may set the curbs back and widen the roadway in front of their property to provide for the parking of customers' cars. Unless this is done business will eventually be driven from established locations and attracted to new centers where ample roadway width for curb parking will be provided. Furthermore, if the City widens a roadway by decreasing the width of the sidewalk space to an extent that is detrimental to the abutting property, as it has a legal right to do, then the abutting property will have no remedy where buildings are built out to the street lines.

Establishing setbacks on a traffic street for the sole and express purpose of reducing the cost of its widening in the future would not be a police-power reason. If, however, a comprehensive building line plan will, as a whole, promote the public health, safety, and general welfare, then the savings effected in the cost of the future widening of streets upon which building lines

have been established will be an incidental and consequential resultant and an additional advantage of such plan. The highways constituting the city's thoroughfare system are generally inadequate, and, based upon estimates (in 1922) of increase in population and in the number of motor vehicles, many may have to be widened some time in the future. The widening of these highways and the opening of new traffic routes will be a vast community undertaking. The community health, safety, and welfare will be involved. The community should therefore employ its power in advance so as to facilitate the accomplishment of this undertaking within the limits of its financial resources. The high cost of widening streets is mainly due to building damages. Unless future buildings are required to set back of street lines, the community will be powerless to increase adequately the traffic capacity of its thoroughfare system for the public good or the cost will be so enormous as to impose unbearable burdens of taxes and assessments upon all taxpayers and abutting owners.

In consideration of the foregoing facts and findings, the City Planning Commission concluded that a comprehensive building line plan, as part of the zoning ordinance, would preserve the public health, safety, and general welfare, and promote the public good. It then authorized the Planning Engineer to proceed with the preparation of such a plan.

MAP AND PROVISIONS

The Akron building line map is a part of the zoning ordinance which was passed by the Council on August 15, 1922. It consisted originally of twelve sheets drawn at a scale of 400 feet to the inch, the same as the zoning map.

The building lines established are represented by lines back of street lines, and the setback distances are shown by figures back of the building lines. There can be no uncertainty as to whether buildings are required to set back, nor as to the setback distance on any street frontage, nor can there be any question as to the comprehensiveness of the building line plan.

Building lines are provided on all streets in residence districts. No setbacks are required on streets in the existing central business district nor on a number of streets in other than residence districts where it was deemed inexpedient to require buildings to set back. On thoroughfares in business and industrial districts the setback distances are the same on each side of the street, and where it was found to be inexpedient to place a building line on one side of a street in a business or industrial district, none was established on either side.

The building lines and setback distances on each street were determined by conditions and in accordance with certain general principles. In residence districts, the setback distances generally range from 25 to 60 feet, and more where justified by conditions, with 10 to 25 feet along the sides of corner lots.

In business and industrial districts, the setbacks on thoroughfares where the frontage had a number of buildings built out to the street lines are 10 or 12 feet, and where the frontage was largely undeveloped or buildings generally set back from the street lines, they are from 15 to 25 feet. Setbacks of 10 or 15 feet are generally required along the sides of corner lots in business districts to provide for vision clearance and the protection of residence districts on the side streets.

The building line provisions in the zoning ordinance empower the Board of Appeals, after public notice and hearing, to authorize certain variations of the building line regulations and to make exceptions in particular cases where unusual or exceptional conditions exist; for example, where a lot is much less than normal in depth, or where a corner lot is much less than normal in width, or where a building would be pocketed between two projecting buildings.

OPERATION AND ADMINISTRATION

The area of the city has been increased by 17 annexations from 25 square miles in 1922 to 54 square miles in 1932. The zoning ordinance, including the building line map, has been extended by 10 supplemental ordinances to include all annexed territories. The building line plan has thus been expanded with the city's growth in area, and building lines have been established on thoroughfares and minor streets throughout the entire 54 square miles.

No building lines have been removed except from portions of two minor streets in business districts. Building lines have been placed on portions of several streets in business districts where they had not been established originally.

Extensive frontages have been changed, as anticipated, from residence districts to business districts by amending the zoning ordinance. In making such changes, however, no building lines have been entirely eliminated, and, if altered, buildings are still required to set back from 15 to 25 feet. In this way the detrimental effects of these changes, some of which were inadvisable, were mitigated and the residential occupancy of the property was somewhat protected. Petitioners for changes from residence to business districts have not asked that building lines be entirely eliminated and, where changes have been made, the new setback distance has usually been determined by the Planning Commission.

The building line plan has proved to be a practicable and effective method of establishing setbacks comprehensively, and some people seem to think it is the most valuable feature of the zoning ordinance. It has always had the approbation and support of the Council. Its operation and administration have not involved any unusual or serious difficulties, and the setback requirements have been observed as readily as other regulations of the ordinance. Whenever an applicant for a building permit finds, or thinks, he cannot comply with the required setback, he has the alternative of making an appeal to

the Board of Appeals for a variation of the setback distance. If he can show that there are unusual conditions in his case and that he cannot comply without unnecessary hardship, a variation or exception may be authorized. In a period of over ten years, 229 appeals for building line variations or exceptions, in all classes of use districts, have been filed. Of these, about 200 have been granted. Many of the appeals granted merely permitted minor projections in residence districts or small, temporary structures in other districts. In authorizing an extension beyond the building line on a thoroughfare in a business district, the Board has invariably limited the portion built beyond the building line to one story in height and has required, as a condition, that an agreement be executed and filed binding the owner to remove such portion beyond the building line at his own expense if and when the conditions on account of which the exception was made cease to exist.



**Buildings in Business District Observing 25-foot Setback
on a 60-foot Thoroughfare**

LEGALITY SUSTAINED

Only one building line case has been taken to the courts. The owner of a lot on a 60-foot traffic street and in a local business district desired to build a small two-room store building between the front of a dwelling house and the street line. He had made an appeal to the Board of Appeals for permission to build his building beyond the 10-foot building line and out to the street line. As all buildings on the same side of the street within 75 feet on one side of his lot and 500 feet to a cemetery on the other side were set

back from the street 25 feet or more, his appeal had been denied by the Board. The Common Pleas Court, after hearing, dismissed his petition to declare the zoning ordinance unconstitutional and to enjoin the City of Akron from interfering in any way with his use and occupation of his property. In the opinion rendered, the court held that "the Akron zoning ordinance, in its main features, provisions and classifications is a valid and constitutional enactment."¹ On appeal to the Court of Appeals, the case was dismissed on a technicality.

ADVANTAGES TO ABUTTERS

Several instances illustrate how property owners have found setbacks to their advantage.

The plaintiff, in the case just cited, two years later dedicated to the public the 10 feet in front of the building which he had constructed back of the building line and was largely instrumental in securing a like dedication along an additional frontage of 500 feet. The sidewalk was then rebuilt to the new street line and the roadway widened. At this time he stated that he now realized that he was wrong in attempting to build out to the street line and he was glad he had been forced to comply with the 10-foot setback requirement.

The Ohio Bell Telephone Company erected a \$3,000,000 building in 1929 and cheerfully observed a 7-foot building line along a 66-foot street in front and a 5-foot line along a 66-foot street on one side. Before the completion of the building it dedicated both strips, which had a total length of 410 feet. The roadways were then widened 8 feet, which provided for curb parking for its patrons and left the entire existing roadways for moving traffic.

In 1931 the owner of an undeveloped block at the intersection of two 60-foot thoroughfares in a local business district replatted the block and dedicated along both thoroughfares the land between the street lines and the 25-foot building lines, thereby providing for diagonal parking. He promptly sold the entire block for 11 per cent more than he had vainly endeavored to secure several years before.

EFFECT ON THOROUGHFARE SYSTEM

In the city of Akron, buildings are required to set back from street lines on 117.5 miles of thoroughfares by the building line plan, and over 5 miles of thoroughfares have recently been widened to setback lines.

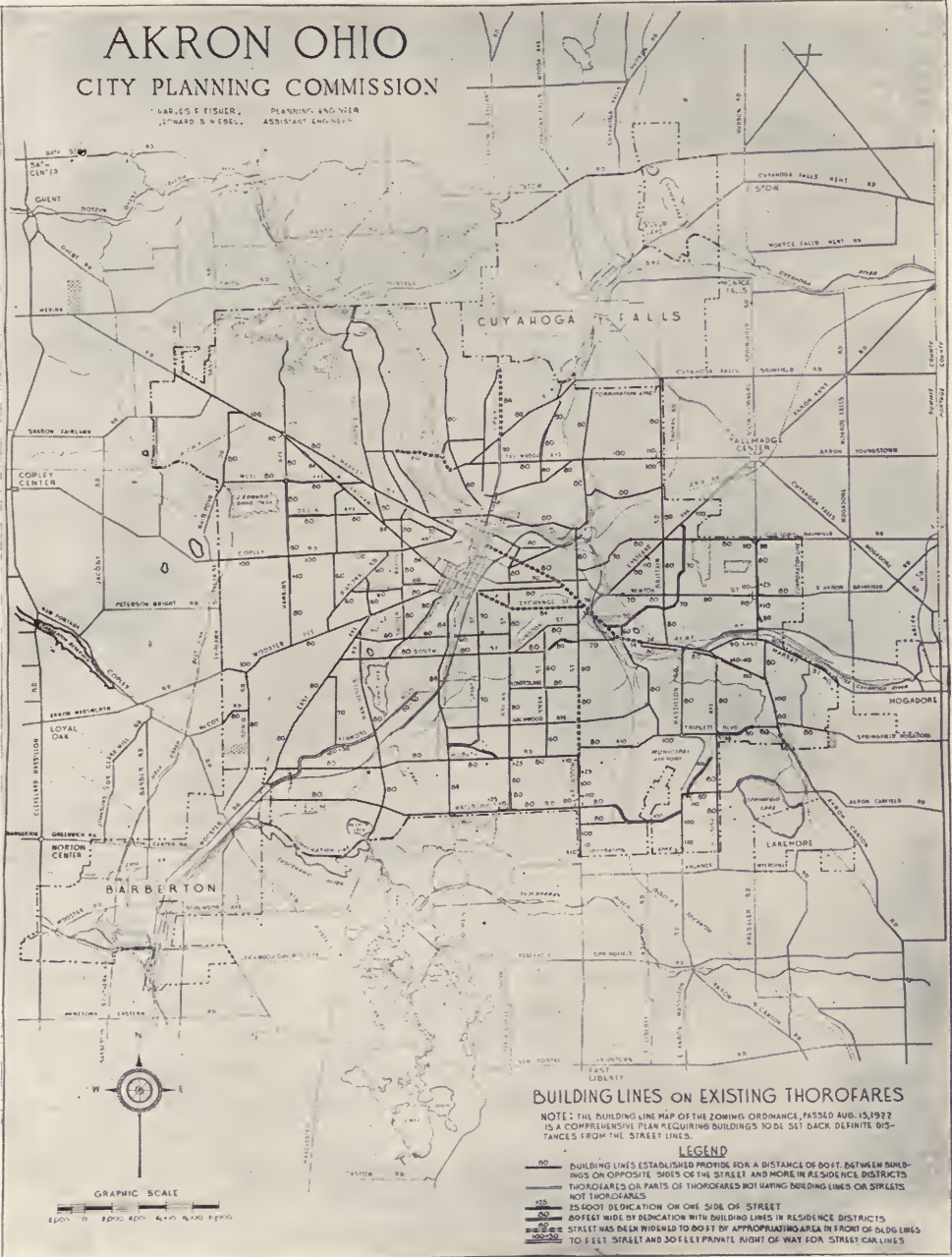
Two factual maps, prepared in 1932, show the ultimate effect and resulting advantages of requiring buildings to set back to the building lines on the streets composing the city's thoroughfare system. One map, "Traffic Capacity of Existing Thoroughfares," shows the present width and maximum traffic capacity, in lanes of traffic, of all existing thoroughfares. The other map, "Building Lines on Existing Thoroughfares," shows the distance between buildings on opposite frontages required on existing thoroughfares.

¹Kaufman v. City of Akron, C. P. Ct., Summit County, Jan. 6, 1927.

AKRON OHIO

CITY PLANNING COMMISSION

HARLES F. FISHER, PLANNING ENGINEER
 EDWARD B. WISEL, ASSISTANT ENGINEER



A COMPREHENSIVE BUILDING LINE PLAN

The advantages of greater distances between buildings on opposite sides of thoroughfares in business districts, where buildings would inevitably be built out to the street lines if not kept back by regulations, fully justify such regulations for police-power reasons. If and when it becomes necessary and expedient to widen any thoroughfare to the setback lines, practically no building damages will have to be paid for buildings erected after the building lines were established and, in the meanwhile, the cost of building damages for the widening of any thoroughfare will constantly decrease as time goes on.

The economic value of building lines has not been, and cannot well be, determined. Some indication, however, may be obtained from three widening proceedings initiated in 1929. East Market Street and East Exchange Street, taken together, have been widened from 60 to 80 feet and from 60 to 84 feet, respectively, for a distance of 4.05 miles at a total cost of \$3,650,000. It was determined from computations that, if the buildings built back of the building lines had been built out to the street lines, the cost would have been \$850,000 more. Nevertheless, in these widening operations, the amount paid for damages to buildings that were built out to street lines before building lines were established was 2.5 times more than the entire cost of the land acquired. South Arlington Street, a cross-town thoroughfare, was widened from 60 feet to 80 feet, for a distance of over one mile, at a cost of only \$40,000. Only one building, in this case, extended beyond the building line. The frontages, in the above cases, were entirely in business or industrial districts.

LEGALITY

The scope and application of the police, or community, power has always changed and broadened with changing conditions and needs and with changing conceptions as to what the law ought to be. The steel frame building, the motor vehicle, and other modern inventions have produced greatly changed conditions on private property and public streets that are detrimental to health, safety, and general welfare. Regulations not thought of formerly are now necessary for the public good on account of these changed conditions.

In addition to the local case, other courts, including the highest courts in Wisconsin, New York, and Ohio, have sustained the legality of building lines as a part of a zoning ordinance. The United States Supreme Court sustained the legality of a $34\frac{2}{3}$ -foot building line in a business district and held that setback requirements have "a rational relation to the public health, safety, morals and general welfare."¹ It appears, therefore, reasonable to conclude that a comprehensive building line plan, as part of a zoning ordinance, will be sustained by the courts and that the legality of a particular setback line in such a plan depends not upon the class of use district in which the street is located but upon the judgment exercised in its determination.

¹Gorieb v. Fox, 145 Va. 554, 134 S. E. 914, 273 U. S. 687, 47 Sup. Ct. R. 448, 274 U. S. 603, 47 Sup. Ct. R. 675.

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

A CAPITAL CITY PLANS COMPREHENSIVELY

Approximately 110 years elapsed between the preparation of the first city plan of Jefferson City and that recently completed. The intervening century has witnessed remarkable scientific achievements but very limited progress in the economic and social improvement of cities.

The early plan included less than one third of the present city. This first plan, prepared in 1822, was the work of a commission appointed by the state legislature to select the site and prepare the plan for the new capital city. This early plan included nine streets parallel and seventeen streets at right angles to the river. One street was made 100 feet wide and the remainder were 80 feet wide. Each block contained approximately four acres and was 417.5 feet square with a twenty-foot alley running east and west. While excellent foresight was exercised in providing wide streets, the planners paid insufficient attention to the topographic conditions. Jefferson City occupies a comparatively rugged site. Bluffs immediately adjacent to the Missouri River rise precipitously 100 to 150 feet. These bluffs are pierced at a few intervals by small streams which, with their tributaries, meander through the territory to the south so that the entire city is practically a series of hills and valleys. The stamping of any form of gridiron street platting upon this area naturally results in frequent excessive street grades. Some of the streets in the original plan have never been opened or paved, while others necessitated considerable grading to make possible street grades not exceeding ten or twelve per cent.

Although the topographical characteristics result in many difficult street problems, they likewise provide numerous advantages. Excellent building sites are found in the higher areas; some of the more rugged land is undeveloped and can be used advantageously as naturalistic parks; and in general, variety and interest are available which, if properly utilized, will insure a city of charm and individuality.

Work upon the present plan was begun in 1930. The complete project included special reports upon all of the more important elements of the city's physical structure, as well as a zoning plan.

The proposed major street system comprises certain existing streets, some of which should be widened, as well as a number of new streets and extensions. Provisions which will enable through traffic to by-pass the more congested areas and insure convenient intercommunication between all por-

tions of the city are predominating features of the plan. The proposed improvements will tend to encourage a more balanced growth within the urban area. Coördinated with, and arranged so as to supplement the major streets, is a system of pleasure drives. These latter routes will provide pleasing approaches to the Capitol buildings and afford pleasant drives about the city. The Capitol grounds are proposed to be enlarged and surrounded by city, county, and state buildings. Excellent views of this impressive center can be obtained along the parkways in many sections of the city.

Due to the large amount of vacant area (approximately 50 per cent of the total city area, at the time of the survey) excellent opportunities are available for providing park and recreational facilities. In several instances the school playgrounds and neighborhood parks have been combined so as to afford maximum service at minimum cost. The larger park areas occupy sites of unexcelled natural beauty and will be used by many visitors as well as by local citizens. The park plan is coördinated with the zoning ordinance (adopted 1932), thus insuring that the areas will be properly located and of adequate size to serve the existing as well as the future residential districts.

A preconceived plan is essential for successful and desirable municipal growth. In addition, however, the active interest and support of both officials and citizens are necessary. Much interest and coöperation are evidenced in the new city plan by the citizens of Jefferson City, so that a capital city should result that will not only compare favorably with any other state capital but will also be a source of pride to the citizens of Missouri.

R. H. RILEY,
Harland Bartholomew and Associates.

GREAT BRITAIN COMPLETES A LAND UTILIZATION SURVEY

The Land Utilisation Survey of Britain is a voluntary organization which, under the auspices of the Geographical Association and the University of London School of Economics, has completed a land-use survey of Great Britain. To accomplish the project twenty-two thousand volunteer workers, including supervised school children, were required.

With the appearance of the first prints of the completed maps, the geographer, the regional planner, and the town planner were irresistibly drawn together in common study of the first true picture of England that any one of them had ever seen. The maps present evidence of a partially completed National Plan which it is the first duty of citizens to protect and then to develop step by step.

GORDON J. CULHAM,
Town Planner, Toronto, Canada.



SUGGESTED GROUPING OF
FUTURE PUBLIC BUILDINGS
AROUND THE CAPITOL GROUNDS
JEFFERSON CITY, MISSOURI

CITY PLANNING &
ZONING COMMISSION
BARTHOLOMEW & ASSOCIATES
CIVIL ENGINEERS & ARCHITECTS
CHICAGO, ILL.

HIGHWAYS AND CIVIC CENTER ARE MAJOR PROJECTS

San Diego, Cal., a city of 160,000 persons, has an area of over ninety square miles and a frontage on bay and ocean of thirty-three miles. During the past few years the City Planning Commission has completed the zone plan and the major street plan for the city.

One of the most important local construction projects within recent months is a new highway, first designed by the City Planning Commission, affording a new entrance to the city from the north. This boulevard, covering over seventeen miles within the city limits, is unique in the fact that it has less than a dozen cross streets in its entire length. Part of this highway is constructed with parallel paved strips, separated by planting. A tree planting program, now being prepared by the City Planning Commission and the Director of Parks, will be started on completion of the paving, and it is the intention to use welfare labor on this work. Because this highway has been built as a cooperative project between the City, County, and State at no expense to the abutting property owners, and because most of the adjacent land is to-day only sparsely settled, the Planning Commission is sponsoring architectural control by ordinance to provide that all structures erected along the highway be in the "Southern California" style with white stucco walls and red tile roofs. Preliminary hearings with property owners indicate that the ordinance will meet with approval.

The City Planning Commission recommended the adoption of numerous building-setback ordinances to provide for future street widening of several important highways. The lines thus adopted assure economical street widening.

A number of highways have been planted during the past few years with palms and semi-tropical plantings. Plans for the planting were prepared in the City Planning Department, funds were raised by the Chamber of Commerce, and the planting was done under the direction of the Park Department with labor furnished by the Welfare Board.

The growth study undertaken by the City Planning Commission, which is attempting to throw some light on the question, "Where will the next 75,000 San Diegans live?" has aroused considerable interest. To reduce the element of guess to a minimum, topography, transportation facilities, traffic conditions, paved and graded streets, utilities, zone restrictions, climatic conditions, educational facilities, playgrounds, prices of property, building-permit records, special assessments, tax delinquencies, and other pertinent facts were all studied. Records of each of the twenty-five districts comprising the city were studied for several succeeding years and trends in each area were noted. On the basis of this study, predictions were made for each district. This survey will prove valuable in the advance planning of public works and will be of general interest to citizens.

The question of the selection of the Civic Center site has been, unfortunately, the subject of much discord, but it is expected that a forthcoming election will settle the dispute. The construction of a Civic Center is now advocated as a public works project under the recovery program of the President. The City Planning Commission has united with the County Planning Commission on a comprehensive report on the matter and application is being made for N.R.A. funds to construct the first unit. Incidentally, the site selected by the joint City-County Planning Committee is on the shore of San Diego Bay on land now owned by the City. This selection coincides with the recommendation contained in the Comprehensive City Plan prepared by Mr. John Nolen in 1926.



A New Highway with Recently Transplanted Palms

San Diego's zone ordinance has been upheld in two recent court decisions. These are the only court actions in ten years of zoning experience.

Other activities of the Commission include the preparation of plans for recreational areas in Balboa Park, the City's famous 1400-acre park, and plans for neighborhood parks and play areas.

GLENN A. RICK,
City Planning Engineer.

UNEMPLOYMENT RELIEF AND COUNTY PLANNING COORDINATED

During the past eighteen months the Monroe County Regional Planning Board has arranged its program to assist in meeting the problems confronting the County Administrators during the present emergency period. In order to do this, a broad interpretation has been given to the scope of its work.

Members of the staff have been loaned to other departments to assist with special problems, and "white collar" workers have been used on work relief projects to advance the planning program. Some of the jobs assigned to these workers under the supervision of the Planning Board were outside

the field of planning. As regards purely planning activities, with the exception of plans for the park layout and the development of an industrial port and deep-water harbor in Irondequoit Bay, these have been confined to the two fundamental phases of mapping the region and making fact-finding surveys.

The plans for and the development of the county park system have been under the guidance of the County Park Commission. It was from that Commission that the Regional Planning Board evolved.

The plans for port development were completed under the authority of the Rochester-Monroe County Harbor Survey Committee. The details of making the survey and plan were, however, under the direction of the staff of the Planning Board.

The advance sheets of the new topographic map made by the United States Geological Survey in coöperation with the New York State Department of Public Works and Monroe County have been published. The aerial survey and controlled mosaic were completed in 1931. The profit from the sales of prints now equals the cost of the survey.

Using the aerial mosaics, a land utilization survey has been completed in coöperation with the New York State College of Agriculture. By joint coöperation of the State College of Agriculture and the United States Bureau of Chemistry and Soils, the various soils of the county have been classified.

Over three hundred special improvement tax districts exist in the towns immediately adjacent to the city of Rochester. Maps of these towns showing district boundaries are being made.

A comprehensive physical, social, and economic survey is about complete for the town of Gates; from this survey will be developed a town plan.

In coöperation with the State College of Agriculture, a study has been completed of the social and trade area boundaries of the many communities of the county. These surveys and studies included the trends of commuting to industrial and business centers.

Traffic density counts are being made at key stations for a three-day period each month, so as to give reliable data upon which to develop a regional highway plan. Some origin and destination surveys have been made. The traffic data are being assembled and analyzed in coöperation with the United States Bureau of Public Roads, which has loaned the services of a senior highway economist as consultant.

A very detailed study of the financial set-up of the county and its several hundred separate taxing units is being made and will be used in the preparation of long-term budgets.

When complete, the physical, social, and economic data will be used as foundation material upon which will be erected the master plan.

J. FRANKLIN BONNER,
Secretary, Monroe County Regional Planning Board.

ITHACA'S MANY-SIDED PLANNING PROGRAM

The City Planning Commission of Ithaca, N. Y., is a board of seven non-salaried members appointed for overlapping terms. The Mayor, City Clerk, City Engineer, and City Forester are additional advisory members without vote. The function of the Commission is to recommend to the Common Council proposals having to do with development of the city plan, to pass upon questions affecting the zoning ordinance, and to investigate and report upon other matters concerning the betterment and physical well-being of Ithaca.

Under the principle of "advance planning," the Commission is working out a program for the future in terms of five-year intervals so that as opportunity is found, plans that are the result of careful forethought and study may be put into effect in a systematic and logical way.

The Commission is giving much thought to a proper system of arterial, by-pass, secondary, and residential streets. It is also actively engaged in planning parks and playgrounds.

Coördinating with the national movement for better park facilities, and with the advice of trustees under the will of a former mayor and benefactor, Senator Edwin C. Stewart, additional lands were purchased and the level of thirty acres of lakefront was raised an average of two and one-half feet. This park area was improved by planting and by the addition of tennis courts and picnic facilities.

Realizing the need for control of new realty subdivisions and platting of streets, the City adopted and enforced during 1933 a set of subdivision regulations, which had been drawn up by the Commission.

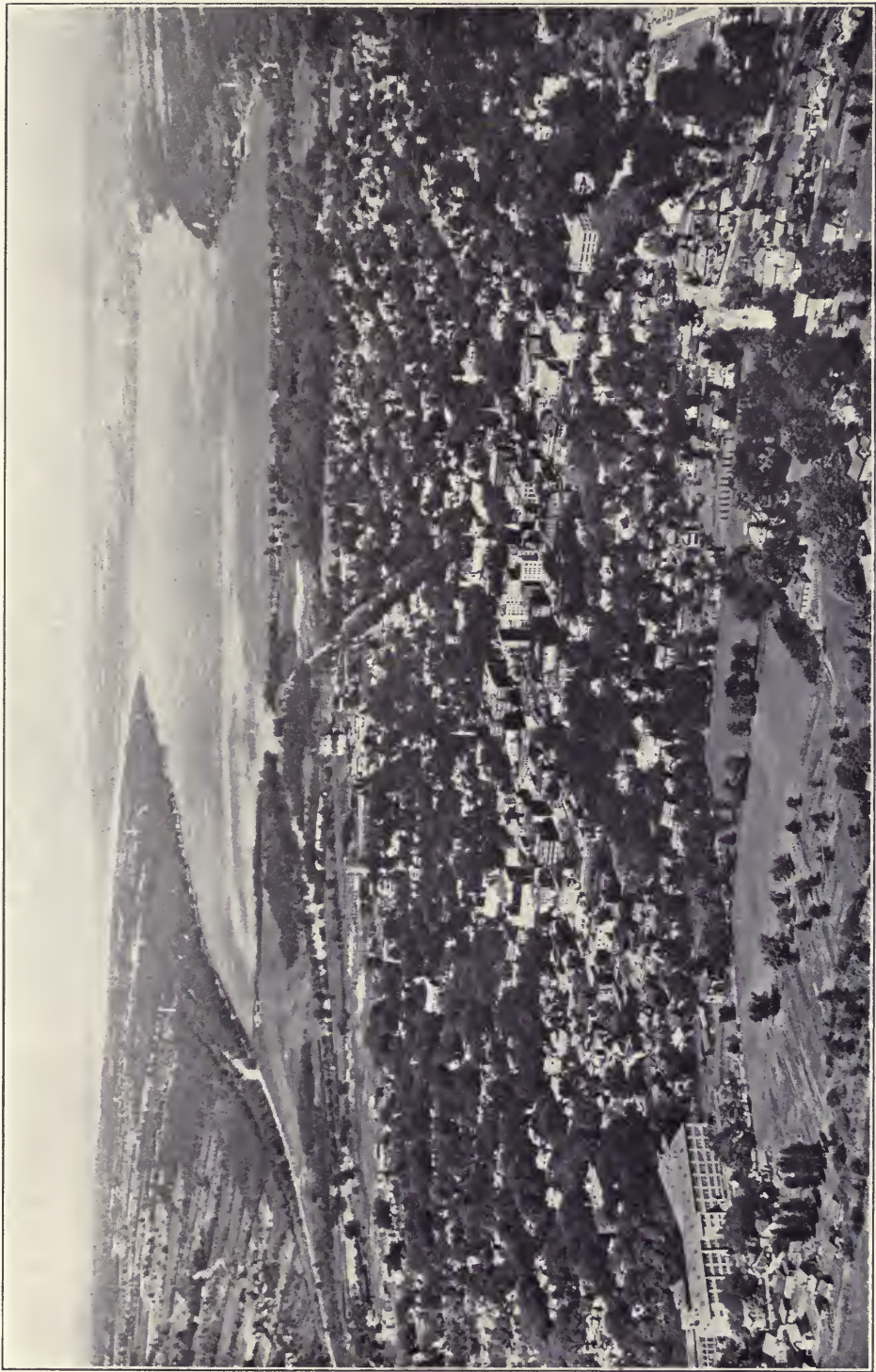
During the past year the Planning Commission sponsored the writing of essays on "The Future Ithaca" by the pupils of the Ithaca schools. Over two hundred worthy essays were submitted to and judged by the City Planning Commission. The significant thing about this contest was the large number of useful suggestions, maps, and plans that were made.

Plans for landscaping main entrances to the city were promoted by the Garden Club of Ithaca, which gave one thousand dollars for materials. The City furnished men to plant the new Taughannock Boulevard entrance that skirts the west shore of Cayuga Lake and the aviation field.

Ithaca now owns the entire mile and a half southern frontage of Cayuga Lake in a strip three-quarters of a mile wide. Cut by Cayuga Inlet and Fall Creek, it presents a picturesque opportunity for park development.

Liberal provisions for an aviation field, parks, playgrounds, and a bird sanctuary are being continued by the City and developed under the plans and guidance of Ithaca city officials.

GEORGE S. TARBELL,
Chairman, City Planning Commission.



Photograph by C. S. Robinson

ITHACA ON THE SHORE OF CAYUGA LAKE

PLANNING A CITY OF HOMES

Abilene, Kan., first came into prominence as a wide-open "cow town" of the 1870's. When the Kansas Pacific Railroad began the construction of its lines after the Civil War, the Texas cattlemen were provided with a means of shipping to the eastern markets. For several years their herds had been seized and scattered by marauding bands of guerillas along the Missouri-Kansas border. The cattlemen chose Abilene as a new outlet. This led to boom growth and much building along the tracks. Abilene to-day contains only a few faint traces of the early development. It is now a city of homes, well-



Attractive Homes Protected by Planning and Zoning

paved avenues, and prosperous retail and manufacturing concerns. A definite city plan is established, and complete control of development is maintained.

One of the most dramatic results of planning is the actual moving of the retail center for several blocks. After development had naturally drawn the retail district away from its early location on each side of the railroad, an area of light manufacturing grew up on the borders of the district. Several years ago the City was faced with a three-fold problem: the retail district needed to expand; the manufacturers needed more room; and a new hotel was required for increased transient traffic brought by hard-surfaced highways.

The City Planning Commission met all three problems by making them work to mutual advantage. A new light-manufacturing zone was established close to the three railroads that serve the city. This shift provided business with room to expand, and gave better shipping facilities. The small one-story structures vacated by this move were acquired and wrecked, and a modern eight-story hotel was erected on the site.

Residence districts are properly safeguarded. For instance, no unsightly auto-junking establishments are located within the city limits. Even outside the city, the highway side of these yards is masked to the view of travelers. Zoning provides for suburban shopping centers so that all neighborhoods are adequately served. Property owners can be certain that there will be no business encroachment to depreciate their holdings. As a result of this protection, residence owners have developed and improved property to a point that has made Abilene nationally known as a city of homes.

Abilene is fortunate in having a city planning board that is alive to opportunity and wise in administering to community needs.

ELLIOTT BELDEN,
*Chairman, Publicity Committee,
Abilene Chamber of Commerce.*

PLANNING MAKES RELIEF WORK EFFECTIVE

While the City of El Paso has had little money to spend on public works during the past few years, progress has been made in carrying out the city plan by the use of relief funds.

The Texas College of Mines is located among some rocky hills in the western part of the city, and until R. F. C. and N. R. A. labor was used for improvements, the campus was rough and unattractive. Plans for the development of the property had been prepared by the City Plan Commission, and the grading of the grounds, the building of roads and rock walls, and finally the construction of a gymnasium and athletic field, have furnished employment for one hundred to two hundred men since the beginning of the Federal relief work. Under the direction of the Park Commissioner many hundreds of cubic yards of good soil were hauled from the valley, and shrubs and trees, donated by the Park Department and other friends of the College, were planted in great profusion.

Approved projects for further relief work include a new bridge on College Avenue, the enlargement of Washington Park by leveling and surfacing an old dump to make it available for recreational purposes, and grading work in Memorial and Grandview Parks.

The City Plan Commission is making studies for extending its plan to include territory in the upper and lower valleys, where there is great need for the guidance of developments which are now very haphazard, with narrow and poorly planned roads that will soon become entirely inadequate.

A river straightening and regulating project to be undertaken by the United States and Mexico on the Rio Grande, for which treaties have recently been ratified, will make available a large area near the city for subsistence homestead dwellings. Several hundred acres now in Mexico will become the property of the United States and will afford an opportunity for a model development of homes where good soil and cheap irrigation will make possible attractive and wholesome living conditions in the country yet near the industrial districts and the city.

W. E. STOCKWELL,
City Plan Engineer.

HOUSING AND UNEMPLOYMENT RELIEF

If you are considering what to do at a time of unemployment like this you must ask, "What are the projects requiring the largest amount of labor? What are the projects which would directly and indirectly confer social and economic benefits?"

There is one group of capital expenditures offering opportunities to kill a dozen birds with one stone. I am thinking in terms of houses and rooms. What makes housing so perfect for the N.R.A. program?

First, you give labor by these projects to a very large number of people. There is no limit to what needs to be done to cities to make them decent places in which to live.

Second, one dollar spent in housing reaches far. It goes ten to twenty times as far as a dollar used in road building. Housing is the most economical way imaginable to turn relief money into employment. The labor will be needed in the places where there is the greatest amount of unemployment. Moreover, in housing we do not face the problem of scrapping useful equipment.

These are the considerations which should give the reorganization of our slums the first place in the entire recovery program.

I know the old argument that government should keep out of housing but under present conditions I cannot become very enthusiastic about it. If we ever expect to transform our cities into decent places for all classes, we must do it now. This period of distress may yet be turned into a blessing.—PROFESSOR ANTON DE HAAS at the *Annual Conference of the Massachusetts Federation of Planning Boards.*

ZONING ROUNDTABLE

Conducted by EDWARD M. BASSETT

LIMITATION OF INDUSTRIAL WORKERS

QUESTION

PLANNING BOARD
CITY HALL, NEW ROCHELLE, N. Y.

Dear Mr. Bassett:

A recent zoning case tried in a local court raises rather unique questions. It refers to a clause in the ordinance prohibiting the use of premises in a business district for a cleaning and dyeing works employing more than five persons. Number of employees is deemed to be those actually engaged in the dyeing and cleaning and not clerks, salesmen, and similar employees.

In a building located in a business district was conducted a cleaning and dyeing business employing fifteen or more persons. It was a lawful use of property, deemed a nonconforming use. After passage of the prohibitory clause in the ordinance relative to more than five employees, a permit was granted and an additional building was erected on the rear of the same lot. Not more than five persons were to be employed in this building.

The court held that the Building Inspector had rightfully granted the permit in that it was not an enlargement of a nonconforming use nor an addition to an existing building. It then holds that both buildings are being used as a common plant, and because of this, more than five persons are using this new building. It then raises the question, "Can it be that the ordinance intended two or three such buildings might occupy a single lot, simply because a building permit provides not more than five persons may occupy each building?"

Another question is also raised. What is the difference between four individual cleaning and dyeing works, under separate ownership, in separate buildings side by side, employing four persons each, or the same set-up under one firm name with one set of books? How do they differ in respect to health, safety, and general welfare?

Yours very truly,

PAUL A. BANKSON,
City Plan Engineer.

ANSWER

The court asks whether two or three such buildings may occupy one lot. In zoning ordinances a lot is the land devoted to a single principal building having the required open spaces. It need not front on a street. There cannot be two main buildings on one lot if "lot" is used in the zoning sense. There are two buildings and two lots. In this case I understand that the yard requirements for the new building are complied with. This being so, the Build-

ing Inspector rightly granted the permit for the five-employee dyeing establishment. So long as it is used for not more than five employees it is a lawful use. If, however, the building is used by its own five employees and also by the employees of the old building indiscriminately, then the use is unlawful and should be ousted. If it is used for more than five employees but only five at one time, it is still unlawful. The fact that the old building and the new are both used for dyeing, perhaps filling the same orders and perhaps having only one set of books, does not make the second building unlawful. The ordinance does not say that the second building must be disconnected from the business of the first building.

The last question is whether four separate dyeing works in separate buildings, side by side, employing four persons each, differ from one establishment of larger size in respect to health, safety, and general welfare. Perhaps they would be equally as injurious as the larger building. But the fact remains that the City has specifically made them lawful. New York City makes no provision for the number of employees in its zoning resolution. After zoning began to spread throughout the country, many cities desired to let small industries into the business district. There might be no objection to a candy store with five candy makers but there would be serious objection to a candy factory with two hundred candy makers. It has seemed to me that these provisions to insure small hand industries in the place of large ones were entirely sensible. The city, however, that invents and employs this device surely takes the risk of some one's trying to circumvent the law by building four separate small factories instead of one large one. In the long run it will not happen often. The five-employee method works rather well. Few owners will build a row of buildings and operate them separately in preference to going to an industrial district.

In New York City a garage for not more than five cars could be built as a matter of right in a business district. Ingenious owners built villages of five-car garages. A case went to court and the court held that if each building was on its own lot, it did not matter whether it fronted the street, and the zoning resolution was therefore complied with. These garage villages began to increase in number so that the Board of Estimate was compelled to change the provisions prohibiting such a garage village and to put it on the same basis as a large garage.

Courts consider that the legislative authority of each municipality knows best what uses ought to be prohibited in zoning. Some cities prohibit what other cities allow. New Rochelle considered that dyeing establishments employing not over five persons should be allowed in the business district. The legislative authority of that city then and there decided that four or five such small industries in a row were proper. If the Council intended that they could not be under the same management, it should have said so.

E. M. B.

FAMILIES PER ACRE**QUESTION**

Zoning Roundtable:

We are at present interested in creating a new "A A" zone of one family per acre in substitution of at least one half of the present "A" residential zone, permitting five families per acre. How about this?

CHARLES BATES DANA,
*Chairman of the Darien (Conn.)
Town Plan and Zoning Commission.*

ANSWER

Modern state enabling acts for zoning provide that regulations may be established for density of population. The limitation of families per acre is justified under such a law. Early limitations seldom went further than five families per acre. Then came a movement to protect localities of suburban estates against buildings on small plots. Some towns went so far as to prohibit greater density than three acres per family. The legislative authorities are pushed to the greatest extreme by the argument that small lots are not wanted in that particular community. What considerations must control?

Zoning regulations must be reasonable. Land situated alike must be treated alike. The regulations must have a substantial relation to the health, safety, morals, and general welfare of the community. Knowing all this, let us say that a council decides on a limit of one acre per family. The test will arise when some landowner submits a plan for one residence on one fifth of an acre and demands a permit. The building inspector refuses and then the landowner asks the court for a mandamus order commanding the inspector to issue the permit on the ground that the one-acre provision is unreasonable and unconstitutional and therefore void. When the case comes to trial the landowner will introduce an opinion witness who will say that a residence on one acre of land is no safer or more healthful than five residences on one acre if each of the five residences is surrounded with proper yards and open spaces. In other words, he will say that there is no substantial relation between the regulation of one acre per family and the community health and safety. The city will then be compelled to produce an opinion witness who can relate his experience with residential units and who will testify that five residences on one acre are substantially more unsafe and unhealthful than one residence. In the ordinary type of city such a witness is not easy to procure. Even if he were procured, he might not convince the court. If the city's opinion witness must testify that any density greater than three acres per family is unsafe and unhealthful, it is still more difficult to find a witness or convince the court. Accordingly a city and its zoning advisers in fixing a limit of density must consider whether they can produce a convincing

opinion witness. Looked at in this way, it is plain that a regulation permitting five families per acre is more easily defended than one requiring one acre per family. My own notion is that in the ordinary type of city a limitation of two families per acre is about as far as a good opinion witness will be likely to go. Even he would have some trouble under cross-examination. He would be asked to relate what fires had proved disastrous because houses were closer together than two per acre. If a medical doctor were used as an opinion witness on danger to health, he might have difficulty in showing that communities of one family per acre were more healthful than communities of five per acre.

In a small town, such as one of the typical outer suburban residential towns on the edge of Metropolitan Boston, which permits wooden shingle roofs and has neither public sewers nor water supply, expert testimony might more easily be adduced in support of one family per acre zoning, based on such considerations as safety from fire, reduction of water pollution hazard, and the promotion of the general welfare through the encouragement of the most appropriate use of land and the conservation of property values by perpetuating the amenities of the town, these being matters specifically referred to in the state enabling act.

If the area is a large one in which all the owners are of one mind, there is no objection to their entering into a private covenant which will be placed on the record and which will run with the land, providing that every residence shall have at least one acre of surrounding land. Private restrictions will be enforced by the courts and are entirely independent of the zoning regulations.

E. M. B.

LA CORONA CIGARS

In *New Jersey Municipalities* for November, 1933, the Secretary of the Zoning Board of Adjustment of Trenton writes enthusiastically about the wisdom and practicality of a variance permit which the Board issued for the erection of a factory to make La Corona cigars in a residence district on the zoning map. The justification seems to consist in the attractiveness of the building design, its lawns and the planting of its grounds, the high quality of the cigars, and the neatness of the workers. He adds to this argument the statement that the factory would not come to his city unless this variance were made and that, in times like these, practical purposes such as securing new industries justify the subversion of the usual zoning methods.

Good zoning provides the right place for industry as well as for business and residences. It is simple to distinguish light from heavy industry and to place light-industry districts in the right localities. Any municipality that allows an invasion of a residence district by the La Corona factory will be asked some day why it excludes from residence districts a high-class shoe

factory. It may also be asked how it can without discrimination exclude a factory for second-class cigars in a residence district or how it can in the case of La Corona prevent the neglect of the lawns and planting.

The present depression will pass away but factories placed in residence districts will continue. This variance to permit a factory in a residence district in Trenton is probably unlawful because the land is undoubtedly suitable for residences and will be used for that purpose when building starts again. The words "unnecessary hardship" have a very definite meaning. In order to bring the case under these words, the applicant must show that the land on account of its environment is not suitable or profitable for any use but industry. This probably could not have been shown and probably was not attempted. But if the environment justified the entrance of a factory, it would have been fairer to all landowners and a greater safeguard to the zoning plan of the city if the council had changed the whole area from residence to industry on the zoning map. But, of course, this would not suit the applicants, who undoubtedly wanted to continue residential surroundings for their factory. This permit is tantamount to saying that residential localities are protected in this city, but when a new industry desires to come, the home locality, which has been preserved through the help of the zoning ordinance, will be sold out and its attractiveness will be used not to bring new homes but to bring new factories.

E. M. B.

ECONOMIC BALANCE IN PLANNING

Certainly some such [growth] estimate is a far saner basis for economic planning than assumed unlimited growth, or the mere following of the policy of *laissez-faire*.

The speculative debauchery in real estate in cities has surpassed the excesses of the stock market, but it is as yet scarcely appreciated or understood. The blocks and blocks of vacant and obsolete property, industrial as well as residential, constitute an ever increasing burden of overhead expense. Our cities are too much like the apple which is firm and attractive on the exterior but slowly decaying around the core.

Commercial and multiple dwelling uses of land combined cannot absorb five per cent of a city's area and yet a large per cent of every city's area is usually subjected to speculation for these two uses. This practice is inviting property blight upon a very large scale. The next step in city planning should be comprehensive planning of the whole city area for purposes of economic balance and the prevention of waste.—HARLAND BARTHOLOMEW.

LEGAL NOTES

Conducted by FRANK BACKUS WILLIAMS

EFFECT OF ZONING ON LAND VALUES

In many ways the effect of zoning on land values is of importance, and there has been much discussion of the subject both in and out of the courts. The advocates of zoning usually claim that zoning generally makes land more valuable since it makes it more useful for many purposes; and there is much evidence to support this claim. Landowners opposing zoning usually assert that it lessens values; and in some cases we know that it does have this result. In either case reasonable zoning is valid. Nevertheless, the effect of zoning on land values is often a matter of importance and for this reason two recent cases bearing on the subject may be of interest.

In a California case¹ the landowners in a condemnation proceeding by the City to take their land claimed that the value allowed for it by the court was too small. Under the zoning ordinance the land was placed in a residence district. The owners asserted that the City, having passed the ordinance and having the power to repeal it, was estopped from introducing it in evidence; and that, since it was a restriction upon the number of uses to which the land could be put, it lessened the value of the land, which should be calculated upon all of its possible uses.

The court held that there was no estoppel against the City; that there was no evidence introduced to show that the restriction to residential use lessened the value of the land and no presumption to that effect, since such restrictions often increased values; and that, irrespective of the fact that the ordinance might be repealed, it showed the possible use of the land at this time and therefore was evidence admissible as to its value.

In a New York case² the landowner proved that if the ordinance was valid her land was worth \$30,000, while if it was invalid the market value of her land would be \$53,000; and claimed that the ordinance was unreasonable and void. The court sustained the ordinance, pointing out the fact that if the remaining vacant lots in the development could be built up with apartments, the owners of these lots would obtain an unfair advantage at the expense of the owners of single-family houses.

At the outset the City made the novel claim that the landowner had waived her right to question the validity of the zoning ordinance by waiting

¹City of Beverly Hills v. Augur (District Court of Appeals, Oct. 28, 1932) 15 Pac. 2d, 867.

²MacEwen v. City of New Rochelle and County of Westchester, Supreme Court, Westchester County, Sept. 30, 1933.

for several years before suing to test it. This claim the court overruled. There is no statute of limitations which by its words bars this action in any given number of years; and there are no facts offered in evidence to show an estoppel making it unjust for the plaintiff to question the constitutionality of the ordinance at this time. It should also be noted that if for the moment the ordinance be viewed as void, it is, until its repeal or a judicial declaration of its invalidity, a continuing invasion of the plaintiff's rights, in which a new cause of action arises in the plaintiff's favor against the City each day.

F. B. W.

NATIONAL PLANNING TO-DAY

Until comparatively recent times the average American scoffed at any suggestion of a necessity for orderly planning for city, state, or nation. We were a young and prideful and boastful people. The size of our cities and the speed with which they could be made to grow were all that interested us. Slums meant population, and if the death rate was criminally high the birth rate was a thing to marvel at.

While city planning is still in its adolescence, it has at any rate won a recognized place in our social economy. Now as new sections are added to our cities some attempt is made to proceed in an orderly manner. Social and esthetic values are taken into account. We build with eyes on the future. We realize that light and space and air are necessary and desirable even for city dwellers. Factories are kept in their place; zoning laws protect our residential sections. We cherish and develop our natural landscape features. We are undertaking to eradicate our slums. The result is that increasingly in the future our cities will be more pleasing to the eye and more comfortable to live in.

We now are taking a further step forward in the matter of planning. If city planning has been worth while, why not go in for national planning? And that is precisely what we are doing in this Administration.

The determination to embark on an extensive program of public works has furnished us with both the occasion and the means of making at least a tentative beginning in the direction of national planning.—SECRETARY HAROLD L. ICKES.

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

Conducted by FLAVEL SHURTLEFF, Secretary

FEDERAL GRANTS FOR PLANNING

The Conference on Planning and National Recovery, held jointly in Baltimore, October 9 to 11, by the National Conference on City Planning and the American Civic Association, told the country that: (a) planning was an essential public work project and should be eligible for Federal grants, and that (b) planning commissions should be put to work immediately. The Federal Emergency Administration of Public Works has acted with cheering promptness on this advice. On November 16, Mr. Frederic Delano, Chairman of the National Planning Board, announced to 925 local and regional planning agencies that the Civil Works Administration would respond favorably to requests for drafting and statistical assistance; and that official planning agencies should immediately prepare their planning projects and submit them to local Civil Works representatives. Unofficial planning agencies may also benefit by this offer of assistance if their requests are transmitted by a state, county, or city official.

More recently, the National Planning Board has been granted by the Public Works Administration \$250,000 for the employment of qualified planners, who may be loaned to state, regional, or city planning commissions which meet appropriate standards to be determined by the National Planning Board. The alert planning commissions have already submitted projects and some of them have received technical and clerical assistance. Here is an opportunity that should be taken advantage of by every active planning commission in the country.

F. S.

WINTER MEETING OF THE INSTITUTE

Jacob L. Crane, Jr., the newly elected President of the Institute, will call a meeting of the Institute in Washington some time late in January, probably Saturday, January 27.

The tentative subjects for discussion are "Subsistence Homesteads," "Federal Housing Projects," and "The National Planning Board." The meeting will also consider the report of the committee appointed at the Annual Meeting of the Institute in Baltimore to suggest improvement in the organization and program of the Institute.

F. S.

BOOK REVIEWS & LISTS

Conducted by THEODORA KIMBALL HUBBARD

VILLE DE MARSEILLE: PLAN D'AMÉNAGEMENT ET D'EXTENSION: Mémoire Descriptif. By JACQUES GRÉBER. Paris, Vincent, Fréal et Cie, 1933. 118 pages + plates. Illus., photographs, plans and maps, perspectives, tables. 11 x 9 inches. (Bibliothèque de l'Institut d'Urbanisme de l'Université de Paris.) Price 160 fr.

This is a magistral survey of the second city of France by one of her foremost city planners, professor at the University of Paris, and a member of the commission in the Department of the Interior charged with the official supervision of planning throughout the country. Not only is the report finely printed and sumptuously illustrated but the materials are developed with that logic and clarity which add to the conviction of the plans and photographs of the projects here submitted to the municipal authorities for action.

After a "summary analysis" of the site, population trends, and commercial activities of the city, the report is divided into four main sections: communication, housing, open spaces, and esthetics. The section dealing with communication includes a consideration of main trunk highways, circular boulevards (including an adequate by-pass system), radial streets, secondary highways, and the unification of rail and water communications. Scale studies are made for such problems as main-route intersections; streets for widening or connecting with existing streets are listed; projects for parkways are set forth in detail. This section of the report will perhaps strike the American planner as most like his own work both in temper and in technique.

The remodeling of the old and unhealthy districts is approached first from the point of view of improving traffic facilities. The demolition of the most unsanitary dwellings fortunately coincides in many cases with the need for cutting through new streets; the author misses no chance to drive home the value of killing two birds with one stone. And he rightly emphasizes the indispensability of developing modern low-cost housing in the uncongested areas before attempting any wholesale renovation of the areas "spontaneously deserted." With congestion of over 500 to the hectare (one hectare equals 2.47 acres) in two of the ancient "quarters" in the old city, the need is for 27,000 new apartments to relieve the present congestion and for about 3600 new apartments annually to take care of the estimated influx of newcomers who in the next half century are expected to add 50 per cent to the present population of over 800,000. The report includes photographs of no fewer than thirteen streets—or better, alleys—on which the buildings are shored up; the importance of the problem could not be more cogently illustrated.

The sections dealing with open spaces and with esthetics (in part the equivalent of the British "preservation of ancient monuments") are as broadly conceived and as carefully—and catholicly—drafted as the engineering sections of the report. Nor is the commercial (tourist) value of the unusual coastal environs of the city neglected; photographs and plans indicate the areas to be preserved and developed as parks and recreation areas. Altogether, this study is a most valuable contribution to continental planning literature as well as an interesting exposition of current French practice.

PHILLIPS BRADLEY

LEICESTERSHIRE. REGIONAL TOWN PLANNING JOINT ADVISORY COMMITTEE REGIONAL PLANNING REPORT. Prepared by Allen & Potter. Leicester, W. Thornley & Son, 1932. 106 pages. Illus., maps and plans (part folded), diagrams, cross sections, charts, tables (part folded). $10\frac{1}{4} \times 6\frac{3}{4}$ inches. Price 7s. 6d., or post free 8s. 6d.

Leicestershire means to the lover of England a beautiful agricultural county in the very heart of the Island, centered about the ancient county seat of Leicester, dating back to the Roman occupation of Britain. This well illustrated report succeeds in giving a remarkably clear picture of the region, its topography, its industries including textile and leather manufacture as well as agriculture, its population, its amenities and its historical monuments, and its outlook for the future.

The technical matter of the report is carefully studied and ably presented, showing evidence of the real understanding by both consultants and Joint Advisory Committee of the heritage of the past and the adjustments necessary for sane modern development. Road systems necessarily call for much attention, since the central location of Leicester invites through traffic from all directions. Traffic, however, by no means dominates the volume: public utility services, open spaces, and, above all, land utilization (zoning) occupy their due proportion of study; and all proposals are considered in the light of general amenity, to which all England is becoming awake as a measure of self-preservation.

Both survey and plan maps are exceptionally easy for the reader to study; and the photographs, detailed and aerial, give a true picture of the real charm of Leicestershire.

The hopes expressed in the report that local authorities will make their town plans conform to the regional outline and will proceed to regulations looking toward the preservation of existing monuments and the control of new development are heartily echoed by the reviewer, whose remembrance of the ancient treasures of Leicester and the hospitality of its leading architect is most vivid and delightful.

T. K. H.

TRENDS IN PUBLIC ADMINISTRATION. By LEONARD D. WHITE. New York, McGraw-Hill Book Company, Inc., 1933. 365 pages. Tables, charts. 9 x 6 inches. (Recent Social Trends Monographs.) Price \$4.00.

This volume is one of a series of monographs published under the direction of the President's Research Committee on Social Trends. It is divided into four sections entitled "Trends in the Balance of Power," "The New Management," "Trends in Public Employment," and "Trends in the Technique of Improvement of Public Administration."

The study was largely completed in 1931. Because we are in the midst of a whirling tempest of governmental change, the author has considered it futile at this time to reanalyze the material in terms of recent happenings. Neither has he attempted to evaluate the trends as advantageous or disadvantageous. Rather, he has presented the facts, leaving to each reader the task of interpreting them in the light of his own experience.

The chief value of the report lies in its wealth of administrative data for the first time brought together and made readily available.

H. K. M.

SUMMARY OF THE FULFILMENT OF THE FIRST FIVE-YEAR PLAN FOR THE DEVELOPMENT OF THE NATIONAL ECONOMY OF THE U. S. S. R.: Report of the State Planning Commission of the Council of People's Commissars of the Union of Soviet Socialist Republics. Moscow, State Planning Commission of the U.S.S.R., 1933. New York, Amkniga Corporation. 296 pages. Tables. 9 x 5 $\frac{3}{4}$ inches. Price, cloth \$1.25; paper \$1.00.

The recorded progress in this compact volume, obviously primarily a propagandist document, is of special interest to the student of regional or national planning in at least one important aspect. Here we actually have in operation a nationally planned economy such as is so much talked about in the United States and other nations. One immediate result has been to shift the growth in population and particularly the growth in industrial activities in large part away from the formerly dominant centers of European Russia to new centers close to mineral resources and other raw materials in central Asia and other remote parts of the Soviet Union.

In the past four years new bases for coal, metallurgy, oil, electric power, machine building, coke and chemical industries, and cotton textile and other light industries have been established in the East. Agriculture has been similarly expanded and new cotton-growing districts developed. To meet the new situation 14,000 kilometers of new railways have been constructed, four-fifths of these in the eastern districts.

"The socialist geographic distribution of the productive forces" is a consciously planned effort to increase the welfare of the inhabitants of these regions, many of them more or less autonomous republics, and to make them no longer mere semi-savage colonial dependencies wastefully exploited by foreign capital.

Large-scale unemployment and overproduction would appear remote or impossible under the socialist economy. The rest of the world, hesitating in its stride or definitely turning back to less productive ways in an effort to find a more secure and stable basis, must watch the Soviet Union's advance with the most intense personal interest.

ARTHUR C. COMEY

HOW CITIES CAN CUT COSTS: Practical Suggestions for Constructive Economy in Local Government. By CLARENCE E. RIDLEY and ORIN F. NOLTING. Chicago, International City Managers' Association, 1933. 58 pages. 10 x 6 $\frac{3}{4}$ inches. Price, paper \$1.00.

Pointing out that at a time of depleted treasuries the cost of municipal government must be reduced, the authors outline methods of accomplishing the necessary economies through a constructive and scientific program for eliminating inefficient and obsolete practices rather than through the haphazard use of the axe. The suggestions are intended for the guidance not only of public officials but of civic groups as well.

Possible economies are suggested in management, office practice, financial and personnel administration, public welfare, public works, police and fire administration, public health, libraries, planning and housing, elections, and governmental structures.

It is significant that the authors recommend not less but more city planning and zoning as the proper method of accomplishing substantial savings in the cost of building and operating a city.

H. K. M.

THE LAW RELATING TO TOWN AND COUNTRY PLANNING. By W. IVOR JENNINGS. London, Charles Knight & Co., Ltd., 1932. 240 pages. Tables. 10 x 6 $\frac{1}{4}$ inches. Price 12s. 6d.

Although designed primarily to assist local government officials and others concerned with the carrying out of planning schemes in Great Britain, this book provides all interested in the development of planning powers with a valuable interpretation of the application of England's most recent advance in public control, the Town and Country Planning Act of 1932, which came into force April 1, 1933. While copious annotations explaining this rather complicated law constitute the bulk of the book, its greatest interest to this

reviewer lies in its brief but meaty first chapter, "The History of Planning," which is really a summary of the social changes of the past hundred years leading up to the present situation.

From the extreme squalor that resulted from people with rural habits becoming townfolk, to municipal housing in group cottages on planned suburban sites has been a natural development of the Industrial Revolution, though often lagging far behind the need. In very recent years, the middle class of wealthy proprietors has been replaced by the "black-coated workers," ranging from company directors to clerks and typists, who "all delight in fresh air, open fields and sanitary conditions," some of them so disliking towns that they suffer the discomforts of daily travel to avoid living in the cities where they work. "The problem now is not to prevent people from crowding together in towns; it is rather to prevent them from scattering themselves about the countryside" in such a manner that they destroy for all the very amenities they seek. Country planning of rural areas is now a vitally necessary complement to the planning of towns. The new act assures that the countryside shall not be developed until "ripe," and then only according to a plan.

ARTHUR C. COMEY

PLANNING FOR THE SMALL AMERICAN CITY: An Outline of Principles and Procedure Especially Applicable to the City of Fifty Thousand or Less. By RUSSELL VAN NEST BLACK, in collaboration with Mary Hedges Black. Chicago, Public Administration Service, 1933. 90 pages. Illus., plans. $10\frac{1}{2} \times 7\frac{3}{4}$ inches. Price \$1.00.

This monograph is not a treatise on esthetic design. Neither is it an exhaustive discussion of technical procedure in city planning. Its purpose is definite, and it is admirably adapted to that purpose: to tell operating officials and interested citizens in the community of under fifty thousand population how to make a plan and how to carry it out.

The book is necessarily short, and—as far as possible—non-technical in language. The trained city planner will find few new facts in it, but he probably will find some clear reasoning and some just and happily phrased statements which will help him later in some problems of his own.

Completeness of detail has been properly sacrificed to preserve brevity and interest. The present reviewer was amused to see that on those subjects about which he had only a superficial knowledge Mr. Black's discussion seemed both accurate and adequate, but when the reviewer happened to have a good deal of detailed experience, he found himself wishing sometimes that Mr. Black had said more, and sometimes that he had taken the other side, or both sides, of a vexed question. If Mr. Black had done so, however, the book would have been spoiled for the very purpose for which it was written.

Mr. Black has given the cause of city planning a push in the right direction by making it possible for anybody who can endure to read sixty or seventy pages of text to comprehend how entirely our modern planning may be not frills or fads but simply applied common sense.

H. V. H.

A LAND USE BIBLIOGRAPHY*

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

By KATHERINE MCNAMARA, Librarian

- ADAMS, THOMAS. Rural planning and development: a study of rural conditions and problems in Canada. Ottawa, Commission of Conservation, Canada, 1917. 281 p. Illus., maps (part folded), plans, diags.
- . Should governments conscript land or regulate its use? (Conservation of life, July 1918; vol. 4, p. 59-61.)
- ADJUSTMENTS IN FARMING in the better farming areas: [a symposium]. (*In Proceedings of National Conference on Land Utilization, 1931, p. 153-202. Maps, charts.*)
Contents: Soil conservation a major problem of agricultural readjustment, by H. G. Knight; Soil classification a basis of agricultural adjustments, by J. G. Lipman; The outlook a basis for adjustments in the better farming areas, by H. R. Tolley; A regional approach to the problems of farm adjustments, by C. L. Holmes; The rôle of the small farm in future land utilization in the United States, by John D. Black; How can mechanization and scientific management strengthen the competitive position of American agriculture? by M. L. Wilson; Helping the farmer translate economic information into action, by C. W. Warburton; General discussion.
- ALWAY, F. J. Land classification. (*In Report of proceedings of 1st Tri-State Development Congress, Minnesota, Wisconsin, Michigan, 1921, p. 59-66.*)
- AMERICAN ASSOCIATION FOR THE ADVANCEMENT OF SCIENCE. Proceedings of land use symposium: summer meeting at Syracuse University. Syracuse, N. Y., The University, June 21, 1932. 57 p. Folded map, tables.
- AMERICAN SOCIETY OF CIVIL ENGINEERS. IRRIGATION DIVISION. COMMITTEE ON "A NATIONAL RECLAMATION POLICY." Report. (*In Proceedings of American Society of Civil Engineers, Sept. 1928; vol. 54, p. 2097-2100; with discussion, May, Aug., Sept., Oct., Nov., Dec., 1929, Feb., Apr., Sept., 1930, Jan. 1931; vol. 55, p. 1193-1206, 1595-1599, 1861-1876, 2181-2199, 2375-2392, 2677-2683; vol. 56, p. 341-348, 761-774, 1647-1656; vol. 57, p. 129-133.*)
- BAKER, O. E. Land utilization in the United States: geographical aspects of the problem. (*Geographical review, Jan. 1923; vol. 13, p. 1-26. Illus., maps, charts, tables.*)
Paper read at joint meeting of the Association of American Geographers and the American Geographical Society, Apr. 1922.
- . The outlook for land utilization in the United States. Washington, U. S. Dept. of Agriculture, July 1931. 33 p. Mimeographed. Maps, charts. (Extension Service circular no. 168.)
- . Rural-urban migration and the national welfare. (*Annals of the Association of American Geographers, June 1933; vol. 23, no. 2 [whole number], p. 59-126. Maps, charts.*)
- BARTHOLOMEW, HARLAND. Urban land uses: amounts of land used and needed for various purposes by typical American cities. Cambridge, Harvard University Press, 1932. 174 p. Illus., maps, tables. (Harvard city planning studies, vol. 4.)
- BORN, CHARLES E. Influence of soils on land ownership in Bayfield County, Wisconsin. (*Journal of land and public utility economics, May 1930; vol. 6, p. 170-179. Map, chart, tables.*)

*References to a great wealth of material dealing with specific land uses have not been included.

- BOURNE, RAY. Regional survey and its relation to stocktaking of the agricultural and forest resources of the British Empire. Oxford, Clarendon Press, 1931. 169 p. Illus. (part folded), maps (part folded), tables (part folded). (Oxford forestry memoirs no. 13, 1931.)
- BOWMAN, ISAIAH. Planning in pioneer settlement. (Annals of the Association of American Geographers, June 1932; vol. 22, p. 93-107. Map.)
- CLOSE, C. F. Land utilization maps of Great Britain. (Geographical journal, June 1933; vol. 81, p. 541-543.)
- COLLINGWOOD, G. H. Trees: redeemers of the Tennessee. (American forests, June 1933; vol. 39, p. 247-249. Illus., map.)
- COMEY, ARTHUR C. What is national planning? (City planning, Oct. 1933; vol. 9, p. 164-167.)
- CONTRERAS, CARLOS. National planning project for the Republic of Mexico. (City planning, July 1925; vol. 1, p. 97-109. Maps.)
- CONTROL OF LAND USE essential to relieve traffic congestion. (American city, June 1930; vol. 42, no. 6, p. 5.)
 Excerpts from preliminary report of Committee on Measures for the Relief of Traffic Congestion, as prepared for submission to Third National Conference on Street and Highway Safety. See also Causes of congestion analyzed by National Conference, in American city, July 1930.
- COUNCIL FOR THE PRESERVATION OF RURAL ENGLAND. Town and regional planning; reservation of agricultural land. (Journal of the Town Planning Institute, Mar. 1928; vol. 14, p. 111-112.)
- CRANE, JACOB L., JR. The Iowa conservation plan: its bearing upon general land planning. (Journal of land and public utility economics, Aug. 1933; vol. 9, p. 247-251.)
 A review of the Iowa twenty-five year conservation plan.
- , and GEORGE WHEELER OLCOTT. Report on the Iowa twenty-five year conservation plan, prepared for the Iowa Board of Conservation and the Iowa Fish and Game Commission. [Des Moines, The Board and the Commission], 1933. 176 p. Illus., maps, plans, charts, tables.
- CREDIT PROBLEMS in the readjustment of land utilization and farm organization: [a symposium]. (In Proceedings of National Conference on Land Utilization, 1931, p. 202-239. Maps, charts.)
 Contents: Functions of farm-mortgage agencies in agricultural readjustment, by S. J. Westbrook; The management of farm lands held by credit agencies, by Elbert S. Brigham; Some problems in financing needed readjustments in land utilization and farm organization, by Norman J. Wall; Results of directed agricultural-credit movement, Georgia, 1931, by J. Phil. Campbell; Broadening the market for Federal intermediate credit bank debentures, by E. H. Thomson; Increasing the usefulness of the intermediate credit system as a supplement to the country bank, by Wood Netherland.
- DALZELL, A. G. National planning and public welfare. (Town planning, Journal of the Town Planning Institute of Canada, Dec. 1930; vol. 9, p. 113-115.)
- DELANO, FREDERIC A. How and where will our children live? (Nation's business, Jan. 1930; vol. 18, no. 1, p. 41-43, 158, 160. Illus.)
 A review of "What about the year 2000?"
- DEVRIES, WADE. Correlation of physical and economic factors as shown by Michigan Land Economic Survey data. (Journal of land and public utility economics, Aug. 1928; vol. 4, p. 295-300. Map, tables.)
- DORAU, HERBERT B., and ALBERT G. HINMAN. Public control over urban land utilization. (In their Urban land economics, N. Y., The Macmillan Co., 1928; part 3, p. 247-378. Plans, tables.)
- . Urban land classification. (In their Urban land economics, N. Y., The Macmillan Co., 1928; part 2, p. 125-244. Maps, plans, tables.)
- ELIOT, CHARLES W., 2ND. Does city planning assist economic planning? (Annals of the American Academy of Political and Social Science, National and world planning, July 1932; vol. 162, p. 121-126.)

- ELY, RICHARD T. Conference on Land Utilization. (Civic comment, Nov.-Dec. 1931; no. 36, p. 7-9.)
- , and EDWARD W. MOREHOUSE. Agricultural land utilization. (*In their Elements of land economics*, N. Y., The Macmillan Co., 1924; Chap. 7, p. 98-123.)
- ———. The present and future utilization of land. (*In their Elements of land economics*, N. Y., The Macmillan Co., 1924; Chap. 5, p. 46-70. Maps, charts, tables.)
- ———. The social ends of land utilization. (*In their Elements of land economics*, N. Y., The Macmillan Co., 1924; Chap. 13, p. 269-289.)
- ———. Urban land utilization. (*In their Elements of land economics*, N. Y., The Macmillan Co., 1924; Chap. 6, p. 71-97. Illus., tables.)
See also Appendix, Table I: Per cent of total land area devoted to various classes of uses in sixteen cities, 1923, compiled by H. B. Dorau.
- , and GEORGE S. WEHRWEIN. Land economics. Ann Arbor, Mich., Edwards Brothers, 1931. 165 p. Lithoprinted. Tables.
- FEDERATED SOCIETIES ON PLANNING AND PARKS. JOINT COMMITTEE ON BASES OF SOUND LAND POLICY. What about the year 2000? An economic summary of answers to the vital questions: Will our land area in the United States meet the demands of our future population? How are we to determine the best use of our land resources? [Washington, D. C., The Societies, 1929.] 168 p. Maps, charts, diagrs.
Federated Societies on Planning and Parks composed of: American Civic Association, American Institute of Park Executives, American Park Society, National Conference on City Planning, National Conference on State Parks.
- FOSCUE, EDWIN J. Land utilization in the lower Rio Grande valley of Texas. (*Economic geography*, Jan. 1932; vol. 8, p. 1-11. Illus., maps.)
- FREY, JOHN W. Our economic map. (Survey graphic, Mar. 1, 1932; vol. 67, p. 612-615. Maps.)
- GOODMAN, ROBERT B. The regulation and control of land use in non-urban areas. (*Journal of land and public utility economics*, Aug. 1933; vol. 9, p. 266-271.) Also reprinted.
- GRAVES, MARK. The tax problem. (*In American Association for the Advancement of Science. Proceedings of land use symposium*, 1932, p. 25-26.)
- GRAY, GEORGE HERBERT. The land question as related to city planning and housing. (*Journal of the American Institute of Architects*, Oct. 1921; vol. 9, p. 330-337. Plan, diagrs.)
- GRAY, L. C. The field of land utilization. (*Journal of land and public utility economics*, Apr. 1925; vol. 1, p. 152-159.)
- . Large scale regional and rural land planning: problems and objectives: national phases. (*In Four addresses . . . presented before the National Conference on City Planning and the American Civic Association, Southern Hotel, Baltimore, Md., Oct. 11, 1933. Washington, National Planning Board, Federal Emergency Administration of Public Works, [1933]. 9 p. Mimeographed.*)
- . The National Land Use Committees. (*In American Association for the Advancement of Science. Proceedings of land use symposium*, 1932, p. 5-8.)
- , and O. E. BAKER. Land utilization and the farm problem. Washington, Govt. Printing Office, Nov. 1930. 54 p. Maps, charts. (U. S. Dept. of Agriculture miscellaneous publication no. 97.)
- GREELEY, W. B. Country planning and national forests. (*National municipal review*, Apr. 1921; vol. 10, p. 211-215.)
- HARE, WILLIAM L., and HERBERT WARREN. On the land, the law and the tax. (*Garden cities and town planning*, Dec. 1931; vol. 21, p. 259-262.)
Part I by William L. Hare. Part II by Herbert Warren.
- HOOVER ORDERS a federal reorganization: plan presented Congress would create Division of Land Utilization and Conservation in Department of Agriculture. (*American forests*, Jan. 1933; vol. 39, p. 33, 37.)

- HOYT, W. G., and H. C. TROXELL. Forests and stream flow. (*In Proceedings of American Society of Civil Engineers*, Aug. 1932; vol. 58, p. 1037-1066. Map, charts, tables; with discussion, Sept., Nov., Dec. 1932, Feb., Mar., Apr., May, Sept. 1933; vol. 58, p. 1288-1293, 1614-1618, 1811-1836; vol. 59, p. 376-379, 484-494, 607-616, 835-840, 1149-1166.)
- THE IDEA of a national plan. (Garden cities and town planning, Apr. 1929; vol. 19, p. 79-81.)
- ILLICK, JOSEPH S. Land use and forestry. (*In American Association for the Advancement of Science. Proceedings of land use symposium*, 1932, p. 15-24.)
- INTRODUCTION to land planning. (Civic comment, Apr., May, June, 1933; no. 43, p. 19-20.)
- JAMES, HARLEAN. Putting land to its proper use. (*In her Land planning in the United States for city, state and nation*, N. Y., The Macmillan Co., 1926; Chap. 19, p. 323-343. Maps, diags.)
- KIMBLE, ELLIS. The Tennessee Valley project. (*Journal of land and public utility economics*, Nov. 1933; vol. 9, p. 325-339. Map, tables.)
- KNIGHT, HENRY G. Land use and erosion. (*In American Association for the Advancement of Science. Proceedings of land use symposium*, 1932, p. 37-43.)
- THE LAND and its use: [a review of four English books on the land problem]. (Garden cities and town planning, Nov. 1921; vol. 11, p. 262-263. Diags.)
- LAND CLASSIFICATION in Minnesota. (*National real estate journal*, July 25, 1927; vol. 27, no. 14, p. 57.)
- LAND CLASSIFICATION through national foundation. (*National real estate journal*, Nov. 28, 1927; vol. 28, no. 24, p. 30.)
- LAND: ITS USE and misuse: [a symposium]. (*In Proceedings of National Conference on Land Utilization*, 1931, p. 37-77. Maps, charts, diags., tables.)
 Contents: Land utilization in the western range country, by William Peterson; Extent and emergency character of problems of submarginal lands, by Thomas P. Cooper; New York's land-utilization program, by C. E. Ladd; Some ways of dealing with the problems of submarginal land, by L. C. Gray; Land inventory as a basis for planning land utilization, by L. R. Schoenmann; What methods should be employed to take submarginal lands out of agricultural production? by H. W. Mumford; General discussion.
- LAND UTILIZATION and the farm problem: [a symposium.] (*In Proceedings of National Conference on Land Utilization*, 1931, p. 1-36. Charts.)
 Contents: The agricultural outlook and the land problem, by Nils A. Olsen; The place of Federal reclamation in a Federal land policy, by Elwood Mead; Relation of land utilization to the general objectives of the Federal Farm Board, by James C. Stone; Developing a national policy of land utilization, by Arthur M. Hyde.
- LAND UTILIZATION SURVEY: new ordnance maps. (*Journal of the Town Planning Institute*, Mar. 1933; vol. 19, p. 114.)
 Brief description of the maps prepared as a result of the Land Utilization Survey carried out under auspices of London School of Economics and the Geographical Association.
- LEOPOLD, ALDO. Wilderness as a form of land use. (*Journal of land and public utility economics*, Oct. 1925; vol. 1, p. 398-404.)
- LINDHOLM, S. G. Land and its uses, District of Columbia: report to the National Capital Park and Planning Commission. [Washington, The Commission], June 1927. 42 p. Mimeographed. Tables.
- LIPMAN, JACOB G. Land use and agriculture. (*In American Association for the Advancement of Science. Proceedings of land use symposium*, 1932, p. 27-36. Tables.)
- LOVEJOY, P. S. Concepts and contours in land utilization. (*Journal of forestry*, Apr. 1933; vol. 31, p. 381-391.)
- . Theory and practice in land classification. (*Journal of land and public utility economics*, Apr. 1925; vol. 1, p. 160-175. Maps, diagr.)

- MANN, A. R. Large scale regional and rural land planning: problems and objectives: the local phases; state, county and community. (*In* Four addresses . . . presented before the National Conference on City Planning and the American Civic Association, Southern Hotel, Baltimore, Md., Oct. 11, 1933. Washington, National Planning Board, Federal Emergency Administration of Public Works, [1933]. 9 p. Mimeographed.)
- MANNING, WARREN H. A national plan study brief. Special supplement to Landscape architecture, July 1923; vol. 13. 24 p. Maps.
- MELCHER, WILLIAM. The economics of Federal reclamation. (*Journal of land and public utility economics*, Nov. 1933; vol. 9, p. 382-394. Map, tables.)
- MORGAN, ARTHUR E. National planning in practice: [a quotation from radio broadcast Aug. 15, 1933.] (*City planning*, Oct. 1933; vol. 9, p. 167.)
- MORGAN HEADS Tennessee Valley Authority. (*American forests*, July 1933; vol. 39, p. 320. Portrait.)
- NATIONAL CONFERENCE ON LAND UTILIZATION. Proceedings of conference (Chicago, Ill., Nov. 19-21, 1931), called by the Secretary of Agriculture and the Executive Committee of the Association of Land-Grant Colleges and Universities. Washington, Govt. Printing Office, May 1932. 251 p. Maps, charts, diags.
- NATIONAL LAND-USE PLANNING COMMITTEE. First annual report, from date of organization to June 30, 1933. Washington, [The Committee], July 1933. 19 p. Mimeographed.
- . Land-use planning in the Tennessee River Basin. Washington, [The Committee], May 17, 1933. 3 p. Mimeographed. (Publication no. 7.)
- . Scope and character of a national coöperative research project in land utilization. Washington, [The Committee], Aug. 1933. 15 p. Mimeographed. (Publication no. 8.)
- and NATIONAL ADVISORY AND LEGISLATIVE COMMITTEE ON LAND USE. Conservation of the grazing resources of the remaining public domain. Washington, [The Committees], Mar. 1933. 21 p. Mimeographed. Tables. (Publication no. 4.)
- . Organization and objectives of the National Land-Use Planning Committee and the National Committee on Land Use. Washington, [The Committees], Oct. 1, 1932. 9 p. Mimeographed. (Publication no. 2.)
- . The problems of "submarginal" areas, and desirable adjustments with particular reference to public acquisition of land. Washington, Govt. Printing Office, Apr. 1933. 24 p. (Publication no. 6.)
- . Resolution with reference to the relationship of urban unemployment to land utilization and settlement. Washington, U. S. Dept. of Agriculture, June 23, 1932. 9 p. Mimeographed. (Publication no. 1.)
- . Resolution formulated by the National Land-Use Planning Committee and adopted by the National Advisory and Legislative Committee on Land Use, May 3, 1932; revised and made public June 23, 1932.
- . Suggested principles of state legislation relating to the use of underground waters. Washington, [The Committee], Mar. 1933. 9 p. Mimeographed. (Publication no. 3.)
- A NATIONAL LAND-UTILIZATION PROGRAM: [a symposium]. (*In* Proceedings of National Conference on Land Utilization, 1931, p. 240-251.)
- Contents: Report of committee on summaries and conclusions, as amended and adopted by the Conference; Discussion and adoption of the report; Institutions and organizations represented.
- NEW YORK (STATE). COMMISSION OF HOUSING AND REGIONAL PLANNING. Report to Governor Alfred E. Smith. Albany, The Commission, May 7, 1926. 82 p. Maps, charts, diags.
- A series of studies of forces which have shaped the economic history of the State.
- NOLEN, JOHN. Large scale regional and rural land planning: foreign experience in land planning. (*In* Four addresses . . . presented before the National Conference on City Planning and the American Civic Association, Southern Hotel, Baltimore, Md., Oct. 11, 1933. Washington, National Planning Board, Federal Emergency Administration of Public Works, [1933]. 9 p. Mimeographed.)

- THE PLACE OF FORESTRY in a national land-utilization program: [a symposium]. (*In* Proceedings of National Conference on Land Utilization, 1931, p. 77-110. Maps, charts.) Contents: National economic and social objectives in forest policy, by Raphael Zon; Land utilization and conservation, by George D. Pratt; Turning submarginal crop lands within the farm to wood-lot uses, by James Fowler; What are the possibilities of private forestation? by S. T. Dana; Fitting forestry into a general program of land utilization, by R. Y. Stuart; The coordination of state and Federal efforts in the development of a land-utilization program, by Cully A. Cobb; General discussion.
- PLANNING in the Tennessee Valley. (Civic comment, Apr., May, June, 1933; no. 43, p. 12-13.)
- PRESIDENT SEEKS AUTHORITY for Tennessee Valley project. (*American forests*, May 1933; vol. 39, p. 224-225.)
- PRESIDENT'S RESEARCH COMMITTEE ON SOCIAL TRENDS. Utilization of natural wealth. (*In* Recent social trends in the United States, N. Y., McGraw-Hill Book Co., 1933; vol. 1, Chap. 2, p. 59-121. Maps, charts, diagrs., tables.) Part I: Mineral and power resources, by F. G. Tryon, and Margaret H. Schoenfeld. Part II: Agricultural and forest land, by O. E. Baker.
- RAPER, CHARLES L. Land use and transportation. (*In* American Association for the Advancement of Science. Proceedings of land use symposium, 1932, p. 44-47.)
- READJUSTMENTS in TAXATION made necessary by changes in land utilization: [a symposium]. (*In* Proceedings of National Conference on Land Utilization, 1931, p. 110-153. Maps, charts.) Contents: Fiscal problems of local communities resulting from changing conditions of land utilization, by George S. Wehrwein; Adjustments for greater economy in local public expenditures, by John C. Watson; Should other industries help bear the financial burden of maintaining a rural civilization? by C. V. Gregory; Adjusting the tax burden to the tax-paying ability of the tax bearer, by Richard T. Ely; Redistribution of the responsibility for supporting governmental functions, by Fred Brenckman; Changes in taxation requisite for a sound program of land utilization, by Eric Englund; Some ways of relieving the excessive burden on farm land, by Mark Graves; General discussion.
- REGIONAL PLAN OF NEW YORK AND ITS ENVIRONS. Land uses. (*In* its The graphic regional plan, N. Y., The Author, 1929, vol. 1, part III, p. 309-395. Illus., maps, charts.)
- REW, R. HENRY. The use of agricultural land. (Nineteenth century and after, May 1920; vol. 87, p. 802-813.)
- RINGLAND, ARTHUR C. Mussolini's Sybarites: typifying Italy's national land plan for the conservation, reclamation and utilization of the country's soil and water resources. (*American forests*, July 1933; vol. 39, p. 291-297, 334. Illus., maps.)
- ROOSEVELT ENDORSES a land use survey. (*American forests*, Jan. 1933; vol. 39, p. 34.)
- ROWLANDS, W. A. County zoning for agriculture, forestry, and recreation in Wisconsin. (*Journal of land and public utility economics*, Aug. 1933; vol. 9, p. 272-282.) Also reprinted.
- SCHOENMANN, L. R. Planned land use. (*In* American Association for the Advancement of Science. Proceedings of land use symposium, 1932, p. 48-57. Folded map, tables.)
- SHELFORD, VICTOR E., and OTHERS, *editors*. Naturalist's guide to the Americas prepared by the Committee on the Preservation of Natural Conditions of the Ecological Society of America, with assistance from numerous organizations and individuals. Baltimore, Williams and Wilkins Co., 1926. 761 p. Maps, tables.
- SMITH, GEORGE OTIS, and OTHERS. The classification of the public lands. Washington, Govt. Printing Office, 1913. 197 p. Maps, diagrs., tables. (U. S. Geological Survey bulletin no. 537.)
- STAMP, L. DUDLEY. The Land Utilisation [sic] Survey of Britain. (*Nature: a weekly journal of science*, May 14, 1932; vol. 129, p. 709-711. Maps.)
- . The Land Utilization Survey of Britain: a paper read at the afternoon meeting of the [Royal Geographical] Society on 16 Feb. 1931. (*Geographical journal*, July 1931; vol. 78, p. 40-47; with discussion, p. 48-53. Map.)
- TENNESSEE VALLEY LAND BOOM. (Millar's housing letter, July 17, 1933; vol. 1, no. 40, p. 1.)

- U. S. CONGRESS. 69TH. 2D SESSION. HOUSE. Document no. 765. Part I. Rural development in the South. Washington, Govt. Printing Office, 1927. 38 p. Map, tables. Part I of Letter from the Secretary of the Interior transmitting a report of special advisers of their investigation of reclamation and rural development in the South and a report on swamp and overflow lands in the Yazoo Basin, Miss. Report discussed in article: Reclamation and rural development in the South, in *Journal of land and public utility economics*, Nov. 1927.
- U. S. CONGRESS. 70TH. 1ST SESSION. SENATE. Document no. 45. Southern Reclamation Conference. Proceedings of the Southern Reclamation Conference held in Washington, D. C., Dec. 14 and 15, 1927, under the auspices of the Department of the Interior and of the Bureau of Reclamation. Washington, Govt. Printing Office, 1928. 92 p. Illus.
- . 71ST. 2D SESSION. HOUSE. Report no. 870. Creation of organized rural communities to demonstrate the benefits of planned settlement and supervised rural development. [Washington, Mar. 13, 1930.] 15 p.
- . 73D. 1ST SESSION. SENATE. Document no. 12. A national plan for American forestry: letter from the Secretary of Agriculture transmitting in response to S. Res. 175 (seventy-second Congress) the report of the Forest Service of the Agricultural Department on the forest problem of the United States. Washington, Govt. Printing Office, 1933. 2 vols. Illus., maps, tables.
- U. S. DEPT. OF THE INTERIOR. BUREAU OF RECLAMATION. Report of the special advisers on reclamation and rural development on their investigation of opportunities for reclamation and planned group settlement in the southern states, Dec. 2-13, 1926. Washington, Govt. Printing Office, 1927. 38 p. Tables.
- VACANT LAND in suburban areas [Chicago]. (*National municipal review*, Apr. 1932; vol. 21, p. 211-212.)
- VANGE, RUPERT B. Human geography of the South: a study in regional resources and human adequacy. Chapel Hill, N. C., The University of North Carolina Press, 1932. 596 p. Maps, tables.
- VAN HISE, CHARLES RICHARD. The land. (*In his* The conservation of natural resources in the United States, N. Y., The Macmillan Co., 1924, part 4, p. 263-358. Illus., map, charts, tables.)
- WEAVER, F. P. The relation of taxation to land utilization. (*In* American Association for the Advancement of Science. Proceedings of land use symposium, 1932, p. 9-14.)
- WEHRWEIN, GEORGE S. Land ownership, utilization and taxation in Bayfield County, Wisconsin. (*Journal of land and public utility economics*, May 1930; vol. 6, p. 157-169. Maps, charts, table.)
- . Zoning in marginal areas. (*City planning*, Oct. 1933; vol. 9, p. 155-163. Maps.)
- , and ROBERT F. SPILMAN. Development and taxation of private recreational land. (*Journal of land and public utility economics*, Nov. 1933; vol. 9, p. 340-351. Maps, charts, tables.)
- WELLINGTON, JOHN H. Land utilization in South Africa. (*Geographical review*, Apr. 1932; vol. 22, p. 205-224. Maps.)
- WHITTEN, ROBERT. City planning in Soviet Russia. (*City planning*, July 1931; vol. 7, p. 147-160. Illus.)
- . Large scale regional and rural land planning: ways and means of carrying out the plan: the expansion of planning principles and methods. (*In* Four addresses . . . presented before the National Conference on City Planning and the American Civic Association, Southern Hotel, Baltimore, Md., Oct. 11, 1933. Washington, National Planning Board, Federal Emergency Administration of Public Works, [1933]. 6 p. Mimeographed.)
- WISCONSIN. COMMITTEE ON LAND USE AND FORESTRY. Forest land use in Wisconsin. Madison, The Committee, Apr. 1932. 156 p. Maps, charts, tables.

 EDITOR'S NOTE

Space limitations have made it necessary for the Editors to hold for a subsequent issue the List of Recent Publications and a number of book reviews.

Town Planning Review

(Issued from the Department of Civic Design,
University of Liverpool)

The only English magazine devoted
entirely to this subject. It deals with the
monumental, historical, and domestic aspects.

WESLEY DOUGILL, Editor

Advisory Committee:

PATRICK ABERCROMBIE

S. D. ADSHEAD

C. H. REILLY

Editorial Offices:

Abercromby Square, Liverpool

Published at the
University Press of Liverpool
177 Brownlow Hill

Price four shillings a copy: fifteen shillings a volume (4 copies)

The first fifteen volumes (with the exception of Vol. I, Nos. 1 and 2 and Vol. II, No. 1) are obtainable
at 20/- the Volume, bound in fawn cloth (boarded), or 15/- the Volume, unbound.
Vol. I, Nos. 3 and 4, and Vol. II, Nos. 1, 3, and 4, 5/- each.

Subscriptions may be sent to *City Planning*

STATEMENT OF THE OWNERSHIP, MANAGEMENT, CIRCULATION, ETC.

of *City Planning*, published quarterly at Augusta, Maine, required by the Act
of August 24, 1912.

NAME OF	POST-OFFICE ADDRESS
Publisher, City Planning Publishing Co.	Augusta, Maine
Editor, Henry Vincent Hubbard	Cambridge 38, Mass.
Managing Editor, as above	
Business Manager, Carl Rust Parker	Brookline 46, Mass.

That the owners are: (Give names and addresses of individual owners,
or, if a corporation, give its name and the names and addresses of stockholders
owning or holding 1 per cent or more of the total amount of stock.)

Henry Vincent Hubbard	Cambridge 38, Mass.
Carl Rust Parker	Brookline 46, Mass.

That the known bondholders, mortgagees, and other security holders
owning or holding 1 per cent or more of total amount of bonds, mortgages,
or other securities are: (If there are none, so state.) None.

CITY PLANNING PUBLISHING CO.
Carl Rust Parker, Business Manager

Sworn to and subscribed before me this 20th day of September, 1933.

HARRY D. PERKINS,
(My commission expires June 28, 1940.)

HOUSTON PUBLIC LIBRARY
HOUSTON, TEXAS

CITY PLANNING

OFFICIAL ORGAN OF
THE AMERICAN CITY PLANNING INSTITUTE
THE NATIONAL CONFERENCE ON CITY PLANNING



QUARTERLY
APRIL 1934

THE SPOTLIGHT

of

intelligent criticism

FOCUSES

on

the

HARVARD CITY PLANNING STUDIES



AIRPORTS

H. V. Hubbard, M. McClintock, F. B. Williams

" . . . as complete and informative a compilation of airport material as has ever been published."—*Aviation*

\$3.50

BUILDING HEIGHT, BULK, AND FORM

G. B. Ford

" . . . practically all the known findings on the subject."
—*Architectural Forum*

\$3.50

NEIGHBORHOODS OF SMALL HOMES

R. Whitten and T. Adams

" . . . decidedly the finest piece of work on the subject."
—*National Real Estate Journal*

\$3.50

URBAN LAND USES

H. Bartholomew

" . . . contribution of facts, not theories."
—*Architectural Forum*

\$3.50

TRANSITION ZONING

A. C. Comey

" . . . real and valuable contribution to science of modern zoning."
—*National Municipal Review*

\$2.50



Send your order, with remittance, to
CITY PLANNING PUBLISHING COMPANY
12 Prescott Street, Cambridge, Massachusetts

CITY PLANNING

REGIONAL PLANNING—RURAL PLANNING—TOWN PLANNING



OFFICIAL ORGAN
AMERICAN CITY PLANNING INSTITUTE
NATIONAL CONFERENCE ON CITY PLANNING

QUARTERLY

Vol. X

APRIL 1934

No. 2

CONTENTS

Penalties of Excess Subdividing	CHARLES D. CLARK	51
Trends in Present-day City and Regional Planning in the United States, 1933	HAROLD S. BUTTENHEIM	62
CURRENT PROGRESS:— <i>State Planning in New Hampshire—A Challenge— Azusa Builds a Civic Center—Land Subdivision Control in Germany</i>		78
ZONING ROUNDTABLE:— <i>Should Railroad Land be Zoned?—Should Land under Water be Zoned?—Density of Population</i>		83
LEGAL NOTES:— <i>Rear Lot Line—Zoning Public Property</i>		86
N. C. C. P. & A. C. P. I. NEWS:— <i>Meetings of the Conference—The Institute Meeting</i>		88
BOOK REVIEWS & LISTS:— <i>Reviews—List of Plan Reports, 1933—Recent Pub- lications</i>		89

Published Quarterly at 11 Oak Street, Augusta, Maine, by

CITY PLANNING PUBLISHING CO.

GENERAL OFFICE: 12 PRESCOTT STREET, CAMBRIDGE, MASS.

HENRY VINCENT HUBBARD, EDITOR HOWARD K. MENHINICK, ASSISTANT EDITOR

CONTRIBUTING EDITORS

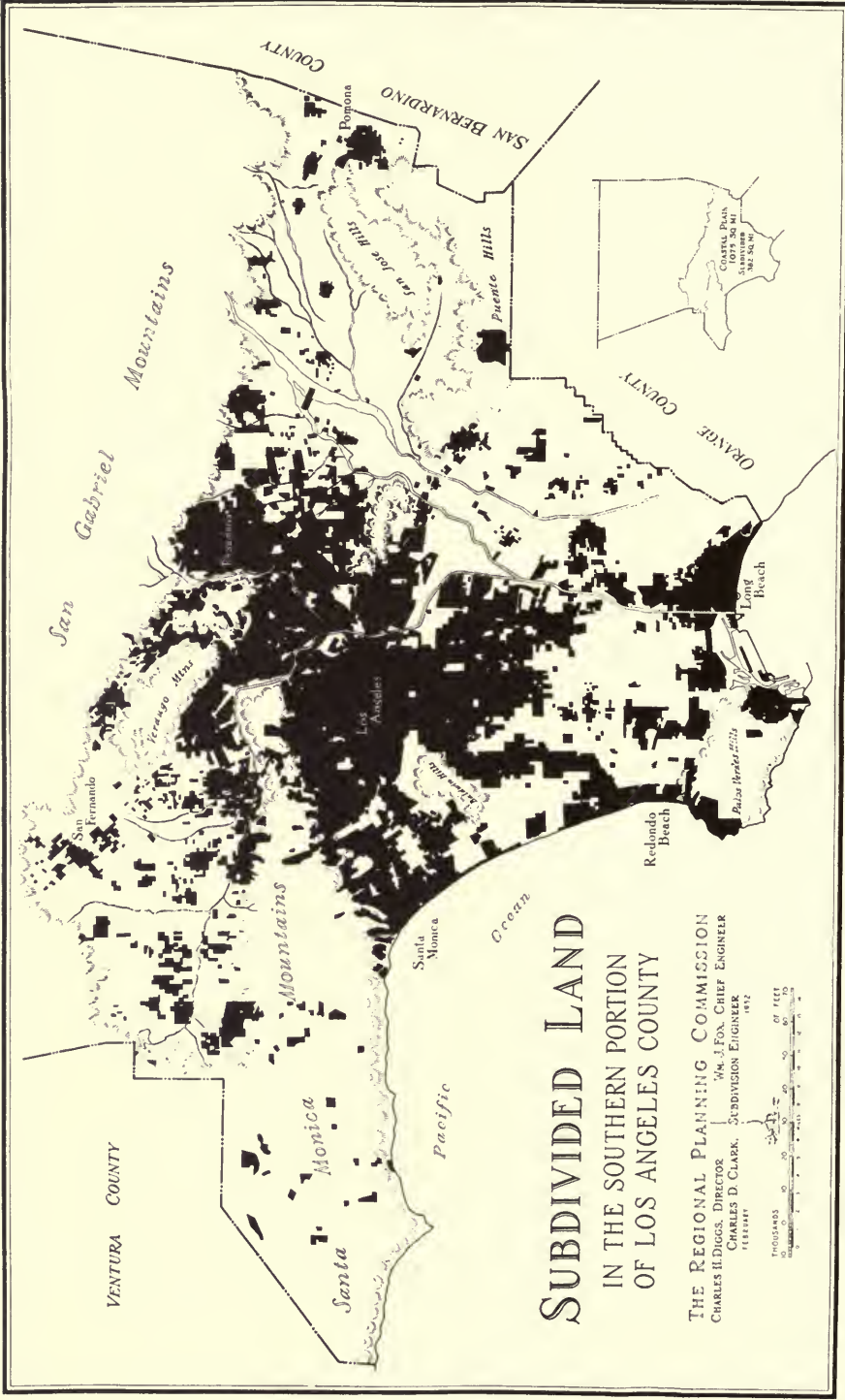
EDWARD M. BASSETT FRANK B. WILLIAMS JOHN NOLEN
FLAVEL SHURTLEFF THEODORA KIMBALL HUBBARD

ELIZABETH M. HOUSTON, ASSISTANT TO THE EDITORS

CARL RUST PARKER, *Business Manager*

75 cents a copy, \$3.00 a year (Foreign \$1.00 a copy, \$3.50 a year)

Copyright 1934, by Carl Rust Parker. Entered as second-class matter, April 8, 1925, at the Post Office at Augusta, Maine, under Act of Congress of March 3, 1879.



SUBDIVIDED LAND IN THE SOUTHERN PORTION OF LOS ANGELES COUNTY

THE REGIONAL PLANNING COMMISSION
 CHARLES H. DODDS, DIRECTOR WM. J. FOX, CHIEF ENGINEER
 CLAYTON D. CLARK, SUBDIVISION ENGINEER
 1934



CITY PLANNING

OFFICIAL ORGAN
AMERICAN CITY PLANNING INSTITUTE
NATIONAL CONFERENCE ON CITY PLANNING
QUARTERLY

Vol. 10

April 1934

No. 2

PENALTIES OF EXCESS SUBDIVIDING

By CHARLES D. CLARK

Subdivision Engineer, Los Angeles County Regional Planning Commission

DURING the past ten years the Los Angeles County Regional Planning Commission has dealt with a tremendous amount of subdivision of land into small building sites. Great profits were made by some subdividers and even by some purchasers of these lots, and the successes were shouted from the housetops; large losses were incurred, and spoken of in hushed voices. Money flowed into this County more readily than does water, and large amounts of money were invested in real estate. Then, suddenly, business activity receded. The sale of real estate stopped, and to-day millions of dollars lie idle, invested in vacant lots for which there are no buyers. This pause in the rush of business affords time to observe the economic results of this past activity.

MAJOR TOPOGRAPHIC FEATURES

In studying subdivision economics in the County of Los Angeles, the first essential to clarity is an understanding of the major topographic features. The considerable subdivision activity in the mountain and Antelope Valley sections has not been town-lot subdivision. The mountainous areas, including Santa Catalina and San Clemente Islands, are areas of recreational possibilities rather than of potential building sites, and will so continue indefinitely. Antelope Valley is a farming section and, with the exception of a few scattered communities, will be affected but slightly by town-lot subdivision activity for many years.

The elimination of these regions of but little potential subdivision activity for urban uses leaves only the coastal plain, an area which is in part intensively developed and which is adapted to many types of land subdivision, ranging from beach recreational developments to areas of heavy industry. A careful examination of the present situation in this area is essential to a discussion of the problem under consideration.

The County of Los Angeles has an area of 4085 square miles. From this total it has been decided, for the reasons given above, to eliminate, for the purposes of this study, the mountain area of 1876 square miles, Catalina and San Clemente Islands, containing 132 square miles, and Antelope Valley and other mountain valleys, containing 1002 square miles. This leaves 1075 square miles in the coastal plain, including 248 square miles of hilly land suitable for residential uses. Of the 1075 square miles, 28 are unfit for subdivision, being marshes, swamps, and stream beds. There remain 1047 square miles suitable for building sites. Of this available area, 382 square miles have already been subdivided and the character of their development permanently fixed. How much of this developed area is actually being used by our population of 2,200,000 persons?

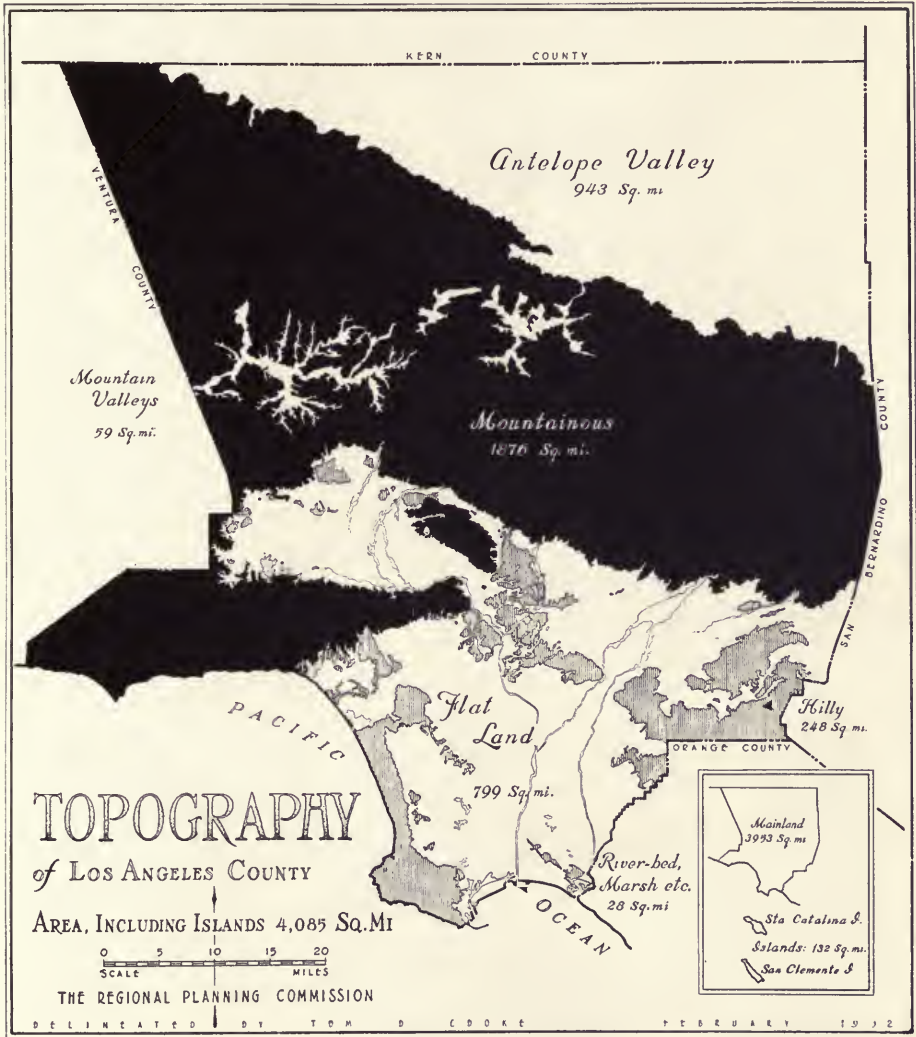
LOT VACANCIES

The distribution and extent of lot vacancy were determined by a search through the records of the Los Angeles County Assessor, from which it was found that only 56 per cent of the subdivided lots in the entire County are occupied. In the area back of the coastal plain there are 28,916 lots with a population of only 10,657 persons, many of whom are living on farm lands. It is not surprising, then, to find a lot occupancy of but 8.4 per cent in these outlying regions. This figure in itself, however, does not tell the complete story, for an old established town in this region has considerably affected the totals. When this town, Newhall, is omitted from the totals of the outlying district the lot occupancy is 6.5 per cent.

The coastal plain or metropolitan area of Los Angeles County, however, is not quite so seriously over-subdivided. In this region 57.5 per cent of the subdivided lots are occupied, leaving 42.5 per cent vacant, whereas 44 per cent are vacant in the County as a whole. Such vacancies in a new community might be temporarily justified, but in a metropolitan region this huge excess of lots seems unwarranted. Los Angeles, the central city of the region, has a substantial area surrounding its downtown district where more than 80 per cent of the lots are occupied. Large parts of the areas of the satellite communities of Long Beach, Whittier, and Pasadena also have this high use density. A considerable part of the remainder of the coastal plain has a lot-use density in excess of 60 per cent, but the major portion has less. Such an excessive amount of non-productive property cannot fail to lower the value of legitimate investments and must tend to increase tax delinquency and the burden of taxation.

The distribution of low-occupancy areas seems to follow no definite rule. Speculation, we are forced to conclude, is the basic cause of the large excess of unused lots. The city of Los Angeles affords an illustration. Occupancy ranges in various districts from 5 to 95 per cent. Nearly all the lots in the center of the city are occupied; on the east the lot occupancy decreases fairly

uniformly with the distance from the center. South of the center there is a large area where less than 20 per cent of the lots are occupied, and farther south the occupancy increases again until at Los Angeles Harbor there is a



small area where more than 80 per cent of the lots are occupied. West of the city is a band of fairly new development where 40 to 60 per cent of the lots are occupied, and another area where less than 20 per cent are occupied. North of the center of the city is the San Fernando Valley, a large area mostly within the corporate limits of Los Angeles, where less than 40 per cent of the

lots are occupied. Hundreds of acres in this valley were subdivided and placed on the market in 1923 and 1924 when prices were high and Los Angeles real estate was in speculative demand. It is little wonder that nine years later comparatively few of these lots have been utilized. How long will it be, with the present trend of population increase and present ratios of various types of occupancy, before all this vacant property will be needed for sound urban expansion?

PERMITTED INTENSITY OF DEVELOPMENT

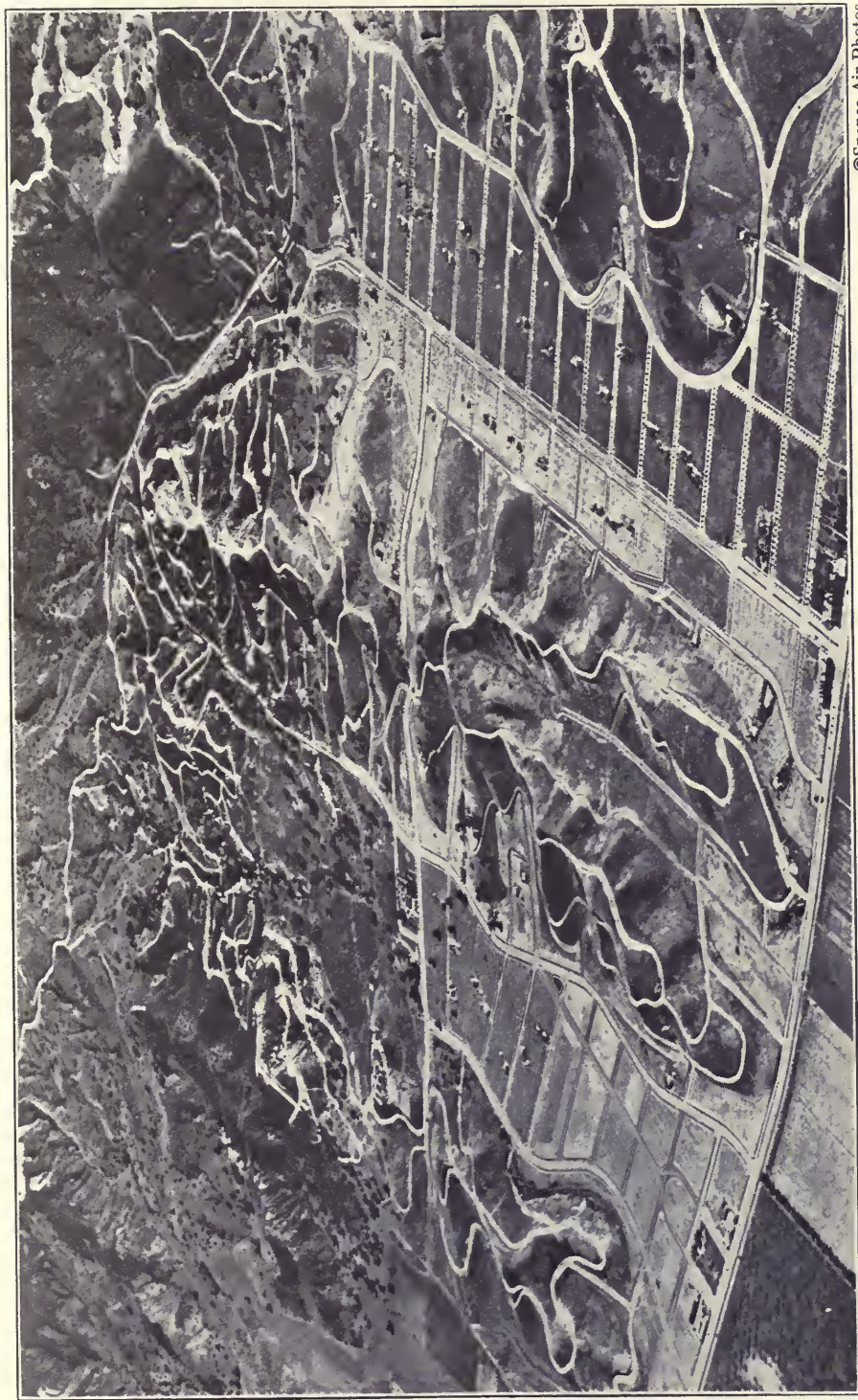
The first consideration must be the intensity of use permitted under the zoning standards, in order to determine the density in persons per square mile in fully developed areas. The facts made known through zoning are among the most important tools available for the study of subdivision development. The Zoning Section of the Regional Planning Commission has studied the proportions of land needed for various types of use. This information may be applied to an average square mile as a basis, eliminating therefrom the manufacturing uses, which must be studied separately. It has been found that in Los Angeles County the average square mile, as fully occupied with the normal uses as is permitted by the zoning standards, will include a population of 10,897 persons. Of these, 6258 will be housed in single-family residences requiring 0.43 of a square mile; multi-family residences will house 3498 persons and require 0.06 of a square mile; duplexes will house 1141 persons, requiring 0.07 of a square mile; 0.03 of a square mile will be devoted to business uses; the balance of 0.41 of a square mile will be used for parks, playgrounds, streets, and other public uses.

Applying this information to the present lot vacancy, we find sufficient subdivided property in the coastal plain to care for an additional population of 1,819,799 persons, an increase of 83 per cent in the present population, based on the 1930 Census figures. According to a report of Mr. F. E. Weymouth, Chief Engineer of the Metropolitan Water District of Southern California, it will be at least fifteen years before this area reaches a population of 4,019,456 persons, the number required to utilize the undeveloped vacant lots. Although Los Angeles County is in a favorable position to become a great metropolitan area it is hardly logical to prepare streets, utilities, and building sites for such a great population increase, years in advance of its realization.

SHOULD SUBDIVIDING CEASE?

Should all subdivision activity cease for a number of years and, if not, just how much subdividing should be permitted?

Although the existence of unused lots is a liability to the community, the individual owner may claim them as assets in so far as he expects to put them to use or to sell them at a profit. In some cases his expectations will



©Spence Air Photos

WELL PLANNED BUT UNTIMELY—SUBDIVIDED TEN YEARS AGO

be realized. Some vacant lots are steadily increasing in value in excess of the cost of upkeep, but many are not. Is anything more valueless than an object which can be put to no use, has no esthetic value, and invokes a burden on its possessor? Vacant lots are often of this character.

There should, of course, always be available a reasonable supply of vacant lots of various types, just as there should be a supply of commodities in a grocery store. The grocer, however, does not carry a stock sufficient for the next fifteen years! The carrying charges alone on such a stock would be prohibitive, and changes in buying habits might make most of it obsolete. This is also true of vacant lots, for who can predict the mode of living fifteen years hence and the street and lot requirements for changing conditions? Even if such predictions were possible, there would still remain the prohibitive cost of carrying the excess property until it could be used.

COST OF CARRYING VACANT LOTS

The carrying charges on vacant lots may be divided into two classes: (1) the cost to the owner, and (2) the cost to the community. The charges against the owner include: (a) capital outlay; (b) interest on investment; (c) taxes; and (d) assessments. A further charge against the owner is the shrinkage of his investment. An oversupply of vacant lots, as truly as of any commodity, will lower the average values. The lowering of land values does not, however, lower the assessments or the cost of upkeep, and soon it becomes a question whether the property is an asset or a liability. In 1931 the assessed valuation of vacant lots was approximately \$392,259,823, which represents a true value of about \$784,519,646. The interest on this investment amounted to more than \$47,000,000. The tax bills during that year were approximately \$15,000,000, and the assessments collected other than on the tax bills were \$4,500,000. These charges bring the total costs to owners for retaining this vacant property during 1931 to \$66,500,000. In addition, more than three quarters of a billion dollars were tied up in idle land.

The charges against the community are more difficult to ascertain, since many factors are involved. Some clarification may be obtained by classifying and analyzing the various charges as follows: first, the increased cost of government in Los Angeles County and in the incorporated cities, as indicated by increased taxes resulting from land subdivision; second, the increased cost of maintaining such improvements as streets, lights, and drainage, sewerage, and water-supply systems; third, the increased public service rates for power and light, telephone, gas, and transportation.

This is an imposing list of charges. That they are actual costs and truly "extra" charges which would not otherwise be necessary may be illustrated by a simple example. Nearly one half of the lots in Los Angeles County are vacant. If this vacancy were spread evenly, every house and structure would be separated from every other by a vacant lot. Now picture a consolidation

of the County with the vacant lots eliminated and all the structures moved toward a common center. The people of this imaginary city would then occupy one half of the area which they would have occupied under the first assumption. The area which they no longer need contains hundreds of thousands of vacant lots, miles upon miles of streets improved with various classes of pavements, curbs, walks, lights, drainage and sewerage structures, electric, telephone, and gas lines, and transportation facilities. Is such a condition an economic waste? Undoubtedly, yes. Under the conditions of to-day practically this amount of waste actually occurs, although it is less obvious.

Let us now study in detail the costs of these unnecessary expenditures on the basis of the preceding list of charges. The tax rate in Los Angeles County for the last four years has been 88 cents per \$100 of assessed valuation. This includes all costs of general county government. What proportion of this 88-cent basic tax rate is not only chargeable to vacant lots but is probably made necessary by their existence? The division of acreage land into lots increases the work of the assessor, tax collector, auditor, planning commission, and, in short, of practically every department of government. These increases in governmental work and expense necessitate an increase in the assessed valuation of subdivided land over that of acreage land. This increase in assessed valuation, when determined, will give a basis for measuring the tax burden of vacant lots. The average assessed valuation per square mile for acreage land is \$255,164 and for vacant lots \$1,346,064, an increase of \$1,090,900. Thus, the average tax on vacant lots is 5.3 times the average tax on the same area of land in acreage, an increase of 428 per cent. These figures, of course, do not mean that immediately upon subdividing, taxes will increase 428 per cent, for this is the average increase over the entire County and includes subdivisions which have been on the market for many years. It does indicate, however, that subdivided land pays higher taxes than acreage land and that much of this increase is due solely to the fact of subdivision rather than to any real difference in value.

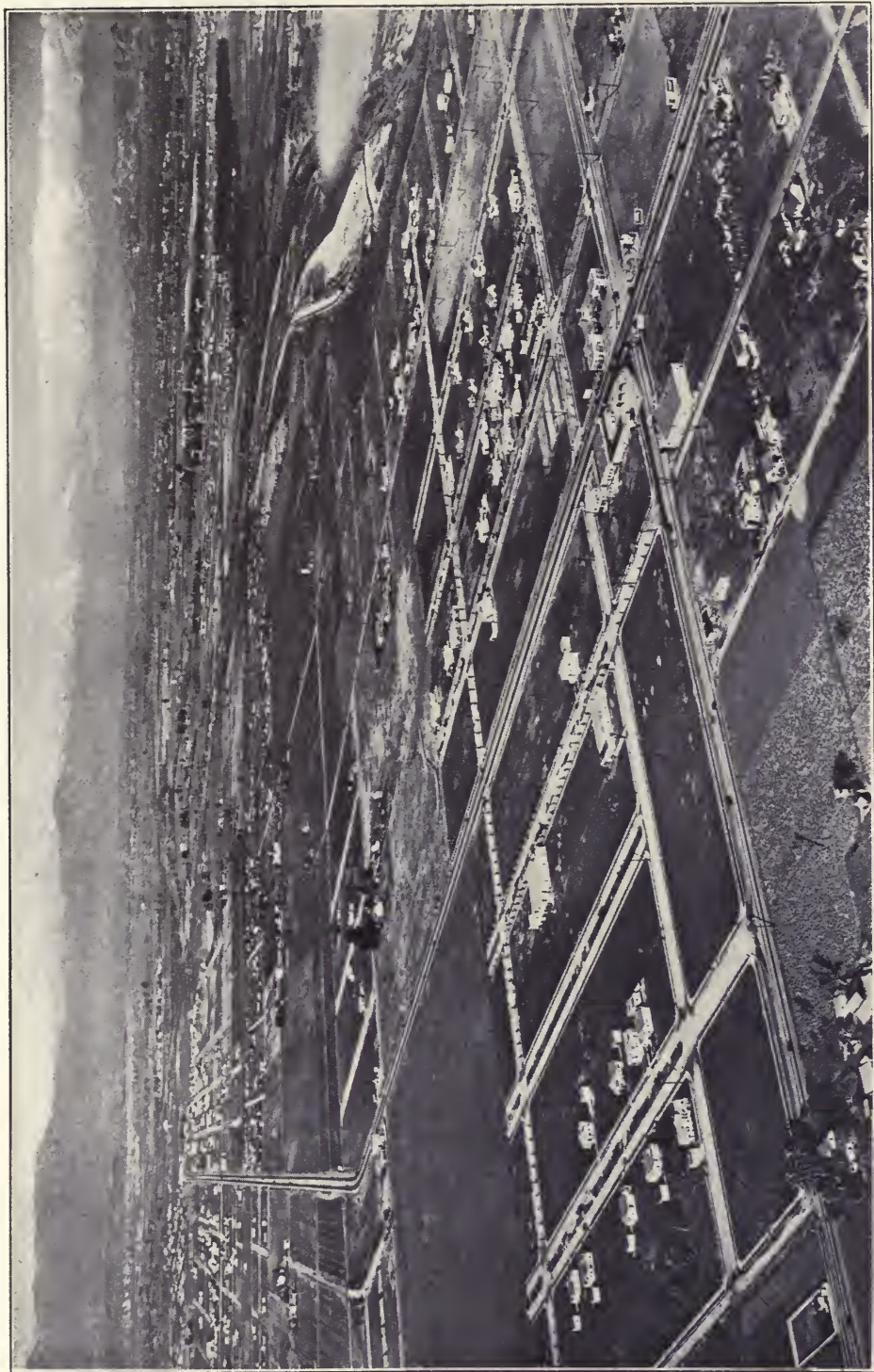
For the 175 square miles of vacant lots the total increase in assessed valuation attributable to subdivision amounts to \$190,907,500. Application of the 88-cent county tax rate to this figure shows an additional tax on these vacant lots, as a result of their subdivision, of \$1,679,986 annually. This amount is 10.3 per cent of the tax on all real estate, and represents a tax rate of 3.91 cents for each \$100 of assessed valuation. This figure of 3.91 cents may sound trifling, but it is of importance for it is 4.45 per cent of the basic county tax. In the cities of Los Angeles County, similar calculations demonstrate that 5.28 cents of their average basic tax rate is derived from non-productive vacant property. This is 3.5 per cent of their average basic rate, and amounts to a total for all cities in the County of \$2,013,120 annually. It is evident that the additional taxes paid as a result of subdivision amount

in Los Angeles County to more than three million dollars annually, and are necessitated largely by the increased costs of government resulting from the subdivision of acreage land. It may be rightly stated that technically this charge is borne directly by the vacant-lot owners themselves and therefore does not create an additional burden upon the owners of improved lots in the community, but in the last analysis the burden falls upon the general public.

Having determined the increased tax burdens resulting from an excess amount of subdivided property, which are a measure of the increased cost of government, we may turn our attention to the second phase of this subject,—namely, the increased cost of maintenance of improvements.

The actual construction of streets, highways, and appurtenant structures is chargeable, for the greater part, to special assessment districts, and the costs are borne by vacant and occupied property on a frontage or area basis. These charges, therefore, for the most part do not come from the general fund and may be considered to be not chargeable to the community as a whole; however, the economic waste of an excessive amount of streets is apparent. The maintenance of streets and appurtenant structures, on the other hand, is chargeable to the general fund, and the street in front of a vacant lot requires the same maintenance as the street in front of an occupied lot. In order to determine the maintenance charges, a compilation has been made of the actual average cost of maintenance in an area totaling 547 square miles and including eleven cities. The area studied contains every type of improvement found in Los Angeles County. The figures, however, pertain only to the coastal plain, for it was there that the examples were taken. Furthermore, the maintenance charges on improvements in the coastal plain are entirely different from these charges in the mountain and Antelope Valley areas, where maintenance charges are a negligible quantity in their effect upon the totals. For the sake of clarity the result of this investigation has been reduced to costs of maintenance of one mile of street for one year. The figures are as follows: streets, \$349.71; lights, \$223.65; drainage, \$5.59 (only 4 cities); sewer, \$32.07 (only 9 cities); equipment, \$35.71 (only 7 cities); making a total of \$646.73.

All the above costs were paid from the general fund, which was collected through taxes. With 42.5 per cent of the lots in the coastal plain vacant, it is evident that for each mile of street maintenance, 42.5 per cent of \$646.73, or \$274.86, was expended each year in front of vacant lots. A further simple calculation will give the total of these charges in Los Angeles County. The average subdivision contains 205 lots per mile of streets. With 1,071,000 lots in the coastal plain the street mileage in front of these lots amounts to approximately 5224 miles. Calculating from the known percentage of lot vacancy and the average cost per mile of maintaining streets in front of vacant lots, it is found that each year \$1,435,869 is expended for maintenance in front of vacant property.



©Spence Air Photos

AFTER FIVE YEARS, UTILITIES FOR 374 LOTS SERVE ONLY 34

Who pays the bill? Obviously the vacant-lot owner does not pay his fair share because the taxes on vacant lots are less than those on improved property. In 1931 the average tax for land alone on an improved lot was 2.7 times the average tax on a vacant lot, and in the coastal plain the owners of improved lots paid, on a land basis, 73.2 per cent of the taxes while they owned but 57.5 per cent of the lots. Moreover, the improved lots had an added assessed valuation of over 680 million dollars, attributable to these improvements. This means, then, that the owners of improved lots pay 81.6 per cent of the taxes on all subdivided lots. Reducing this to street maintenance charges, it becomes evident that the owners of improved lots are paying \$2,137,266 per year more for street maintenance than are the owners of vacant lots, while the actual cost of maintenance per lot is the same in each case. The inequality of this arrangement is evident, as is the fact that a yearly charge of \$1,435,869 for maintenance of streets and appurtenant structures in front of vacant lots constitutes an economic loss to the community.

Considering now the relation between land subdivision and the cost of public utilities, a simple example will demonstrate that utility rates are increased through over-subdividing. Picture a subdivision served by electricity wherein the houses are widely separated. The distribution line must reach the most remote dwelling, and approximately the same quantities of wire, poles, insulators, and other pole hardware are required as would be needed if every lot were occupied and served by the line. The cost of the main line per subdivided lot is practically the same regardless of whether the lot is using this facility or not, and consequently the unit cost per service is reduced in direct proportion to the number of services within the area covered. The same would, of course, also be true for other public utilities, such as telephone, gas, and transportation. When all the lots are occupied, there will, of course, be a maximum number of utility users who, through the service rates, would be paying for the installation and maintenance costs of the distributing system. But when a large proportion of the lots is unused, this extra overhead must be borne by actual residents, since it cannot be charged to vacant lots. It is obvious, then, that a saving can be derived through operation of utility lines more nearly at maximum capacity, and that such a saving could be applied to decrease the rates.

The actual amount of this saving is practically impossible to ascertain, as utility companies are hesitant about divulging information relating to unit costs, but taking another utility as an example will shed some light on the situation. The cost of laying gas mains on residential streets averages about \$2640 per mile. With 2222 street miles of vacant lots the cost of laying gas mains adjacent to these vacant lots amounts to \$5,866,000! Of course this expense is unavoidable from the standpoint of the gas company, for the subscriber who pays the bill must be reached, but it is just one of the many extra expenditures made necessary through over-subdividing.

STEPS TOWARD A SOLUTION OF THE PROBLEM

These analyses of the costs of vacant lots, both to the owners and the community, have shown that the process of over-subdividing does produce an economic loss of no small importance. What step or steps can be taken to diminish the effect of such over-subdividing and to prevent its recurrence in the future?

The present oversupply of vacant lots can be diminished by the simple process of reverting contiguous groups of unused parcels to an acreage basis. This process is applicable, however, only in cases where an appreciable number of vacant lots in a single group are in the ownership of a single individual or a small number of individuals who are willing to cooperate with each other. But it should not be overlooked that even then reversion can never return to the owners the money lost through removal of the land from production, increased taxes, the cost of subdividing, and the unsuccessful sales effort. Nor can it reimburse the public for money spent on street maintenance and other services rendered. In the County of Los Angeles, the advantages of combining a group of so-called town lots, vacating the streets, and allowing the land to return to acreage have been recognized by many property owners. During a recent twelve-month period the number of lots removed from the market and the map in this manner in the unincorporated area of the County slightly exceeded the number of newly subdivided lots. If the process of reversion, coupled with the normal building activity, could continue, it would be but a matter of time until the proportion of vacant lots to occupied lots would reach a reasonable figure. Past experience indicates, however, that long before that time the speculative subdivider will be apt again to increase unduly the vacant-lot supply.

It cannot be denied, in the face of a 42.5 per cent lot vacancy, that any new subdivisions during the next few years should be of the best type, well planned, capable of passing every economic test, strategically located, properly served with utilities, and answering to an actual community need rather than to a speculative market. This view is held by the majority of our real-estate subdividers and brokers, who have learned through costly experience that the unwarranted wholesale subdivision of land by a few unscrupulous persons has so undermined sound realty values and so affected the confidence of the public as to produce unfair competition and a strong feeling of uncertainty.

The Los Angeles County Regional Planning Commission is convinced that excess subdivision should no longer be tolerated. Sound real-estate values are the basis of our financial structure, and must be protected against exploitation. Is not the time past due when the public should take cognizance of these facts and demand that from now on its inherent rights in that basic natural resource, the land, be rigidly protected by means of adequate control of land subdivision in the interests of the community as a whole?

TRENDS IN PRESENT-DAY CITY AND REGIONAL PLANNING IN THE UNITED STATES, 1933

By HAROLD S. BUTTENHEIM

Editor, *The American City*

A year ago, in reviewing trends in city and regional planning in the United States for 1932, I ventured this prophecy:

The era of reckless expansion of competitive facilities for manufacture and trade, which was a major cause of the present depression, will be succeeded by an era of rational expansion of public works and of city rebuilding, which will be major factors in future prosperity. . . . The unthinkable alternative is that the American people are to be forced down to a permanently lower scale of living, merely because they have attained the constructive skill, but not yet the coöperative skill, for a more abundant life than the world has ever known. If the cities and states cannot provide the necessary funds for such a program, the Federal Government must loan the money or do the job itself.

A year previously, in discussing the planning trends of 1931, I had said:

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.

During the period which has now elapsed since the inauguration of the Roosevelt Administration, the most noteworthy trend in city and regional planning in the United States has been the extent to which these prophecies—of which, of course, I had no monopoly—are beginning to come true. The stimulation of public works and of planning and housing are outstanding characteristics of the New Deal.

NATIONAL PLANNING BOARD

Of special significance is the creation last July, by President Roosevelt, of the National Planning Board. This triumvirate of leaders in the fields of planning, economics, and political science—Frederic A. Delano, of Washington, Wesley C. Mitchell, of New York, and Charles E. Merriam, of Chicago—with Charles W. Eliot 2d as Executive Officer, and Harold Merrill, Assistant, is functioning with vigor and vision. Implemented with funds of the Public Works and Civil Works Administrations, the National Planning Board had enlisted, before the end of 1933, the coöperation of the governors of more than half of the states to such an extent that fifteen of them had actually appointed state planning boards, and most of the others had indicated their

early intention of so doing.¹ The National Planning Board suggests that the first goal of a State Planning Board should be the preparation of a preliminary plan which may well include: (1) a program of public works for a considerable period, (2) a proposed transportation system, (3) a general classification of the area of the state into the principal recommended land uses, and (4) other studies and projects such as housing, government reorganization, and so forth, as may be indicated in each state.²

SLUM CLEARANCE AND HOUSING

Even more spectacular, as indicating how a slowly maturing trend can become a rapidly developing reality in a single year, is the progress of 1933 in the assumption by government—national, state, and local—of leadership and responsibility in slum clearance and large-scale, low-rent housing projects. When the year opened, there were only three states having laws under which the then available loans from the Reconstruction Finance Corporation could be made to limited-dividend housing corporations, and the idea of the Federal Government or the states or municipalities going directly into the housing business was a radical dream. When the year closed, the dream had materialized to such an extent that the National Association of Housing Officials, organized in November, 1933, under the aegis of the Public Administration Clearing House, was able to report that fifteen states had laws creating boards to supervise private limited-dividend housing corporations, and four states had laws creating housing authorities or other public housing bodies.³

The closing months of the year also witnessed the entry of the Federal Government directly into the housing business. In October, as an adjunct to the Federal Emergency Administration of Public Works, there was formed the Public Works Emergency Housing Corporation. As announced by the President of the Corporation, Secretary of the Interior Harold L. Ickes:

The Corporation will engage in low-cost housing and slum clearance projects which otherwise would not be undertaken. It will lend every assistance to states, municipalities and public housing authorities in the development of worthy projects, and it may finance projects outright as a demonstration to the country of what can be done.

¹Before February 21, 1934, the governors of 31 states had reported to Washington the appointment of such boards.

²Definite suggestions for procedure are given in the "Fifth Circular Letter," obtainable from the National Planning Board, Interior Building, Washington, D. C.

³The 15 states are: Arkansas, California, Delaware, Florida, Illinois, Kansas, Kentucky, Massachusetts, New Jersey, New York, North Carolina, Ohio, South Carolina, Texas, and Virginia. The 4 states having laws creating housing authorities or other public housing bodies, are: Maryland, Michigan, New Jersey, and Ohio. New York has since been added to the latter list, and a New York City Municipal Housing Authority has been set up. A letter dated March 1, 1934, from Charles S. Ascher, Executive Director of the National Association of Housing Officials, gives the following additional information: "Ohio has metropolitan housing authorities in Cleveland, Cincinnati, Youngstown, and Toledo. There is one in Detroit. The Board of Public Land Commissioners of Milwaukee has a project well developed, and a municipal housing commission has been set up in Los Angeles, though it is not yet well organized. Bills for the creation of housing authorities are pending in Illinois, South Carolina, and Massachusetts."

While the Corporation will be empowered to do anything that a private contractor or builder can do, the policy of the Public Works Administration is not to interfere with or enter into competition against legitimate private businesses, but to supplement and stimulate these businesses in a field of vital social importance.

The Corporation has broad powers to engage in a general construction business, to finance and aid in financing low-cost housing and slum clearance, to perform engineering and architectural work, and to conduct and carry on the business of builders and contractors. In addition to buildings, the Corporation has power to locate, lay out, construct and maintain roads, avenues, parks, playgrounds, recreational facilities, sewers, bridges, walls, utilities and incidental improvements in connection with housing projects. The Corporation may equip, furnish, operate, manage and maintain homes and buildings of every nature.

The historian would fain ascribe these remarkable developments—national, state, and metropolitan—to a sudden flowering of a heretofore slowly budding concern for the subnormal housing conditions of our American cities. Candor compels, however, the statement that the impetus appears to have come more from a desire to provide jobs than to provide houses—and still more, perhaps, from the desire of states and cities to secure, for local spending, Federal funds that otherwise would go elsewhere.¹

PWA EMPHASIZES PLANNING

Whatever the motive, the results seem certain, on the whole, to prove beneficial. Some concern has been expressed lest Federal stimulus of public works and housing developments, by the expenditure of the \$3,300,000,000 for these purposes authorized by the 1933 Congress, should result in many poorly planned projects. But the Public Works Administration has from its inception last June been emphasizing not merely building but planning. Its first statement of construction policy, issued June 22, 1933, stipulated that "projects which are integrated with other projects into a significant plan should be preferred to projects which are isolated and unrelated." Unfortunately, however, too few cities and regions were prepared with the plans and planners essential to such integration, and the unemployment emergency has required the allotment of Federal funds to many poorly or hastily planned projects.

The concern of the Public Works Administration with comprehensive planning was also shown when allocating the \$400,000,000 provided in the National Industrial Recovery Act for grants to state highway departments. It was then stipulated, to quote Secretary Ickes, Federal Public Works Administrator, that "primarily this money should not be used to build a little bit of road in this township and an unconnected mile of road in the adjoining

¹Under the National Industrial Recovery Act of 1933, limited-dividend housing corporations are eligible for loans from the Public Works Administration; while states, municipalities, and other public bodies are eligible not only for loans but for "grants" (gifts) of funds up to 30 per cent of the cost of labor and materials employed in any project.

township, but to join arterial highways, to connect up with main roads already partly constructed, so as to work towards a comprehensive and logical network of roads throughout the country."

CORRELATION OF PHYSICAL AND ECONOMIC PLANNING

An inspiring picture of planning possibilities was painted by Secretary Ickes before the National Conference on City Planning in Baltimore in October:

Intelligent and comprehensive planning on a national scale fits into the social vision of the future. If, as I believe, we are now definitely committed to the testing of new social values; if we have turned our backs for all time on the dreadful implications in the expression "rugged individualism"; if we have firmly set our feet to tread a new and more desirable social path; if we have given over the feeding not only ourselves but our women and our children to the gluttony of ruthless industrialism; if it is our purpose to make industrialism serve humanity, then national planning will become a major governmental activity.

A year ago I expressed the hope that some historian of the trends of 1933 would be able to report a much closer correlation than then existed between the land-use and the city planning movements. Such correlation has since been aided by the action of the National Conference on City Planning in devoting a session of its annual meeting in Baltimore to "Large-Scale Regional and Land Planning," and by the activities of various governmental agencies, including, in addition to the National Planning Board, the Tennessee Valley Authority and the Subsistence Homesteads Division of the Department of the Interior. These last two merit special mention in a review of city and regional planning trends of 1933.

TENNESSEE VALLEY AUTHORITY

The Tennessee Valley Authority is functioning, not under the National Industrial Recovery Act, as are the other activities to which reference has thus far been made in this paper, but under Public Act No. 17 of the 73d Congress. Under this act an executive order was issued by President Roosevelt on June 8, 1933, as follows:

In accordance with the provisions of Section 22 and Section 23 of the Tennessee Valley Authority Act of 1933, the President hereby authorizes and directs the Board of Directors of the Tennessee Valley Authority to make such surveys, general plans, studies, experiments, and demonstrations as may be necessary and suitable to aid the proper use, conservation and development of the natural resources of the Tennessee River drainage basin, and of such adjoining territory as may be related to or materially affected by the development consequent to this Act, and to promote the general welfare of the citizens of said area; within the limits of appropriations made therefor by Congress.

Here is an attempt by the Federal Government to plan and build for the physical development and social welfare of an area of some 41,000 square miles, including portions of seven states,—Virginia, North Carolina, Georgia, Alabama, Mississippi, Tennessee, and Kentucky. And even this vast area, as pointed out by Earle S. Draper, Director of Land Planning and Housing of the Tennessee Valley Authority, at the Baltimore Conference in October, is not independent of adjacent rural territory and of certain large cities outside the area, such as Nashville, Birmingham, and Atlanta. In its efforts to improve the living conditions of several millions of men, women, and children, the Tennessee Valley Authority, in the words of its General Counsel, David E. Lilienthal, “has certain specific duties to perform: for example, it is the proprietor of the great hydro-electric plant at Muscle Shoals and of the Government nitrate plants at that place; it is directed to construct two great dams—Norris Dam, near the headwaters of the Tennessee, on the Clinch River, and the Joe Wheeler Dam, perhaps the longest dam in the country, some sixteen miles above Muscle Shoals, on the Tennessee River. In addition, it has a duty to develop a program of flood control, of soil erosion prevention, and of reforestation. It is directed to make surveys and studies looking toward the planned development of the entire Tennessee Valley area. The lessons which experience may teach as a result of this effort in the planned development of a region may be adapted and applied in other parts of the country. There is already a movement on foot to create similar agencies in other regions, notably in the Missouri Valley and in the valley of the Columbia River.”

Among the activities already undertaken by the Tennessee Valley Authority of special interest to city planners is the design of the new town of Norris, Tenn. This new town is being developed as a means not merely of accommodating temporarily 2000 or more workers during the construction period of the Norris Dam, but of providing a permanent community based upon the orderly combination of industrial work and subsistence farming. Another major feature of the Tennessee Valley regional development plan will be a new road using the top of Norris Dam in crossing the Clinch River. This highway—technically a “freeway”—will serve as a connecting link in a new route between Cincinnati and the Mid-West and Knoxville, the Great Smoky Mountains, and the South. As a scenic “freeway,” this section of the route will be fully and perpetually protected against the encroachment of billboards, hot-dog stands, shacks, and other roadside clutter so destructive to the natural beauty of any section.

SUBSISTENCE HOMESTEADS

An experiment, begun during 1933 with high purpose and a poor name, is being undertaken by the Department of the Interior through its Division of Subsistence Homesteads. This new agency of the Federal Government

was set up independently of the Federal Emergency Administration of Public Works under Section 208 of the National Industrial Recovery Act, which reads:

To provide for aiding the redistribution of the overbalance of population in industrial centers, \$25,000,000 is hereby made available to the President, to be used by him through such agencies as he may establish and under such regulation as he may make, for making loans for and otherwise aiding in the purchase of subsistence homesteads. The moneys collected as repayment of said loans shall constitute a revolving fund to be administered as directed by the President for the purposes of this section.

If the administrators of this section of the Act were construing their task as merely that of dumping unemployed urban dwellers or impoverished farmers onto scattered plots of rural land where they would theoretically be satisfied to eke out a mere *subsistence*, this movement would have no place in our present discussion. The problems of an age of plenty will never be solved by adopting low standards of comfort and culture. But an important contribution to the Nation's welfare and to rational land planning may result from the development of communities of "subsistence homesteads" where agriculture and industry and government may combine to provide not merely a living but a life worth living.

In its Circular No. 1, dated November 15, 1933, the Division of Subsistence Homesteads outlined its general purpose as follows:

Underlying the enactment of this legislation is the widely held belief that large numbers of the population of this country face a period of employment difficulties so severe and prolonged that special measures of much more than an emergency relief character are required to deal with the situation. . . . The planned redistribution of population contemplated in the subsistence homesteads legislation is essential in order that large groups of people, caught in a situation from which they are powerless to extricate themselves unaided, may have an opportunity to gain for themselves some degree of economic security and a more adequate standard of living.

And in discussing specifically the decentralization of industry and the problems of "stranded" agricultural communities, this statement of purposes and policies said:

Decentralization of industry.—In recent years there has been a considerable movement of certain types of industry from their former centers of location. . . . As to location, decentralization may involve the establishment of industry on the periphery of existing industrial centers or districts, or in smaller cities or villages but still within the same general industrial region, or in either large or small centers in a different industrial region. Industrial decentralization, where feasible, promises definite economic and social advantages. It should aid in the redistribution of the overbalance of population in existing large industrial centers. . . .

The Division is much interested in testing out more fully than has yet been done in this country the possibilities of associating garden homesteads with work in various types of nearby industrial plants as a regular and permanent arrangement. Small plants in villages and smaller cities appear to offer an especially fertile field for such experimentation. . . . Experiments, under various conditions, of the planned integration of industry and subsistence farming will demonstrate the feasibility and consequences of such an alliance between farm and factory and may give an impetus to a movement held to be desirable on a number of grounds.

Stranded agricultural communities.—"Stranded" population groups by no means are confined to industrial groups. There are thousands of farm families marooned on eroded and worn-out lands or on lands inherently too poor on which to make a living, trying to carry on a hopeless struggle for existence. In other cases the land is not inherently hopeless but the rural communities have become utterly demoralized by a complete disorganization of the agricultural system. . . . There are rural slums as well as city slums. These greatly aggravate the overbalance of population in industrial centers because the farm people, driven from these hopeless situations, move to the cities, there to add to urban employment and relief problems.

Such completely dislocated rural communities must be reorganized and rehabilitated. . . . Smaller farms, more compact grouping to permit the operation of schools, local government and other public services at lowest possible costs per capita, reduction of acreage of wheat and cotton and other staple crops, and more dependence upon subsistence crops, encouragement of ownership and reduction of tenancy, are among the changes that reorganization requires. Such reorganization may in turn necessitate a readjustment of local government functions and revenues, replanning of roads and schools, and other rearrangements.

In all these readjustments, the Division of Subsistence Homesteads, in coöperation with other agencies, can be of great service.

Up to the end of 1933, subsistence homesteads projects were under way, or had been approved by M. L. Wilson, Director of the Subsistence Homesteads Division, in Dayton and Youngstown, Ohio; Monmouth County, N. J.; Reedsville and Tygart Valley, W. Va.; Decatur, Ind.; and Pender County, N. C.¹

THE NORTH CAROLINA AND DAYTON PROJECTS

The Pender County project merits special mention, as it will mean the consummation of a "farm city" vision conceived several years ago by Hugh MacRae, of North Carolina, widely known for his efforts in building rural communities, and John Nolen as planner.

Probably the most significant discussion of the aims and ideals of the subsistence homesteads movement which has yet appeared is an article in the January, 1934, *Survey Graphic*, by Ralph Borsodi. That this leading

¹By March 1, 1934, appropriations totaling \$8,157,500 to 25 projects in 15 states had been announced by the Division of Subsistence Homesteads; and tentative approval had been given to 9 other projects.

advocate of the homestead colonization idea appreciates the fundamental importance of retaining for the community the land ownership and land revenues, is evident from his discussion of the Dayton Homestead Unit:

A feature of primary importance in the Dayton plan is the system of land tenure. Title to the land and the original farm buildings, used for community purposes, is vested in the Homestead Unit as a whole. Separate plots are then leased to each homesteader on annual terms fixed by the Unit in accordance with the relative desirability of each plot. Leases are automatically renewed each year, though there are provisions for terminating them at any time. If terminated by the Homestead Unit—as they may be for violations of the provisions of the lease—the buildings and improvements of the plot may be sold by the homesteader or disposed of, if he fails to find a purchaser upon an appraisal determined by arbitration. On the other hand, the homesteader has title to all improvements upon his plot, and may sell his property at any time to any one eligible to become a member of the Unit.

In other words, title to land rests in the community which creates the land value, and title to improvements in the individual. Under this system the holder of a plot is practically compelled to use it or abandon it to some one else who will. This, I believe, obviates the danger which has wrecked innumerable idealistic communities as well as commercial real estate developments,—the danger that the original owner will merely leave the plot unused awaiting an opportunity to sell it at a profit after an increase in value.

The ground rents collected from the leaseholders furnish the community the income with which to pay taxes levied upon the property, interest payments, payments upon the principal borrowed in order to purchase the land, and any other community expenses.

The pioneer work being done by the Tennessee Valley Authority and the Subsistence Homesteads Division may well go down in history as among the most important of recent planning trends if they actually prove to be, as their proponents hope, a means of helping our American cities to rationalize their relations to their environs.

A NEW FEDERAL LAND POLICY

The closing day of the year found the *New York Times* devoting the first column of its first page to a dispatch from Washington headed: "Report Roosevelt Backs Land Buying in Broad Program." The opening paragraph stated that the President was represented in Administration circles as having approved a new and permanent policy under which some 50,000,000 acres of submarginal lands would be retired from cultivation at a cost of about \$350,000,000.¹

"Those in charge of the proposed program," the Washington dispatch stated, "are aware that more than a decade would be required to show

¹As a definite step in carrying out this policy, the Public Works Administration announced on January 3, 1934, an allotment of \$25,000,000 for the removal of submarginal lands from commercial crop production.

substantial results, but they attach great significance to the adoption of a land policy by the Government and the actual beginning of acquisitions."

The day before this statement came from Washington, one of the President's most influential advisers, Rexford G. Tugwell, Assistant Secretary of Agriculture, in an address before the American Economic Association, in Philadelphia, had predicted that the Government of the future will control the use of all land, public and private. Land which cannot be operated effectively under private ownership will be held by the Government as public forests, parks, game preserves, grazing ranges, recreation centers, and the like, Professor Tugwell asserted. Privately owned land will be controlled "to whatever extent is found necessary for maintaining continuous productivity," he said. "We have depended too long on the hope that private ownership and control would operate somehow for the benefit of society as a whole. That hope has not been realized."

Here is indicated a trend of greater significance to the future of city and regional planning and to public welfare in the United States than has been disclosed on any other card in the deck of the New Deal.

CONTROL AND FINANCING OF LAND USES

Fortified by these pronouncements from Washington, your historian again ventures into the realm of prophecy. He predicts that the year 1934 will witness a greater demand from economists and political scientists than the United States has yet seen for the rational planning, control, and financing of land uses. This will involve more general recognition of the fact that effective planning consists not merely in the preparation of maps and sketches of desirable uses and improvements, but in powerfully implementing such plans through legislation and taxation. A definite example may point a moral and adorn this tale.

Among the many projects for which Federal grants have been unsuccessfully solicited by local committees in recent months, was an important flood-control and river-improvement proposal affecting seven counties in a well-populated state. That substantial community benefits would result from the consummation of this project seemed evident. The appropriation requested was some \$12,000,000. Its prompt expenditure would have helped solve not only urgent local problems of unemployment, but also the recurrent problems of devastation by flood, discomfort from mosquitoes, and disregard of potential recreation areas of great beauty and utility.

This proposal is here cited, not to question its engineering soundness or social urgency, but because of an analysis of anticipated financial benefits to property owners set forth in a report of the consulting engineer. This document was prepared in 1928—when, doubtless, financing by the state rather than by Federal funds was contemplated. Summarizing the predictions listed for the seven counties, the report estimated land values increased by from

\$70,000,000 to \$100,000,000 within five years, from the proposed \$12,000,000 expenditure. The report contained, however, no suggestion that the cost of the project might equitably be repaid, over a period of years, out of the resulting land-value enhancement.

No doubt these estimates, if prepared in the deflation of 1933, would have been more conservative than was the case in the exuberance of 1928. Few uses of public funds—perhaps not even this one, if granted—could be expected to result in land-value increases of six times the cost of the project. Nevertheless, it may be doubted whether any public works expenditure is normally justifiable which may not reasonably be expected to create increased land values, or prevent decreased land values, to an amount at least as great as the public costs involved.

An important arm of the National Government—the Federal Emergency Administration of Public Works—has been engaged for some months in trying to spend or lend, with wisdom and speed, the huge public works fund already mentioned. Distribution, urgently needed as a means of unemployment relief, has been disappointingly slow. Among the retarding influences has been a laudable desire to prevent waste and graft from funds granted and to protect the safety of funds loaned. Every laborer, supply dealer, and contractor is very properly expected to give a dollar's worth of service or product for every dollar he receives. But little thought has been given by our lawmakers to the question of whether, in imposing the taxes for interest and amortization on the resulting public debt,—national, state, and local,—any adequate payment will be expected from the landowners who reap the chief financial profit from public works expenditures.

Even if the tax burdens resulting from public expenditures are unjustly distributed, such expenditures may, in times of emergency, be far preferable to idleness and doles. But if we are really to attack problems of planning and of public expenditures at their roots, we must study more carefully their relationships to the control of land uses and to financial benefits received by those who hold title to the surface of the earth. Various pronouncements of Administration spokesmen seem to indicate a laudable desire to drive not merely the money changers out of the temple but the speculators off the land. To quote Chairman Arthur E. Morgan of the Tennessee Valley Authority:

Our social and economic planning must include control over real estate developments. I am told that in the vicinity of Muscle Shoals the lots already laid out would house a population of from four to seven million people. People from all over the United States have bought lots in the Muscle Shoals region expecting a great rise in price. It is quite possible to develop a policy that will allow the honest real estate developer to operate, but it is very difficult to put the policy into execution.

Public acquisition of land is, of course, the surest guarantee of success in the public planning and control of land uses. And it is the surest method,

also, of conserving for the public treasury the economic rent and the increases in land values created by the presence of population and by the expenditures and services of government. We seem to be headed—and wisely headed—toward a policy of acquisition, through various governmental units and authorities, of substantial additions to the public domain. Some of us may live to see the day when the truth now embalmed in Article I, Section 10, of the Constitution of the State of New York—"The people of this state, in their right of sovereignty, are deemed to possess the original and ultimate property in and to all lands within the jurisdiction of the state"—will be vitalized into effective legislation in the Empire State and every other American commonwealth. But we need not wait until that uncertain future to begin using scientific methods of fiscal control which will make possible more effective physical control of community development than we have yet had.

FEDERAL AID FOR LOCAL PLANNING

While the year 1933 probably saw the lowest total of recent years in local appropriations for the work of planning commissions and employment of planning consultants, this unfortunate effect of unwise budget-slashing was offset in some measure toward the end of the year by the CWA activities. On November 16, Frederic A. Delano, as Chairman of the National Planning Board, wrote to the planning agencies of the country, calling attention to the availability of aid for planning from the funds of the newly established Civil Works Administration. In this letter it was recommended that, as a basis for comprehensive planning, official planning agencies take immediate action toward the formulation of planning projects. Mr. Delano suggested:

These projects might include such matters as mapping, planning studies and surveys for the collection of data for zoning, soil conditions, land use and classification, population distribution, schools, park and playground development, port, harbor and waterway work, parkways, highways, traffic, transit, water supply, drainage and sewerage, long-range financial programs, real property inventories, tax maps, building and housing conditions, subdivision control, etc.

As an example of speedy action, George H. Herrold, Managing Director of the City Planning Board of St. Paul, was able to report to Mr. Delano on November 27 that, acting on the foregoing suggestion, he applied for and had been granted by the Minnesota organization handling CWA funds \$15,000 for a comprehensive traffic survey, \$8970 for a comprehensive recreation and playground survey, and \$5820 for a housing survey.

PLANNING FOR TRAFFIC SAFETY AND FACILITATION

A criticism of plans and planners sometimes made, and often justified, is that the correction of minor defects in existing street widths, intersections, parking facilities, and so forth, is often subordinated to emphasis on grandiose

projects. During the year this misplaced emphasis has been partially corrected. The credit can be shared in part by such organizations as the National Safety Council, whose Traffic Engineer, Earl J. Reeder, had an article on "Preventive Planning for Traffic Safety" in *CITY PLANNING* for July, 1933; and the American Automobile Association, whose Director of Safety and Traffic Engineering, Burton W. Marsh, outlined for the 1933 *Municipal Index* thirty different ways of "Making Unemployment Relief Funds Save Lives in Traffic," in an article under that title, reprints of which have been widely distributed. The availability of the \$400,000,000 fund allocated in November, 1933, by the Public Works Administration to the Civil Works Administration is making possible the carrying forward, in hundreds of cities and villages, of minor but important improvements of these kinds. The previous allocation under the NIRA of a like amount for the emergency construction of highways and other related projects contained the stipulation that:

The amount apportioned to any state under this paragraph may be used to pay all or any part of the cost of surveys, plans and of highway and bridge construction including the elimination of hazards to highway traffic, such as the separation of grades at crossings, the reconstruction of existing railroad grade crossing structures, the relocation of highways to eliminate railroad crossings, the widening of narrow bridges and roadways, the building of footpaths, the replacement of unsafe bridges, the construction of routes to avoid congested areas, the construction of facilities to improve accessibility and the free flow of traffic, and the cost of any other construction that will provide safer traffic facilities or definitely eliminate existing hazards to pedestrian or vehicular traffic.

ROADSIDE PROTECTION AND BEAUTIFICATION

In the regulations approved by the Special Board for Public Works governing the expenditure of the above-mentioned \$400,000,000 for highway construction, an important place is given to the appropriate improvement and landscaping of the highways. This was the subject of an address by Wilbur H. Simonson, Landscape Architect of the United States Bureau of Public Roads, at the annual meeting of the American Civic Association in October.¹

Section 6 of the Public Works Highway Regulations is interpreted by Thomas H. MacDonald, Chief of the Bureau of Public Roads, to require that each state highway department include in its program of construction of the Federal-aid highway system a definite number of projects that will provide for the appropriate landscaping of a reasonably extensive mileage of parkways and roadsides. In order to carry out the work in a satisfactory manner, it is believed that it will be necessary for all state highway departments to employ

¹For an abstract of this paper with four full-page reproductions of new charts of roadside improvement information prepared under Mr. Simonson's direction, see *The American City*, Jan. 1934, pp. 39-44. There is much of value also in the six-page report of the Committee on Roadside Improvement of the American City Planning Institute, in *CITY PLANNING*, Oct. 1933, pp. 181-186.

qualified landscape architects and horticulturists to determine the proper kinds of plant material to be used in different soil and climatic conditions, and the most effective arrangement of grading and plant material, for each particular project location. To quote Mr. Simonson:

The highway recovery program marks the opening of a more balanced conception by the people of the possibilities afforded in the planned development of highways. Highway improvement work, while providing for the effective employment of labor, also creates tangible values of a reasonably permanent nature so necessary to the new social order. It is good business for the nation to plan for the economic conservation of its highway investment.

THE FIRST PLANNED COUNTY IN NEW ENGLAND

In county planning one of the most significant activities of the year was the work of the Fairfield County (Conn.) Planning Association. This organization, with headquarters with the Bridgeport Chamber of Commerce, is able to publicize its region as "the first planned county in New England." The success of the Fairfield County Planning Association is based, first, on the recognition of the necessity of arousing public interest in the county plan; second, on securing enthusiastic coöperation of local planning agencies and local city and town engineers; and, third, on a planning service.

PROGRESS IN PUBLIC RECREATION

Park and recreational development has been set forward a great many years by the use of relief labor and CWA funds during the depression. Many projects were under way at the end of 1933 in numerous cities in all parts of the United States, as reported by the National Recreation Association.

It is worth noting that in New Hampshire, L. H. Weir, of the National Recreation Association, made a three months' survey of lakes, potential park areas, and other recreational facilities. The matter of pollution was also considered. Governor Winant's desire for an agency which might carry out the recommendations of this survey is believed to have been a major reason for his prompt action in making New Hampshire the first state in the Union to appoint a State Planning Board under the regulations promulgated in December by the National Planning Board.

ZONING

Perhaps the most significant forward step in zoning during 1933 was the ordinance adopted in May by the Board of Supervisors of Oneida County, Wis., regulating the use of agricultural, forest, and recreational land. This county has been faced with a serious problem as to the proper use of marginal agricultural lands. Previously the various county subdivisions affected had

ratified the ordinance, through action of the town boards. This is said to be the first county in the United States to undertake county zoning of this broad character.¹

An important legal decision of 1933, recognizing the relation of zoning ordinances to land values, was that handed down on September 30 by the Supreme Court of Westchester County, N. Y.² To quote from Frank B. Williams' Zoning and Planning Notes in the November, 1933, issue of *The American City*:

The plaintiff's land is situated in a zoning district restricted to single families and so developed. This land has been condemned by Westchester County for park purposes. Its value, if the provision of the zoning ordinance confining the use of land within the district to one-family residences is valid, is \$30,000, and the award, based upon the validity of that ordinance, is for that amount. The value of the land condemned, if the zoning ordinance is invalid, and the land can be used for apartments, is \$53,000 or more. The plaintiff therefore claims that the zoning ordinance is invalid, and that she should receive the larger amount for her land. . . . The Court holds, however, that the zoning ordinance is constitutional and valid, and the plaintiff not entitled to more than the \$30,000 awarded her.

HOUSING AND PLANNING MEET

In addition to noting, as has been done, the stimulus given to housing and slum clearance by Federal loans and grants, this review of recent trends should record the fact that the year 1933 has seen real progress in the *spaciousness* of planned housing developments.

The plans for many of these projects provide for a much lower coverage of the land than has been the practice heretofore in large-scale, low-rent housing developments. It is to be regretted, however, that a number of the projects provide for much greater building heights than good practice would dictate.

Outstanding among the year's writings in this field was Henry Wright's "Housing—Where, When and How?", which appeared in the July and August issues of *Architecture* and is soon to be published in book form. Two conclusions from this study, the general adoption of which it is hoped some future historian may be able to record, are:

(1) Land must not under any conditions be subdivided and sold before its use is actually determined and it is both needed and intended for immediate and complete building under building plans made and adopted in general form at the same time and part of the same process; and (2) land now subdivided but only partly used or not at all must be restudied for reassembly and

¹See illustrated article by George S. Wehrwein, of the University of Wisconsin, "Zoning in Marginal Areas," in *CITY PLANNING*, Oct. 1933, pp. 155-163.

²MacEwen v. City of New Rochelle and the County of Westchester.

resubdivision, the planning to include streets and public utilities, the most efficient and best which can be designed in relation to potential use.

Of special value, also, is "The Rebuilding of Blighted Areas: A Study of the Neighborhood Unit in Replanning and Plot Assemblage," by Clarence Arthur Perry, of the Russell Sage Foundation, published by the Regional Plan Association of New York.

The specific tract studied is in Winfield, Long Island, N. Y., a three-mile motor drive from Queensboro Bridge, and ten minutes from the Pennsylvania Station in New York City, a site typical of large areas in most cities. Five different plans are presented for mass reconstruction which would provide at moderate rentals an attractive, convenient neighborhood, with plenty of light and air, recreation space, and freedom from through traffic.

Still another important document of the year which recognizes the vital relationship of housing and city planning is the Proceedings of the National Conference on Slum Clearance, held in Cleveland on July 6 and 7.

REAL ESTATE INTERESTS LOOK MORE FAVORABLY ON GOVERNMENT AID

A trend is worth noting which may signify for some leaders in the real estate world a permanent change of heart and for others merely a demonstration that "when the devil is sick the devil a monk would be." This is to be found in certain recent pronouncements of realtors and real estate boards. On November 28, in one of the "You and Your Government" discussions over the nation-wide network of the National Broadcasting Company, Peter Grimm, leading real estate man and Chairman of the Citizens' Budget Commission of New York, was asked his opinion of a municipality's proper relation to the problem of slum clearance and low-rent housing. Mr. Grimm's reply places him in the forefront of liberal thought among the real estate fraternity:

I am becoming increasingly convinced that another function which cities may soon add to their steadily increasing number is to insure proper housing for those in the low economic classes. The shame of almost every city is its slums. There is no one who does not at least pay lip service to the slogan: "The slums must be cleared." But the fact is that private capital is not attracted sufficiently to provide decent housing for the lower income groups. It may be worth while for the taxpayers to subsidize good housing and to live in future in a society of clean, healthy individuals whose lives have not been spent in hovels and who have had some experience of the amenities of civilization.

POLITICAL SCIENTISTS GIVE THEIR BLESSING

Inclusion in the 1933 edition of the National Municipal League's "Model City Charter" of a section on "Plans for Slum Clearance" and one on "Blighted Areas" is significant. So also is the publication by the Municipal Administration Service of Russell Van Nest Black's excellent monograph on "Planning

for the Small American City." So also is the inclusion of a broadcast on "Saving by Planning," by Alfred Bettman, George McAneny, and Flavel Shurtleff, in the nation-wide series sponsored by the American Political Science Association. Thus slum clearance and city planning as municipal activities get the aid and the blessing of the political scientists. Hundreds of new city charters adopted in recent years throughout the United States have been based largely or wholly on previous editions of the "Model City Charter." Ten or more cities were reported at the end of 1933 as considering changes in their basic law which will probably embody the new charter sections above mentioned.

A CHART AND A CHALLENGE

Among the other achievements to its credit, the year 1933 brought forth one of the most philosophical paragraphs yet written on the fundamental need for, and value of, city and regional planning. Here it is, from the presidential address of Alfred Bettman at the Baltimore meeting of the National Conference on City Planning:

The moral, intellectual, economic and social soundness of the planning concept seems to me to be beyond all question. If an area such as the city, the town, the county, the region, the state or the nation is to have a development on, and the uses of, its land which produce social and material values and justify its expenditures, then there must be some plan or design which will determine the appropriateness of the location and the extent of any specific structure, such as any specific street, school site, office building, court house, market place, by its relationship to something outside of itself, namely, to the remainder of the city, town, and so on, and by its relationship to functional activities other than its own, as, for instance, by the relationship of a housing development to recreational open spaces, parks, highways, street railways, business centers, and so on. Material and social values are not different or contrasted kinds or portions of values, but are interdependent. Indeed, more accurately speaking, material values are the effect and social values the cause. The comprehensive master plan of city, town, county, region, state, by determining the appropriateness of place or location, and the program of urgency or priority, by determining the element of time, are instrumentalities for the creation of social values—by which is meant that when things are put in the right place and installed or constructed at the right time, they produce the social values which we know as health, convenience, prosperity, morals and welfare, and, unless they do promote these social goods, they are not worth their cost. The master plan of the whole is what is meant by planning, and we must be willing in our advocacies and in our practices to adhere to that meaning.

Guided by such a chart, and impelled by such a challenge, may we not hope to make true the recent prophecy of Robert D. Kohn, that:

THE FUTURE IS TO THE PLANNERS!

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

STATE PLANNING IN NEW HAMPSHIRE

Approaches have been made toward state planning—in highways, in parks, in conservation, and the like—but up until now it has been impracticable to make much headway in all of these aspects of a state's functions simultaneously. The National Planning Board through its initiative and activity has been the instrumentality in placing state planning on a more comprehensive basis.

Governor John G. Winant, in the latter part of November, acted rapidly and favorably on the proposals set forth in the offer of the National Planning Board to aid materially in financing and direction. A tentative technical and organization program was prepared, and an application was made to the National Planning Board for the assignment of qualified planning consultants, and to the Civil Works Administration for funds with which to engage staff personnel.

ORGANIZATION

A State Planning Board was appointed, consisting of the Commissioner of Education, State Forester, Highway Commissioner, and the members of the State Development Board, and of three citizens (later increased to seven), and planning consultants¹ were named; and on December 12, after funds had been made available, active work began in selecting a staff and setting up headquarters in Concord.

The staff personnel of the State Planning Board has been organized into five sections: Research; Planning and Drafting; Local Planning Advisory; Library and Files; and Clerical,—all under the supervision of the Chairman of the Planning Board through an Executive Secretary.

PROCEDURE

The program has been divided into stages coördinating both the needs of the work and the funds.

(a) Fact finding and coördination of much work of a survey and analytical character which has been undertaken by various state and private agencies during the past few years.

¹The planning consultants appointed for New Hampshire are John Nolen, Justin R. Hartzog, and Geoffrey Platt.

(b) Analysis of facts, the determination of problems, and discovery of trends.

(c) Following closely upon the diagnosis of problems and discovery of trends, the study to effect preliminary solutions and recommendations.

With this procedure established, a pointed physical, social, and economic program was adopted which included a study of the following: geography, topography, and climatology; soils and geology; population distribution and trends; history, social life and customs, and a cross section of public opinion; land uses and values; transportation; public utilities; public health and sanitation; recreation; housing and living standards; education; forestry, fish, game, and wild life; industry; agriculture; and the statutes relating to planning and finance.

OBJECTIVES

The first objective beyond the general round-up of existing survey data has been the study of the facts and trends in land utilization, in transportation, and in public works, with a view to developing plans and programs to meet the conditions and needs. Through the courtesy of the United States Geological Survey, aerial photographs covering much of the area of the state have been available for the study of existing land use and physical features.

As another objective, in order that planning may become deeply rooted, the State Planning Board has adopted a policy of coöperating with and encouraging cities and towns throughout the state to take advantage of the provisions of the present zoning enabling act and also to establish local "planning councils" to promote community planning and to study local problems on an unofficial basis pending the passage of a planning enabling act. Many towns have taken steps leading toward action along these lines.

As a first step toward a recreation study and program, the Planning Board has prepared, in coöperation with the State Development Commission, a timely map showing the winter sports facilities available throughout the entire state. This map has had a wide distribution, especially as the weather conditions prevailing this season have been excellent for the winter activities, annually organized and participated in by towns, clubs, and citizens in general, and have drawn large numbers of people from beyond the state for week-end visits.

The long-term objectives will be the formulation of a master plan and program for the development of the state which will be coördinating and integrating in its capacity and scope, and orienting in its character. Based upon the physical, social, and economic factors of the state as a whole, the plan will become a guide in general principles and in coöperative liaison between all activities and agencies.

JUSTIN R. HARTZOG,
Planning Consultant.

A CHALLENGE

In the fall of 1929, when disaster came to Wall Street, not much concern was felt by city planning commissions nor by city planners as to the progress of their efforts and their work; but in 1930 drastic action was being taken by city governments to cut down municipal expenses, and by 1932 well-trained city planning technicians were looking in vain for work in their calling. One could, at that time, count on his fingers the number of resident city planners still holding full-time jobs.

Should such a young and vigorous national movement as city planning have received such a devastating blow at a time when the need of planning was most urgent? Was there not some weakness in the foundation of this new profession that caused it to be so susceptible to the shock? The purpose of these words is to provoke thought and perhaps help to produce understanding of a special work that needs to be regarded in a more serious light.

Why was this cessation of city planning endeavor so universal? Study of city planning practice shows clearly that it was because this work was not recognized as an important municipal function. Now, when every city is doing or attempting to do a vast amount of improvement work as part of the national recovery program, the trained men in city planning are not being called upon in the numbers that they should be. It appears that those who have given their time to city planning have been so involved in the technical planning that they have not considered whether the people knew that planning is essential. Until the masses learned to read, the worth of the printing press was not fully appreciated. The worth of efficient planning is not yet widely realized, and until it is, only a relatively few trained planners will be given the opportunity for service.

That the value of professional help can be made known has been fully demonstrated by the accomplishments in these drastic times of the American Society of Landscape Architects. This organization has kept itself fully informed of the actions of the National Government and its members were quickly told of news of professional significance. When the recovery construction work began, trained landscape architects were among the first to be called. The need for these technical men was recognized in every state and many are the positions that landscape architects have filled with credit to their profession. The effect of the present use of landscape architects will be lasting. The good to that profession is great because of the growth of the understanding of its functions.

City planning needs to gain such wide understanding. The service this profession can render is endless. The work is waiting. When recognition comes, the need will be great for those who have given an abundance of time to the study of this art and science.

J. HASLETT BELL

AZUSA BUILDS A CIVIC CENTER

Azusa is a beautiful little city of six thousand inhabitants lying in the fertile San Gabriel Valley about twenty miles east of Los Angeles. Azusa's civic center, which occupies a full city block fronting on the Foothill Boulevard, was conceived and built in recent years as a part of a general civic plan. The central building in the civic center is a public library with a beautiful fountain fronting on a broad expanse of lawn and shrubs. On one side of the library is the civic auditorium and Chamber of Commerce building. On the other side is the main civic building, which houses offices for city officials and the emergency hospital.

In the half-block back of these buildings is being developed a park with tennis courts, grills, picnic tables, and so forth. This work has been carried on by the unemployed during the last two years.



Azusa's Civic Center

The main project now under advisement is a sewerage system and disposal plant costing approximately \$180,000 to be built under the Public Works Administration. The plans have been approved by the State Board of Health and the entire project has been approved at Washington. Work will start as soon as legal requirements are fulfilled. Plans are also being considered for the improvement of the present water system to give the City adequate water for the extension of business and the building of new homes. In addition to the above projects the City is carrying out a definite plan of paving all minor as well as major streets under the Civil Works Administration.

The City has beautiful schools, churches, and residences and several progressive industries. All building is now carried on in compliance with a zoning ordinance adopted about six years ago.

F. S. HAYDEN,
Chairman, City Planning Commission.

LAND SUBDIVISION CONTROL IN GERMANY

Until last September there was no national German law for town building and regional planning. These matters had been handled by the individual states, and only three of them had made any provision for regional planning.

During the past decade German cities, like American cities, have been expanding into unbuilt-upon areas. Landowners have subdivided their holdings into small lots so that on the fringes of cities scattered groups of dwellings have been springing up, very often lacking convenient means of access, sewers, water, electricity, schools, and so forth. This situation is even more serious in Germany than in America because Germany is a smaller country and more heavily populated.

To take care of this problem the Reich, on September 22, 1933, passed a law regulating the development of residential areas, particularly in the unbuilt-upon areas surrounding the towns. The first paragraph of the new law gives State authorities power to designate as residential areas districts in which houses are to be built or where it is believed that they should be built, if it is thought that the interest of the public or the welfare of the residents themselves would be injured if there were no appropriate regulations.

For these residential areas a site plan (for which exact instructions are given) must be prepared. If such a site plan is established by the town authorities the subdivider must meet the following requirements of the State authorities:

- (1) Secure special permission to subdivide the property into lots.
- (2) Secure special permission to sell the lots. The authorities must refuse this permission if any buildings erected do not conform to the site plan.
- (3) Give the community up to 25 per cent of his land in the case of a single-family development, and up to 35 per cent in the case of an apartment house development, for public roads, squares, recreational facilities, or any other public needs.
- (4) Sell no land at a price beyond a certain limit, if the authorities so demand.
- (5) Provide roads, water supply, sewerage, lighting, school buildings, and other necessary civic improvements, if the authorities so require.

No claim for compensation may be set up in connection with any of these requirements.

Obviously, this law is very comprehensive in the control of land subdivision development. So far as we know, no other country has such an up-to-date town planning law, yet in every country there arise the same difficulties between property owners and town extension authorities.

DR. ING. PH. A. RAPPAPORT,
Essen, Germany.

ZONING ROUNDTABLE

Conducted by EDWARD M. BASSETT

SHOULD RAILROAD LAND BE ZONED?

We are often asked whether railroad land should be zoned. The answer is, "Yes." It does not matter whether the railroad owns the land in fee or has an easement for right of way. It is dangerous to omit the zoning of railroad land. The railroad may use existing land for shops in a residence district. Sometimes the railroad discontinues part of its trackage and sells the land to a builder. This builder may put up a garage or factory in a locality otherwise residential and which should have been zoned as residence. A case happened in Brooklyn where a considerable stretch of curved trackage was abandoned for railroad purposes and the land sold to a builder. This was in the high-class residence district known as Fiske Terrace. The line of demarcation between the one-family house district and the apartment district was open to doubt by reason of the former railroad use. At any rate, the builder filed his plans for an apartment house. The single-family house owners opposed the granting of the apartment house permit in court and were successful. If the railroad land had not been zoned, the out-of-place apartment house would have been erected.

Sometimes district boundaries will be made at the boundary lines of the railroad right of way, leaving the bed of the right of way unzoned. This is usually unintentional. The map makers intended that the two districts should touch each other at the center of the right of way and thought that their maps would be so interpreted. They should have made the boundary line of the two districts in the center of the right of way. Better yet, the entire right of way should be thrown into one district or the other.

E. M. B.

SHOULD LAND UNDER WATER BE ZONED?

This question first arose in Jamestown, N. Y., where a small river ran through the city near the edge of the central business district. The City had not zoned the river, depending on maps and records that showed that the river had been pronounced a navigable stream by the early state authorities. Land titles, however, extended to the middle of the stream. The owner of a store on one side of the stream filed an application to extend his store half way over the stream, allowing ample space for the river to flow beneath.

The City refused to grant the application. Before the dispute came to trial in court the matter was compromised by allowing the store to be built without certain industrial additions that were originally intended. Later the City zoned the bed of the river as business. Of course, it did not matter whether the stream was navigable or not. The bed of the stream should have been zoned.

Rochester, N. Y., zoned the bed of the Genesee River. Many thought that land under this great river ought not to be zoned. But the main street of the city crossed this river on a great stone bridge and stores were built on both sides of the entire bridge long before the days of zoning. The visitor walking through this street would not be aware that he was crossing a bridge because the three- and four-story buildings on the bridge did not differ from the buildings in the other parts of the street. The makers of the zoning map insisted that the river should be zoned so that buildings erected on bridges like this could not be changed into factories. There is no doubt that this zoning is lawful.

Towns and villages along the North Shore of Long Island are constantly disturbed by the enlargement of the sand and gravel industry. Sand and gravel are needed for grouting and cement work in Greater New York, especially in the building of subways. In an endeavor to prevent the gravel companies from destroying the shore fronts it was hoped that the zoning of these shore fronts as residence would prevent the gravel industry, but the courts held that the owners of the land were privileged to take earth products from the land regardless of zoning. The gravel companies, however, could not sift and sort their products in the residence district because this treatment was an industrial process. Therefore one of the companies built a dredge that could take the gravel under water from the foreshore and excavate into the upland, sifting and sorting the gravel on the dredge and placing it on scows to be transported to New York City. It became evident that this form of industry must, if possible, be prevented on dredges near the shore. Thereupon a number of the towns placed the land under the tidal waters in residence districts extending as far into Long Island Sound as the jurisdiction of the town extended. Undoubtedly this was lawful. No case has arisen where the court has been asked to pronounce on the lawfulness of the prevention of industry on floats near the shore, but it is fully expected that if a case arises, the residence zoning will be upheld as against the carrying on of an industry in the navigable tidal waters off-shore.

If navigable tidal waters off-shore cannot be zoned, it will be possible for a float, arranged for a restaurant or for a concert hall or for dancing, to be anchored off-shore opposite residence districts. It is inconceivable that municipalities so situated have no right to protect themselves. Of course,

the residence zoning cannot extend beyond the limits of the municipality's jurisdiction. It happens, however, that Long Island towns have in many cases jurisdiction far beyond low-water mark.

The conclusion is that a municipality can zone land under water, whether flowing streams, inland lakes, or tidal waters, so far as its jurisdiction extends.

E. M. B.

DENSITY OF POPULATION

Architects and associations interested in better housing are giving a great deal of attention to the best investment of Federal money for slum clearance. They rightly say that zoning amendments containing regulations for less density should be adopted. One drawback, however, is that in many of our cities the slum districts, like the Lower East Side in Manhattan, have a present density that is too great. The requirement of a smaller density for model tenements will be difficult and many will claim that it is unlawful because of arbitrariness and discrimination. Another drawback is that practically all the model tenements recently built and now being built cause a greater density of population per acre than existed before they were built. This is because they are more than four stories high. Their designs afford more light and air to each living room, but the extra height increases the density per acre. The main thing, however, is the welfare of the human race, and healthful rooms with open space for play are undoubtedly more important than a drastic limitation of families per acre. Model tenements in what are now slum districts in great cities need a rearrangement of streets to make possible larger units, more sunlight in rooms, and a fair amount of play space. This is where the right solution of housing problems by building model tenements enters the field of city planning. If people in great cities must be near their work, multiple dwellings are imperative. They will never be so good for bringing up families of children as one- and two-family detached houses in the outskirts. Normal children grow up better near the earth and where they can do something with the earth on their own hook, rather than ride on elevators and play in public streets and playgrounds. Outlying districts of great cities need a strict limitation of families per acre to prevent gradual congestion. As a rule, localities do not deteriorate where the buildings have an abundance of sunshine. New York City has the power to impose regulations limiting the number of families per acre but never has done so. It is important that zoning area maps regulating the number of families per acre should be established in this city. The same statement can be made regarding many other large cities in this country. Dark rooms whether in one-family or multiple dwellings tend to create a constantly enlarging circle of blighted districts between the center of the city and the suburbs.

E. M. B.

LEGAL NOTES

Conducted by FRANK BACKUS WILLIAMS

REAR LOT LINE

It is often important in the application of a zoning ordinance to a particular lot to decide which is the side line and which the rear line of the lot, since the space requirements for side and rear yards, often so important to neighboring lots, are usually different. An excellent illustration in point is furnished by a recent Massachusetts case.¹

The Texas Company owns a lot on the southeast corner of Quincy and Ashland Streets in the city of North Adams. Bianco owns an inside lot facing on Quincy Street, next to the Texas Company's lot. The zoning ordinance provides that no building shall be erected in this zoning district so as to extend within fifteen feet of the rear line. The proposed building in question is within fifteen feet of Bianco's line. Bianco objects to the granting of a permit, claiming that his line is the rear line of the Texas Company's lot; while the Texas Company claims that it is a side line. In other words, the point in dispute is, which street does the Texas Company's proposed building front on, for the rear line will be opposite to the front line. Bianco claims that the building will front on Ashland Street; the Texas Company maintains that it will front on Quincy Street.

The interesting thing about the case is the facts that are considered by the court in fixing the frontage. They are: the street on which former buildings on the lot were numbered; the entrances, whether principal or side, of such buildings; the lines, shape, and dimensions of the lot; the location of water mains and sewer pipes; the uniform custom of engineers when dividing a block to arrange the lots with greater depth than frontage; the fact that the uses to which land is put and customs with regard to it may change.

The court below found that the City in deciding that the Texas Company's lot fronted on Quincy Street, made no error; and that decision the upper court affirms. The determination of which is the rear lot line of a specified parcel of land is largely a question of fact, although partaking in some aspects of questions of law. In the first instance it was the duty of the City to make that determination. It involved primarily the exercise of sound judgment as applied to the particular neighborhood. Factors not necessarily competent in evidence might enter into the exercise of that judgment. In its judgment the City does not seem to the court to have erred.

¹*Bianco v. City Engineer and Building Inspector of City of North Adams (Texas Co. Intervener)*, 187 N. E. 101 (Supreme Court, Sept. 14, 1933).

ZONING PUBLIC PROPERTY

Is a local government in the construction of its buildings bound by its own zoning ordinance? This question was discussed in a former issue of this Quarterly.¹ The weight of authority is to the effect that the state and its agencies are not bound by such limitations in general terms, as in this case, but only by limitations which are express or arise from the words of the statute by necessary implication.

The novelty in a recent New York case² again raising the point is in deciding that the town could not locate its incinerator contrary to its own ordinance because it was exercising not a governmental duty but a corporate function for profit akin to that of private corporations.

This distinction is a difficult one to make. The collection of garbage is a function in the interest of public health, often exercised by public authorities. This function is not usually profitable to the public authority as such, greatly as it benefits the community. How is the disposal of solid waste to be distinguished from that of fluid waste or sewage? Sewage is never, perhaps, of profit to our governments, as such, although I understand that the City of Paris makes it into fertilizer for sale. The care of the sick and insane is surely for the general welfare, and is assumed sometimes by the public authorities, sometimes by private agencies for private profit.

The present decision is subject to appeal to the highest court of the state, and the determination of that tribunal is awaited with great interest.

F. B. W.

¹See *Legal Notes* for Jan. 1933, citing *People v. Simms*. See also *Village of Larchmont v. Town of Mamaroneck*, 239 N. Y. 551; *City of Cincinnati v. Wegehof*, 162 N. E. 389.

²*O'Brien v. Town of Greenburgh*, App. Div., reported in *New York Law Journal*, Dec. 23, 1933.

RIGHTS OF CITIZENS

The privilege of driving safely on the highways, of maintaining the attractiveness and value of one's residence, of enjoying the Commonwealth's parks, public buildings, and scenic beauty, of sharing in its traditions, and of doing all these things free from interruption or distraction by propaganda of whatever character, are liberties of the citizens of Massachusetts neither greater nor less in their intrinsic dignity than the liberty to advance one's fortunes and increase the amenities of living by persuading the public to purchase useful goods. *From Brief For Respondents [Massachusetts Supreme Judicial Court, General Outdoor Advertising Co., Inc., and others v. Commonwealth of Massachusetts, and others].* November, 1933.

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

Conducted by FLAVEL SHURTLEFF, Secretary

MEETINGS OF THE CONFERENCE

It is likely that the Annual Meeting of the Conference will be held in the fall, but the many planning activities centering in Washington make some sort of meeting of the Conference desirable before summer. Planning commissioners, city engineers, and others interested in public works programs should be acquainted with the progress of the recently appointed State Planning Boards, which will have something to report in May, with the work of the Subsistence Homesteads Division, which now has thirty-four projects under way, and with the changes which are proposed in the procedure for the application of Federal grants and loans for local public works. The Directors of the Conference have therefore appointed a committee to arrange a special session of the Conference during May.

THE INSTITUTE MEETING

The Winter Meeting of the Institute was held in Washington on Saturday, February 10. Short addresses were made by Charles W. Eliot 2d on the Program of the National Planning Board, by Robert D. Kohn and Frederick L. Ackerman on Housing Problems, and by Dr. M. L. Wilson and John Nolen on Subsistence Homesteads.

The Meeting also considered a report by a committee appointed in Baltimore to suggest improvements in the organization and program of the Institute. No action was taken on this report pending action by the Conference on a similar committee report.

Because the abnormal economic conditions of the past few years have resulted in important, though unknown, shifts in population and in changes affecting the industrial, commercial, and agricultural activities of the Nation, the 1930 Census figures are in some respects now obsolete and inadequate. In recognition of this situation and the obvious disadvantages of the lack of up-to-date population information as basic planning data, a resolution was unanimously adopted by the Conference urging the passage by the Administration and Congress of an Act substantially carrying out the provisions of the Ellenbogen Bill. This would provide for the taking of a census approximately in the middle of the present ten-year census period or earlier, if conditions make it advisable.

F. S.

BOOK REVIEWS & LISTS

Conducted by THEODORA KIMBALL HUBBARD

URBAN SOCIETY. By NOEL P. GIST and L. A. HALBERT. New York, Thomas Y. Crowell Company, 1933. 724 pages. Illus., maps and plans, charts, tables. 8 x 5 $\frac{3}{4}$ inches. (Crowell's Social Science Series.) Price \$3.50.

This is one of the best arranged and most comprehensive books I have seen of the growing crop of sociological treatises on the modern city. Like all of its kind, it is staggering in the breadth of material which it tries to cover: the rise and location of cities, distributive and selective aspects of the city, social relationships, the organization of life in the city, and, as conclusion, the planning and control of urban society. This takes us from Brunhes, Mark Jefferson, and Ratzel, through Whelpton, Galpin, and Sorokin, on to Park, Burgess, McKenzie & Company, past Munro, Merriam, Steffens, and Lord Bryce, all the way to Mrs. Edith Wood, Purdom, MacKaye, the Regional Plan of New York, and treatises on highway design and sewage disposal, with side glances at Stuart Chase, Walter Lippman, Spengler, and Veblen. All in 724 pages.

Everything seems to be grist for the sociologists' mill. We have Ravensteinian theories of migration, the "auto-transient family," "symbiosis," "ecology," and "vertical mobility" in the same book with the American Public Health Association's classifications of organic and inorganic municipal wastes, and descriptions of the Chicago Drainage Canal and the Catskill Aqueduct. Some of the material seems aimed at the college senior; some of it would go well in an eighth-grade "civics" manual. There are nine pages on the sociological significance of urban land values, and twenty-six pages on the physical equipment of the city,—all about streets, fire protection, city markets, transportation, and conduits.

Then again, we come upon thumping statements like these, being the "laws" of suburbanization: "first, the horizontal expansion is proportionate to the vertical expansion of the city; and second, the relation of the suburb to the city proper tends to vary directly as its distance from the center." The authors do not claim to have discovered these "laws"; they quote them from another sociologist. And yet they "levy several criticisms" against Shaw's "Delinquency Areas," the first of which is, forsooth, that "the study actually uncovered nothing that was not already known in a general way."

I have heard one of America's leading sociologists define sociology as comprising whatever is taught under that name. Perhaps the planner should be gratified that there is recognition of the importance of the physical arrangement of the city in determining the life of its inhabitants and the characteristics of its society. Yet I am forced to question the value of a presentation which because of its attempt to be all-embracing can do little more than skim the surface.

CHARLES S. ASCHER

PENTRU BUCURESTI: Noi Studii Urbanistice: Delimitari; Zonificare; Circulatie; Estetica. By C. SFINTESCU. Bucuresti, Institutul Urbanistic al Romaniei, 1932. [351] pages. Illus., plans, diagrams, tables. $9\frac{1}{2} \times 6\frac{1}{2}$ inches. Price Lei 500.

Wherever there are cities there is need of city planning, and despite differences in race, nationality, customs, and climate, the underlying problems and the basic elements of planning are very much the same everywhere. Bucharest, with a population of 631,000, has all the problems of an American city,—proper population and land-use distribution, highways, transit, railways, waterways, parks, airports, and so forth, and their coördinated development for maximum possible efficiency and beauty.

Professor Sfintescu presents his recommendations for the development of Bucharest in four closely related sections. The first deals with general problems of land utilization, calling particular attention to the desirability of preventing endless miles of urban development by separating the central urban area from the developing satellites by means of open green belts. Extensive studies of topography, soils, climate, population, communication, and the present use of land are followed by recommendations for the division of the city into zones for residence, business, industry, military purposes, and so forth. The entire problem of circulation is dealt with in the third section of the report. Highways and traffic, transit, water traffic on canals, and airport development are studied in detail. The recommended major street skeleton conforms to our ideal of a system of radial and circumferential streets with varying cross sections to meet the needs of different amounts and kinds of traffic. The concluding section of the report points out possibilities of improving the appearance of Bucharest through the beautification of open spaces, the grouping of buildings to secure pleasing perspectives, silhouettes, and panoramas, the redesign of streets and public squares, and the decoration of the city by the proper disposition of appropriate monuments commemorating those who have made important contributions to the life of the Nation.

This Roumanian planner has adapted to his particular problems some of the methods observed in the study of American, English, French, and German planning. The results are interesting and instructive.

H. K. M.

COMMUNICATION AGENCIES AND SOCIAL LIFE. By MALCOLM M. WILLEY and STUART A. RICE. New York, McGraw-Hill Book Company, Inc., 1933. 229 pages. Charts, tables. $9\frac{1}{4} \times 6\frac{1}{4}$ inches. (Recent Social Trends Monographs.) Price \$2.50.

Communication has undoubtedly been perfected far beyond the expectations of many, and probably will excel in the future some of the dreams of the present advanced communication thinkers. The authors have set forth in this book significant data interpreting the present-day facilities which the public has at its command. They include in their field of study the general transportation agencies operating by rail, highway, air, and water; those communication agencies such as the postal service, telephone, and telegraph; and finally, the agencies of mass impression—the newspaper and the radio—all of which have come to play such an integral part in our social life that we are hardly conscious of them until some emergency snaps them momentarily into our consciousness.

The authors have not left the reader with only a mass of organized authoritative data, but have endeavored to point it up with its social relationships, both to the individual and to the community. They are fully aware of the need for integration and adjustment of the various forms of communication to meet the competition that exists between the agencies, not only for support but for actual "life" in some cases; to govern it for public purpose; and to orient it for the proper balance between local and standardizing influences.

The volume will be of interest to all those engaged in or associated with large-scale planning.

JUSTIN R. HARTZOG

THE AMERICAN TRANSPORTATION PROBLEM. By HAROLD G. MOULTON and ASSOCIATES. Washington, D. C., The Brookings Institution, 1933. 915 pages. Illus., graphs, charts, tables. $8\frac{1}{2} \times 5\frac{3}{4}$ inches. Price \$3.00.

Whoever would gain a well-rounded picture of the present-day problem of transporting persons and commodities throughout the nation in the most efficient manner, whether by railroad, highway, inland waterway, air transport, or pipe line, should study this research, which was prepared for the National Transportation Committee. The report of the Committee, of which the late Calvin Coolidge was Chairman, is included in the volume.

Railroads, as probably the most important single element in the national transportation system, naturally receive the greatest amount of attention but the other systems of transport and both their present and desirable relations to the railroads and to each other are carefully studied. Conclusions

regarding methods of transport, financing, regulation, taxation, consolidation, terminal unification, and so forth are reached after the presentation and analysis of an enormous amount of data. One chapter presents important relations between systems of transportation and city planning.

On the basis of these studies the researchers present their recommendations for a new national transportation policy.

H. K. M.

AMERICANS AT PLAY. By JESSE FREDERICK STEINER. New York, McGraw-Hill Book Company, Inc., 1933. 201 pages. Tables. $9\frac{1}{4}$ x $6\frac{1}{4}$ inches. (Recent Social Trends Monographs.) Price \$2.50.

"Americans at Play" is part of a comprehensive survey of many social changes which are proceeding simultaneously, examined with an eye to their reaction one upon another. This research corresponds in method with the other Monographs prepared under the direction of the President's Research Committee on Social Trends. It is restricted to the analysis of objective data. The point of view is in some respects a narrow one, the author describing recreation as justified by health and efficiency, and making little or no reference to its contribution to joy, education, or the various forms of creative life, as set forth in such a book as "Education Through Recreation," by L. P. Jacks, the English educator. The volume deals only with changes and trends. The principal subjects discussed are parks and playgrounds, competitive sports and games, commercial amusements, and pleasure travel.

The background which he presents is that Americans have been pioneers without much leisure. They were also Puritans, with a fear of pleasure, from which influence he feels they have now reacted. The rise of interest in recreation did not occur until the latter half of the nineteenth century, mainly in the last forty years. Urban park development, he holds, has taken place largely during the last twenty-five years. He makes the statement that the "park properties were first developed by horticultural experts, and were not regarded as suitable places for active games and sports," which seems scarcely an accurate expression of what happened.

There is little reference in the book to the contribution of planning and design to outdoor recreation, except a reference to city planning and public recreation. It is stated that the hit-or-miss manner of growth of American cities during the last century precluded any widespread efforts to set aside park lands of sufficient extent to meet future recreational needs. There appears to be a failure to recognize recent advances in comprehensive planning, and the authority which municipalities, counties, and states now have to provide the land necessary for parks and other recreational areas.

The estimated annual cost of American recreation within the field included in this Monograph was put at \$10,165,857,000 (1930). The author believes that "there can be no doubt of the present trend away from the more simple and less expensive leisure time pursuits to those that are more costly."

A summary of opinion about the book might be put in this way. It deals with trends primarily, and with little else. These trends show the direction of change, its scale, and rapidity. They are supported by fifty-two tables of statistics and figures gathered from many varied, authoritative sources, but there are no graphs nor diagrams nor other illustrative material. There is no significant comparison with trends in other subjects, nor trends in the same subjects in other countries. No comparison is made with the increase in wealth in America, nor in population. There is no play yardstick, no indication of the trend in design or construction. The book is not critical nor constructive, except so far as the presentation of trends may be so considered. Nevertheless, the author has done well what he set out to do, and what he set out to do was worth doing.

JOHN NOLEN

ONE HUNDRED YEARS OF LAND VALUES IN CHICAGO: The Relationship of the Growth of Chicago to the Rise in its Land Values, 1830-1933. By HOMER HOYT. Chicago, The University of Chicago Press, 1933. 519 pages. Illus., maps and plans, tables. $9\frac{1}{4}$ x $6\frac{1}{4}$ inches. Price \$5.00.

City planners are constantly seeking more facts and more kinds of facts as a basis for their physical plans. For much of these data they hopefully turn to the sociologist, the economist, and students of other social sciences. It is a matter of congratulation to find these investigators themselves constantly extending their fields of research. The subject of the present volume is a case in point. The city planner needs to know how city land values have reacted in the past and also to have a dispassionate interpretation of these reactions throwing light on their probable trends in the future. No research could be more effective for this purpose than this painstaking, scholarly investigation of the land values of a great city over a long period of years.

Mr. Hoyt traces and charts the course of Chicago land values, excluding buildings, and their relation to its growth in population and to business conditions from the 1830 "hamlet of a dozen log huts" to the present time, noting particularly each boom and depression. He then analyzes the major factors:—demand, supply, differences in values, and long-run trends, both for the entire city and for each district. Finally he uncovers the precise nature of the cyclical character of city land values, considering Chicago as exhibiting only local variations from the broader forces operating throughout the United States. It is a satisfaction to find the data brought up to and including September, 1933. The more than one hundred figures in the book contribute not a little to the reader's ready grasp of Mr. Hoyt's able presentation.

ARTHUR C. COMEY

FLIGHT FROM THE CITY. By RALPH BORSODI. New York, Harper and Brothers, 1933. 194 pages. Illus., plans, tables. $8\frac{1}{4} \times 5\frac{3}{4}$ inches. Price \$2.50.

In 1920, the year of the serious housing shortage, Mr. Borsodi and his family moved to the country outside of New York City and established a self-sustaining homestead.

The account of this successful experiment is particularly significant today when the Federal Government is sponsoring subsistence homesteads on a large scale. It demonstrates conclusively that an intelligent, well-fitted man can hope to be successful. In fact, the Borsodis were so successful and enjoyed the country life so much that subsistence farming, for them, proved to be the "good life" rather than a "cyclone cellar," to be abandoned as soon as the immediate storms had passed. It is to be hoped that there will be other Borsodis among the people whom the Government is placing on its subsistence projects.

The experiment of Mr. Borsodi and his family was based upon principles which for them, at least, have proved sound. Their garden production was supplemented by part-time earnings elsewhere to furnish cash income for the purchase of goods, machinery, and so forth, which could not be raised on the farm.

The Borsodis produced only the amount of goods which they, themselves, could consume—nothing for sale—because they discovered that surplus production and sale were not a profitable use of their time and because these practices would place them in the class of farm industrialists, subject to all the uncertainties and hazards of the market. For example, they replaced a cow with two goats because the cow gave so much milk that they found themselves becoming dairy producers rather than subsistence farmers. On the other hand, they found that domestic production and consumption, free from sales and transportation costs, does pay in actual dollars and cents.

Drudgery was reduced to the minimum by the utilization of all possible power and labor-saving devices, necessitating a considerable amount of capital. However, all the machinery need not be accumulated at once. The absolutely essential initial investment is comparatively small. It seems to the reviewer that the Government might better loan or even give the settlers the necessary minimum of capital than expend in the long run probably even more in the form of doles. Mr. Borsodi believes that it is feasible to place a substantial minority of our population on self-sustaining homesteads and describes in some detail a project of this character at Dayton, Ohio.

Planners will find in this book a wealth of experience in a comparatively new field of endeavor in which the Nation has embarked.

H. K. M.

**THE TOWN AND COUNTRY PLANNING ACT, 1932, EXPLAINED:
A Guide to the Law and Practice of Town and Regional Planning.**

By REGINALD POOLE. With foreword by Patrick Abercrombie. Liverpool, The University Press of Liverpool, and London, Hodder & Stoughton Ltd., 1933. 136 pages. $7\frac{1}{2}$ x 5 inches. Price 3s. 6d.

**TOWN AND REGIONAL DEVELOPMENT: A Guide to the Town and
Country Planning Act, 1932.**

By H. CHAPMAN. London, J. M. Dent & Sons Ltd., 1933. 245 pages. $8\frac{3}{4}$ x 6 inches. Price 10s. 6d.

The need of textbooks explaining the British Town and Country Planning Act of 1932 becomes evident when one realizes that town planning legislation in Great Britain has grown to such length and complexity that ninety pages are required to set forth the 1932 Act, whereas only nine pages were required to deal with town planning in the original Act of 1909.

The primary purpose of these two excellent books is to analyze and interpret the Act for the benefit of those directly concerned with its administration,—a purpose well accomplished. American readers, less interested in studying administrative details than in securing a general understanding of the law, will appreciate Mr. Chapman's inclusion of a chapter recounting progress in town and regional development, and one presenting a general explanation of the Act. His book has the further advantage of including in an appendix the complete text of the Act and additional regulations.

H. K. M.

VOCATIONAL GUIDANCE IN ENGINEERING LINES. Elicited and edited by the AMERICAN ASSOCIATION OF ENGINEERS. Easton, Pa., The Mack Printing Company, 1933. 521 pages. Illus., tables. $9\frac{1}{4}$ x $6\frac{1}{4}$ inches. Price \$2.50.

Although intended primarily as a guide for students considering engineering as a profession, this book should prove interesting and valuable to those engineers who would gain a well-rounded picture of their profession and to the general public who are perhaps prone to think of an engineer as a man who drives a locomotive or operates a stationary engine. The volume is authoritative and instructive.

Planners will be particularly interested in a well-considered chapter on "City Planning Engineering," written by the late Morris Knowles and included among the forty-odd "engineering specialties." Mr. Knowles points out that city planning is not the exclusive field of any one profession and that "unless there is general coöperation by all in modern city planning, the work cannot be well done."

H. K. M.

LIST OF PLAN REPORTS IN THE UNITED STATES, 1933

Compiled in the Library of the
 Schools of Landscape Architecture and City Planning at Harvard University
 By KATHERINE McNAMARA, Librarian

- CALIFORNIA.** CALIFORNIA COUNTY PLANNING COMMISSIONERS ASSOCIATION, AND CALIFORNIA STATE CHAMBER OF COMMERCE. Activities and accomplishments of county planning commissions in California. [San Francisco, California State Chamber of Commerce], 1933. 15p. mimeographed.
- CHICAGO, ILL., AND REGION.** PLAN COMMISSION. The Chicago plan in 1933: twenty-five years of accomplishment. June 1, 1933. 24p. photos.
- . CITY COUNCIL. COMMITTEE ON TRAFFIC AND PUBLIC SAFETY. The Greater Chicago traffic area: a preliminary report on the major traffic facts of the city of Chicago and the surrounding region, prepared for the Illinois Commission on Future Road Program. August 1932. 35p. maps and plans. (Miller McClintock, consultant.)
- . A limited way plan for the Greater Chicago traffic area: a physical and fiscal program for limited way construction in the city of Chicago and in the surrounding region. October 1933. 103p. photos., maps and plans, diags., cross sections, charts. (Miller McClintock, consultant.)
- . Limited ways for the Greater Chicago traffic area: a report prepared for the Illinois Commission on Future Road Program. December 1932. 57p. photos., maps and plans, tables. (Miller McClintock, consultant.)
- DOUGLAS COUNTY, WIS.** AUST, FRANZ A., AND WALTER A. DUFFY. Rural-regional plan. Preliminary report: part one. [1933.] 30p. mimeographed. colored maps and plans.
- FAIRFIELD COUNTY, CONN.** PLANNING ASSOCIATION. Fairfield: first planned county in New England. Report on the first year of the plan. June 1933. 12p. photos., maps and plans.
- . Merritt Parkway number. November 1933. 12p. photos., maps and plans.
- ILLINOIS.** COMMISSION ON FUTURE ROAD PROGRAM. Report. Springfield, Ill., 1933. 73p. tables.
- IOWA.** CRANE, JACOB L., AND GEORGE WHEELER OLCOTT. Report on the Iowa twenty-five year conservation plan. Des Moines, Iowa Board of Conservation and Iowa Fish and Game Commission, 1933. 176p. photos., maps and plans, tables, cartoons.
- KENILWORTH, ILL.** Ten year report of municipal progress. Assembled by F. L. Streed, village manager. September 1932. 16p. lithographed. photos., diags., tables.

- LOS ANGELES, CAL.** BOARD OF CITY PLANNING COMMISSIONERS. Annual report, July 1932 to June 1933. 30p. photos., maps and plans, perspectives, charts, tables.
- MASSACHUSETTS.** SPECIAL COMMISSION ESTABLISHED TO STUDY AND REVISE THE LAWS RELATIVE TO ZONING, TOWN PLANNING AND THE REGULATION OF BILLBOARDS AND OTHER ADVERTISING DEVICES. Final report. Boston, January 1933. 185p. (House document no. 1240.)
- MILWAUKEE, WIS.** MAYOR'S HOUSING COMMISSION. Report, September 1933. 28p. maps and plans (one folded), sketch, charts.
- MINNEAPOLIS, MINN.** BOARD OF PARK COMMISSIONERS. Retrospective sketch of the first half-century of Minneapolis park development, 1883-1933. 20p. lithoprinted. maps and plans, tables (part folded).
- . CITY PLANNING COMMISSION. Annual reports, January 1932. Presenting a condensed report on the activities of the City Planning Commission from January 1, 1925 to January 1, 1932. 180p. mimeographed. photos., maps and plans, charts, tables.
- MONROE COUNTY, N. Y.** REGIONAL PLANNING BOARD. Fifth annual report, from January 1, to December 31, 1933. Rochester, N. Y., 1933. [71]p. mimeographed. maps and plans, chart, tables.
- . Financial statistics of the town of Gates, as a basis for financial planning or budgeting. Rochester, N. Y., 1933. 145p. mimeographed. maps, charts, tables.
- . Origin and destination survey and analysis of the South East Quadrant of Monroe County. Prepared by Wilbur C. Slayton, assistant engineer. Rochester, N. Y., May 1933. 7p. mimeographed. maps, table.
- . A planning study of Gates: being part of a regional planning study of Monroe County, entitled Town and county planning. Rochester, N. Y., 1933. [75]p. mimeographed. maps and plans, charts, tables.
- Owing to the drastic reduction of its 1934 budget, the Monroe County Regional Planning Board finds it impossible to continue its policy of supplying its publications without cost to those who request them. In order to share a small portion of the cost of publication and mailing, it asks that thirty-five cents in stamps be sent for each copy requested.
- NEW YORK CITY AND METROPOLITAN REGION.** REGIONAL PLAN ASSOCIATION, INC. From plan to reality. A report of four years' progress on the regional development of New York and its environs, with a program of present needs and opportunities. New York, The Association, 1933. 142p. photos., maps and plans (part folded), sketches, tables.
- ROCHESTER, N. Y.** See **MONROE COUNTY, N. Y.**
- SANTA BARBARA COUNTY, CAL.** PLANNING COMMISSION. A résumé of its work and activities. [Santa Barbara], July 1932. 12p. (L. Deming Tilton, director of planning.)

- ST. PAUL, MINN.** COMMITTEE ON ADDITION PLATS. Report to the City Planning Board, Mar. 21, 1933. 7p. mimeographed.
- TEANECK, N. J.** PLANNING BOARD. The Teaneck Plan. 1933. 43p. photos., plans (one folded), sketches. (Technical Advisory Corporation, consulting engineers.)
- TUCSON, ARIZ.** GOODRICH, ERNEST P. Report of preliminary investigations of city and regional planning needs of Tucson, Arizona. March 23, 1932. 17p. typewritten.
- WISCONSIN.** COMMITTEE ON LAND USE AND FORESTRY. Forest land use in Wisconsin. Madison, Wis., April 1932. 156p. maps, diags., charts, tables.

OTHER RECENT PUBLICATIONS RECEIVED

CITY PLANNING is glad to receive for listing in this department pamphlets and documents of professional interest to its readers. The publications it thus receives are filed for permanent reference in the Library of the School of City Planning of Harvard University.

- ABERCROMBIE, PATRICK.** Town and country planning. London, Thornton Butterworth Ltd., 1933. 256 pages. Illus., plans. Price 2s. 6d. (Home University Library of Modern Knowledge.)
- ADSHEAD, S. D.** The West Essex regional planning scheme, 1933: the report prepared for the Advisory Joint Town Planning Committee. London, J. Alexander & Co., 1933. 120 pages. Illus., maps and plans (part folded and colored). Price 5s. 6d.
- ALBERT RUSSEL ERSKINE BUREAU FOR STREET TRAFFIC RESEARCH, HARVARD UNIVERSITY.** Street traffic bibliography: a selected and annotated bibliography of the literature of street traffic control and related subjects, 1920-1933. [Compiled by] Miller McClintock, director, and Joseph Wright, librarian. Cambridge, Mass., 1933. 223 pages. Mimeographed. Price \$1.00.
- BANBURY (ENGLAND) AND DISTRICT JOINT REGIONAL PLANNING COMMITTEE.** The regional planning of Banbury and district: an explanatory memorandum. Banbury, The Committee, 1933. 24 pages. Price 6d.
- BORSODI, RALPH.** This ugly civilization. 2d ed. New York, Harper and Bros., 1933. 468 pages. Diags., tables. Price \$3.00.
- CALCUTTA (INDIA) IMPROVEMENT TRUST.** Annual report on the operations of the Calcutta Improvement Trust for the year 1932-33. Calcutta, The Trust, 1933. 101 pages. Illus. Price Re. 1/- (with plan Rs. 2/-).
- CHICAGO PLAN COMMISSION.** Proceedings of the thirty-third meeting of the Chicago Plan Commission. . . May 18, 1933. Chicago, The Commission, 1933. 24 pages.
- CLARKE, JOHN J.** Outlines of the law of housing & planning, including public health, highways and the acquisition of land. With an introduction by the Rt. Hon. Sir Leslie Scott, K. C. London, Sir Isaac Pitman & Sons, Ltd., 1933. 297 pages. Price 7s. 6d.
- CLAYTON, C. F., and L. J. PEET.** Land utilization as a basis of rural economic organization, based on a study of land utilization and related problems in 13 hill towns of Vermont. Burlington, Vt., University of Vermont and State Agricultural College, Vermont Experiment Station, in coöperation with the Bureau of Agricultural Economics of the U. S. Department of Agriculture and the Vermont Forest Service, June 1933. 144 pages + 15 plates. Graphs, tables, maps (part colored and folded). (Bulletin 357.)

- CONTRERAS, CARLOS. El plano regulador del distrito federal. [Mexico City], 1933. 51 pages. Illus., maps and plans (one folded).
- CORT, CÉSAR. Murcia: un ejemplo sencillo de trazado urbano. Madrid, Sucesores de Rivadeneyra, S. A., 1932. 367 pages. Illus., maps and plans (one folded). Price Ptas. 50.
- DANGER, RENÉ. Cours d'urbanisme. (Technique des plans d'aménagement de villes.) Préface de M. Risler. Paris, Librairie de l'Enseignement Technique, 1933. 358 pages. Illus., plans. Price 90 fr.
- FEDERAL EMERGENCY ADMINISTRATION OF PUBLIC WORKS. NATIONAL PLANNING BOARD. Circular letters, Aug. 21, 1933 to date. Washington, The Board, Aug. 21, 1933 to date. Mimeographed.
 1. 2. Suggestions to regional advisers. 3. Progress report: status and stimulation of planning regions, states and cities. 4. Large scale regional and rural land planning. 5. Federal assistance for planning. 6. State planning and status of organization and work (containing list of personnel of state planning organizations).
- FRED L. LAVANBURG FOUNDATION and HAMILTON HOUSE. What happened to 386 families who were compelled to vacate their slum dwellings to make way for a large housing project? New York, Fred L. Lavanburg Foundation, 1933. 12 pages.
- GREATER LONDON (ENGLAND) REGIONAL PLANNING COMMITTEE. Second report. March 1933. London, Knapp, Drewett & Sons Ltd., 1933. 111 pages. Illus., maps and plans (part folded). Price 7s. 6d.
- HEYDECKER, WAYNE D. Report on the preparation of the land value map of Westchester County, 1932-33. With a foreword by Carl H. Pforzheimer. Westchester County Emergency Work Bureau, Oct. 1933. 25 pages + folded chart. Lithoprinted. Maps.
- JACOBS, NATHAN B. Utility distribution systems in housing projects. Reprinted from the *Journal of the American Water Works Association*, May 1933. 12 pages.
- JEANES, W. W. Housing of families of the American Federation of Full-fashioned Hosiery Workers, Local nos. 1 and 39, Philadelphia, June-July 1932. Philadelphia, Kastner & Stonorov, architects, 1933. 69 pages. Maps, graphs, tables. Price \$1.00. (Bryn Mawr College, Carola Woerishoffer Graduate Department of Social Economy and Social Research, Studies in Social Economy.)
- LONG ISLAND STATE PARK COMMISSION. Jones Beach State Park, 1933. [Jones Beach, The Commission], 1933. [28] pages. Illus., map and plan.
- LOS ANGELES (CAL.) COUNTY. Ordinance no. 2351 (new series). An ordinance providing local regulations for the subdivision of land within the unincorporated territory of the County of Los Angeles, and for the preparation and presentation of subdivision maps thereof. Adopted Oct. 9, 1933. 1 page folded.
- MACFADYEN, DUGALD. Sir Ebenezer Howard and the town planning movement. Manchester, England, The University Press, 1933. 166 pages. Illus., maps (part folded). Price 10s. 6d.
- MARINER, ELWYN E. Condemnation procedure and land purchase practices in New York State municipalities. Albany, N. Y., State Conference of Mayors and Other Municipal Officials, Bureau of Training and Research, 1933. 59 pages. Price \$1.00. (Publication no. 21.)
- MASSACHUSETTS. An Act revising the municipal zoning laws. [Chap. 269.] Approved June 16, 1933. 7 pages.
- . DEPARTMENT OF PUBLIC WELFARE. DIVISION OF HOUSING AND TOWN PLANNING. Annual report for the year ending Nov. 30, 1933. Edward T. Hartman, consultant on planning. [Boston], The Department, 1933. 12 pages. (Public document no. 103.)
- . SUPREME JUDICIAL COURT. Brief for respondents [in three recent outdoor advertising cases]. [Boston, Goodwin, Procter & Hoar], Nov. 1933. 209 pages + folded tables. Price \$1.00. (Suffolk County: in Equity no. 3201.)

- MILLER, SIDNEY L. Inland transportation: principles and policies. A revision and extension of *Railway Transportation*. New York, McGraw-Hill Book Co., Inc., 1933. 822 pages. Maps, graphs, diags. Price \$4.00.
- NATIONAL ASSOCIATION OF HOUSING OFFICIALS. State laws for public housing: a memorandum on the drafting of enabling acts for public housing agencies. Chicago, The Association, 1934. 18 pages. Free to officials; price to others, 25 cents.
- NATIONAL CONFERENCE ON CITY PLANNING. Planning problems and national recovery: planning problems presented at the twenty-fifth National Conference on City Planning held jointly with the American Civic Association at Baltimore, Md., Oct. 9-11, 1933. Philadelphia, published for the Conference by Wm. F. Fell Co., 1933. 158 pages. Price \$3.00.
- NATIONAL CONFERENCE ON LAND UTILIZATION. Proceedings. Chicago, Ill., Nov. 19-21, 1931. Washington, Government Printing Office, 1932. 251 pages. Maps, graphs. Price 20 cents.
- NATIONAL CONFERENCE ON SLUM CLEARANCE. Proceedings. Cleveland, O., July 6-7, 1933. 123 pages. Price \$3.00.
- NATIONAL LAND-USE PLANNING COMMITTEE. First annual report (from date of organization to June 30, 1933). Washington, The Committee, July 1933. 19 pages. Mimeographed. (Publication no. V.)
- N. H. STATE PLANNING BOARD. Town and city zoning and planning primer. Concord, N. H., distributed by the State Development Commission, [1934]. 31 pages. Map.
- N. Y. STATE BOARD OF HOUSING. Report to Governor Herbert H. Lehman and to the Legislature of the State of New York. Albany, 1933. 88 pages. Graphs, tables. (Legislative document, 1933, no. 112.)
- NEWMAN, BERNARD J. Housing in Philadelphia, 1932. Philadelphia, The Philadelphia Housing Association, 1933. 38 pages. Maps, diags. Price 25 cents.
- OHIO STATE PLANNING CONFERENCE. Proceedings of the fifteenth annual meeting, Oct. 19 and 20, 1933, Columbus, O. Edited by John M. Picton, Jr. Cincinnati, The Conference, 1933. 53 pages. Mimeographed. Price \$1.00.
- PERRY, CLARENCE ARTHUR. The rebuilding of blighted areas: a study of the neighborhood unit in replanning and plot assemblage. Architectural and planning studies under the direction of C. Earl Morrow. New York, Regional Plan Association, Inc., 1933. 59 pages. Illus., plans. Price \$2.00.
- PUBLIC ADMINISTRATION SERVICE and COMMITTEE ON UNIFORM STREET AND SANITATION RECORDS. Manual of public works records and administration based upon an installation made in Flint, Mich. Prepared for the Michigan Municipal League by Donald C. Stone, Walter O. Harris, Gustave A. Moe, and Howard Hopkin. Chicago, Public Administration Service, 1933. 72 pages. Lithoprinted. Price 75 cents. (Publication no. 35.)
- ROHLFING, CHARLES C. The airport approach. Reprinted from *Air Law Review*, Apr. 1933. New York, New York University School of Law, 1933. 9 pages.
- ROYER, JEAN, editor. L'urbanisme aux colonies et dans les pays tropicaux: communications & rapports du Congrès International de l'Urbanisme aux Colonies et dans les Pays de Latitude Intertropicale. Préface de M. le Maréchal Lyautey. Tome premier. Nevers, Fortin, Imprimeur, 1932. 388 pages. Illus., maps and plans. Price 120 fr.
- SCHLESINGER, ARTHUR MEIER. The rise of the city, 1878-1898. New York, The Macmillan Co., 1933. 494 pages. Illus. Price \$4.00. (A History of American Life, vol. X.)
- SHIPLEY, FREDERICK W. Agrippa's building activities in Rome. St. Louis, Mo., Washington University, 1933. 97 pages. Map and plans. Price \$1.25. (Washington University Studies—new series: Language and literature, no. 4.)

- SHURTLLEFF, FLAVEL, GEORGE MCANENY, and ALFRED BETTMAN. Constructive economy in government: saving by planning. Preprinted from *The National Municipal Review*, Oct. 1933. 6 pages. (You and Your Government Series V, Lecture no. 15, delivered Sept. 26, 1933, over a nationwide network of the National Broadcasting Co.)
- SIMONSON, WILBUR H. Planning for roadside improvement. Photostatic copy of an article in *Landscape Architecture*, July 1933. [13] pages.
- SOCIAL RESEARCH: an international quarterly of political and social science. Vol. I, no. 1, Feb. 1934. Published by the New School for Social Research, Inc., 66 West Twelfth St., New York, N. Y. Subscription, \$2.00 a year, 50 cents a single copy.
- SOUTH JERSEY PORT COMMISSION. Seventh annual report to the Legislature of New Jersey. Camden, N. J., Jan. 30, 1933. 32 pages. Illus.
- STOCKHOLM, SWEDEN. CITY PLANNING COMMISSION. JUDGING COMMITTEE. Report: Competition for a town-plan for the part of Stockholm designated Nedre Norrmalm (Lower Norrmalm). Stockholm, The Commission, 1934. 103 pages.
- STODIECK, KARL. Der wirtschaftliche Ausbau der Grossstadt. Berlin, VDI-Verlag, 1933. 59 pages + folded diags. Graphs, tables. Price RM 3.
- THOMPSON, WARREN S., and P. K. WHELPTON. Population trends in the United States. New York, McGraw-Hill Book Co., Inc., 1933. 415 pages. Graphs, tables. Price \$4.00. (Recent Social Trends monographs.)
- VEREENIGING VAN NEDERLANDSCHE GEMEENTEN EN NEDERLANDSCH INSTITUUT VOOR VOLKSHUISVESTING EN STEDEBOUW. Rapport betreffende de vereffening van ongelijkmatige gevolgen voor de grondeigenaren ten gevolge van uitbreidingsplannen, rooilijnen en plannen tot verbetering binnen de bebouwing. [Amsterdam], Nederlandsch Instituut voor Volkshuisvesting en Stedebouw, 1933. (Publication no. XXXIX.)
- WATSON, HENRY. Street traffic flow. London, Chapman and Hall, Ltd., 1933. 395 pages. Illus., plans. Price 21s.
- WILCOX, JEROME K. NRA. The new deal for business and industry: a bibliography, May-Aug. 1933, together with a list of official publications of other new governmental agencies. Compiled for the John Crerar Library. Chicago, American Library Association, 1933. 78 pages. Mimeographed. Price 75 cents.

COÖRDINATED TRANSPORTATION ESSENTIAL

Of vital importance to the social and economic life of the State is the efficiency with which people and goods are transported by rail, highway, water and air. . . . We need to restudy our transportation system in relation to rural and urban development; power supply and transmission; probable distribution, growth and size of industrial areas; present and potential agricultural production; and to ports, terminals and markets for distribution of goods. . . . We must work out a practical method of integrating the different units so as to use each method in its most efficient and economic form.—*Fifth Circular Letter*, NATIONAL PLANNING BOARD.

BACK NUMBERS OF CITY PLANNING

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

ASSESSMENT

- What We Don't Know about Special Assessments
Walter H. Blucher
- Planning Progress in Saint Louis
Harland Bartholomew
- A New Idea in Special Assessments
Charles Herrick
- 3 issues, set \$1.50**

BUILDINGS—HEIGHT

- The Economic Spiral (National Conference Roundtable)
J. Rowland Bibbins
- The Third Dimension
Richmond D. Moot
- Principles Which Should Control Limitations in Bulk of Buildings
Frederick Law Olmsted
- 3 issues, set \$1.50**

CITY PLANNING—U. S. SURVEYS

- Survey of City and Regional Planning in the United States (1924-1925-1926-1927-1928-1929-1931)
Theodora Kimball Hubbard
- Trends in Present-day City Planning in the United States (1930-1931)
Harold S. Buttenheim
- 8 issues, set \$3.00**

CITY PLANNING—U. S.

- City Planning in the United States
Alfred Agache
- A New Plan for Historic Alexandria, Virginia
Irving C. Root
- Planning for Boston—1630-1930
Elisabeth M. Herlihy
- Waterfront Boulevard Development in Charleston
R. S. MacElwee
- "What of the City"—Chicago. I. II.
Charles B. Ball
- Cleveland's Planning Progress
Charles E. Conley and William J. Murphy
- Promoting Planning in Cleveland
Charlotte Rumbold
- City Planning in Dallas
John E. Surratt
- The Plan for Greater Dallas
E. A. Wood
- Denver Makes a Plan
Arthur Hawthorne Carhart
- City Planning Future for Des Moines
J. Haslett Bell
- Des Moines Comprehensive City Plan: Its Background and Promise
James B. Weaver
- City Planning in Detroit
Walter H. Blucher
- (con.)

CITY PLANNING—U. S. (con.)

- Dubuque Plans Anew
John Nolen and J. R. Hartzog
- Ten Years of City Planning in Evansville
Raymond W. Blanchard
- Fort Worth, Texas
Harland Bartholomew
- A City Government and City Planning—Memphis
The Hon. Rowlett Paine, Mayor
- Milwaukee's Efforts in City and Regional Planning
C. B. Whitnall
- "Dare and Do" in City Planning—Oklahoma City
- City Planning in Philadelphia
Andrew Wright Crawford
- City Planning in Portland, Oregon
Howard K. Mehlinick
- Roanoke's Planning Action in City and County
John Nolen
- City Planning in Rochester
Edwin A. Fisher
- Planning Progress in Saint Louis
Harland Bartholomew
- Saint Paul Moves Forward
Gerhard Bundlie
- City Planning in Saint Paul
George H. Herrold
- Progress of City Planning in Texas
Louis P. Head
- Planning Washington and Its Environs
Charles W. Eliot 2nd
- 19 issues, set \$8.00**

CITY PLANNING—FOREIGN

- The After-Conference Tour (France, Spain)
Gordon J. Culham
- The Development of City Planning in Germany
John Nolen
- National Planning Project for the Republic of Mexico
Carlos Contreras
- City Planning in Poland
Waclaw Wrzesien
- City Planning in Soviet Russia
Robert Whitten
- City Planning Activity in Spain
Harry B. Brainerd
- 6 issues, set \$3.00**

CIVIC CENTERS—U. S.

- Promoting Planning in Cleveland
Charlotte Rumbold
- Denver Makes a Plan
Arthur Hawthorne Carhart
- Des Moines Parks and Civic Center
J. N. Darling
- 3 issues, set \$1.50**

- ECONOMIC CONSIDERATIONS**
 Why the Automobile Industry Should Believe in City Planning
 Paul G. Hoffman
 Blighted Districts: Their Cause and Cure
 C. Earl Morrow and Charles Herrick
 The Responsibilities of Realtors in City Planning
 J. C. Nichols
 The Chamber of Commerce and City Planning
 John Ihlder
 Why City Planning is Good for Sound Real Estate Development
 L. F. Eppich
 Preventive Planning
 L. Deming Tilton
 City Planning and Economy
 Thomas Adams
 The Effect of the Depression on City Building in Texas
 John E. Surratt
7 issues, set \$3.00

- ESTHETIC CONSIDERATIONS**
 Architectural Imagination in City Building
 Harvey Wiley Corbett
 Architecture and City Planning
 Eliel Saarinen
 The Art of City Planning
 Raymond Unwin
 The City as a Work of Art
 Charles Moore
4 issues, set \$2.00

- FINANCIAL CONSIDERATIONS**
 What We Don't Know about Special Assessments
 Walter H. Blucher
 Planning Progress in Saint Louis
 Harland Bartholomew
 A New Idea in Special Assessments
 Charles Herrick
 Promotion vs. Prohibition in City Planning
 Charles W. Eliot 2nd
 The Long-term Financial Program as an Aid to City Planners
 A. E. Buck
5 issues, set \$2.50

- LAND SUBDIVISION**
 A Study of Municipal and County Regulations for Subdivision Control. I. II.
 Howard K. Menhinick
 Playgrounds in New Land Subdivisions
 William E. Harmon
 Land Subdivision: The Effect of Density on Acreage Values and on Lot Values
 Robert Whitten
 Interior Block Playgrounds in High Class Residential Developments
 S. Herbert Hare
 The Enforcement of Deed Restrictions
 Charles S. Ascher
6 issues, set \$3.00

- PARKS**
 Des Moines Parks and Civic Center
 J. N. Darling
 Park and Recreation Areas in the City Plan
 T. K. and H. V. Hubbard
 Notes on Laying Out Roads for Pleasure Travel in Scenic Areas
 Frederick Law Olmsted
 What are Parks?
 Charles W. Eliot 2nd
 The Acquisition of Public Open Spaces
 Frank B. Williams
 A Park System for the Maryland-Washington Metropolitan District
 Roland W. Rogers
 Acquisition of Park Land in Connection with Real Estate Subdivisions
 S. Herbert Hare
7 issues, set \$3.00

- PLAYGROUNDS**
 Playgrounds in New Land Subdivisions
 William E. Harmon
 "Built-in Playgrounds"
 O. H. Koch
 Interior Block Playgrounds in High Class Residential Developments
 S. Herbert Hare
3 issues, set \$1.50

- PRACTITIONERS**
 The Responsibilities of Realtors in City Planning
 J. C. Nichols
 Interest of the Engineer in City Planning
 M. N. Baker
 The City Engineer and City Planning
 Morris Knowles and U. N. Arthur
 Architecture and City Planning
 Eliel Saarinen
 City Planning as a Professional Career
 Henry V. Hubbard and Howard K. Menhinick
4 issues, set \$2.00

- PUBLIC OPEN SPACES**
 The Community Forest and the Community Plan
 Charles Lathrop Pack
 "Built-in Playgrounds"
 O. H. Koch
 Park and Recreation Areas in the City Plan
 T. K. and H. V. Hubbard
 The Acquisition of Public Open Spaces
 Frank B. Williams
 Acquisition of Park Land in Connection with Real Estate Subdivisions
 S. Herbert Hare
5 issues, set \$2.50

- REGIONAL PLANNING—U. S.**
 The Circumferential Thoroughfares
 of the Metropolitan District of
 Boston
 Arthur A. Shurtleff
 Boston Metropolitan Planning
 Arthur A. Shurtleff
 The Division of Metropolitan Plan-
 ning, Boston
 Henry I. Harriman
 Regional Planning of Happy Valley,
 Tennessee
 John Nolen
 Two Years of Regional Planning in
 Los Angeles County
 Hugh R. Pomeroy
 The Unemployed Aid Regional Plan-
 ning in Los Angeles County
 Charles H. Diggs
 A Park System for the Maryland-
 Washington Metropolitan District
 Roland W. Rogers
 Planning Progress in Maryland-
 Washington Metropolitan District
 Irving C. Root
 Planning for Milwaukee County
 E. A. Howard
 Theory of Planning the Region as
 Exemplified by the Philadelphia
 Tri-State Plan
 Russell Van Nest Black
 The Philadelphia Tri-State Region
 Samuel P. Wetherill, Jr.
 The Declaration of Inter-dependence
 (Philadelphia)
 Robert Wheelwright
9 issues, set. \$1.00
- SOCIAL CONSIDERATIONS**
 Zoning and the Mobility of Urban
 Population
 Nels Anderson
 The Philosophy of City Planning
 Mayor James M. Curley
 "Quickening the Soul of a City"
 From an address by Dr. E. H.
 Cary
 Rapid Transit and Social Values
 Frederick Law Olmsted
 Blighted Districts: Their Cause and
 Cure
 C. Earl Morrow and Charles
 Herrick
4 issues, set. \$2.00
- STATE PLANNING**
 State Planning in Illinois and Iowa
 Jacob L. Crane, Jr.
 The New York State Regional Plan
 Clarence S. Stein
 State-wide Planning to Save the
 Beaches
 Tam Deering
3 issues, set. \$1.50

- STREET TRAFFIC REGULATION**
 Directional Traffic Control
 Richmond D. Moot
 Preventive and Palliative Measures
 for Street Traffic Relief
 Miller McClintock
 City Planning and Traffic Surveys
 Earl J. Reeder
3 issues, set. \$1.50

- STUDY AND TEACHING**
 Youth and City Planning
 Justin F. Kimball
 Local Geography as a Basis for
 Teaching City Planning
 Donald S. Gates
 City Planning as a Professional
 Career
 Henry V. Hubbard and Howard
 K. Menhinick
3 issues, set. \$1.50

- TECHNICAL PROCEDURE**
 The Technical Approach to the Study
 and Planning of Regions
 Thomas Adams
 Theory of Planning the Region as
 Exemplified by the Philadelphia
 Tri-State Plan
 Russell Van Nest Black
 How to Make a City Plan
 Harold M. Lewis
3 issues, set. \$1.50

- ZONING**
 The Fact Bases of Zoning
 Alfred Bettman
 Zoning and the Mobility of Urban
 Population
 Nels Anderson
 The Present State of Court Decisions
 on Zoning
 Alfred Bettman
 Use of the Police Power in City Plan-
 ning and Zoning
 Edward D. Landels
 Better Zoning for Easier Adminis-
 tration
 Russell Van Nest Black
 Principles Which Should Control
 Limitations in Bulk of Buildings
 Frederick Law Olmsted
6 issues, set. \$3.00

- ZONING—U. S.**
 Boston Zoning—Its First Birthday
 Elisabeth M. Herlihy
 The Buffalo Zoning Campaign
 A. Edmere Cabana
 Des Moines Experience with Zoning
 L. A. Jester
3 issues, set. \$1.50

Your order, specifying subjects of sets (ASSESSMENT, BUILDINGS—HEIGHT, etc.)
 and accompanied by check, should be sent to:

CITY PLANNING PUBLISHING CO.
 12 Prescott Street
 Cambridge, Massachusetts

Town Planning Review

(Issued from the Department of Civic Design,
University of Liverpool)

The only English magazine devoted
entirely to this subject. It deals with the
monumental, historical, and domestic aspects.

WESLEY DOUGILL, Editor

Advisory Committee:

PATRICK ABERCROMBIE

S. D. ADSHEAD

C. H. REILLY

Published at the
University Press of Liverpool
177 Brownlow Hill

Editorial Offices:
Abercromby Square, Liverpool

Price four shillings a copy: fifteen shillings a volume (4 copies)

The first fifteen volumes (with the exception of Vol. I, Nos. 1 and 2 and Vol. II, No. 1) are obtainable
at 20/- the Volume, bound in fawn cloth (boarded), or 15/- the Volume, unbound.

Vol. I, Nos. 3 and 4, and Vol. II, Nos. 2, 3, and 4, 5/- each.

Subscriptions may be sent to *City Planning*

HOUSTON, TEXAS

CITY PLANNING

OFFICIAL ORGAN OF
THE AMERICAN CITY PLANNING INSTITUTE
THE NATIONAL CONFERENCE ON CITY PLANNING



QUARTERLY
JULY 1934

THE SPOTLIGHT

of

intelligent criticism

FOCUSES

on

the

HARVARD CITY PLANNING STUDIES



AIRPORTS

H. V. Hubbard, M. McClintock, F. B. Williams

"... as complete and informative a compilation of airport material as has ever been published."—*Aviation*

\$3.50

BUILDING HEIGHT, BULK, AND FORM

G. B. Ford

"... practically all the known findings on the subject."
—*Architectural Forum*

\$3.50

NEIGHBORHOODS OF SMALL HOMES

R. Whitten and T. Adams

"... decidedly the finest piece of work on the subject."
—*National Real Estate Journal*

\$3.50

URBAN LAND USES

H. Bartholomew

"... contribution of facts, not theories."
—*Architectural Forum*

\$3.50

TRANSITION ZONING

A. C. Comey

"... real and valuable contribution to science of modern zoning."
—*National Municipal Review*

\$2.50



Send your order, with remittance, to
CITY PLANNING PUBLISHING COMPANY
12 Prescott Street, Cambridge, Massachusetts

CITY PLANNING

REGIONAL PLANNING—RURAL PLANNING—TOWN PLANNING



OFFICIAL ORGAN
AMERICAN CITY PLANNING INSTITUTE
NATIONAL CONFERENCE ON CITY PLANNING
QUARTERLY

Vol. X

JULY 1934

No. 3

CONTENTS

National Planning	CHARLES W. ELIOT 2D	103
Planning a Housing Project	WALTER H. BLUCHER	112
What Advance Planning Can Do for Ithaca	RALPH S. HOSMER	126
New Planning Opportunities	REXFORD NEWCOMB	129
CURRENT PROGRESS:— <i>Advisory Planning Now, Official Planning Later—A City Planning Resolution—Planning Board Justifies its Existence—Zoning a Small Town—Ithaca, Twenty-five Years from Now—Futile Town Planning—Freeways, Linear Zoning, and Subdivision Control</i>		132
ZONING ROUNDTABLE:— <i>Zoning and the State Plan</i>		139
LEGAL NOTES:— <i>Notes and Decisions</i>		141
N. C. C. P. & A. C. P. I. NEWS:— <i>Chicago Meeting of the Institute—1934 Planning Conference</i>		143
BOOK REVIEWS & LISTS:— <i>Reviews—A Subsistence Homesteads Bibliography—Recent Publications</i>		144

Published Quarterly at 11 Oak Street, Augusta, Maine, by

CITY PLANNING PUBLISHING CO.

GENERAL OFFICE: 12 PRESCOTT STREET, CAMBRIDGE, MASS.

HENRY VINCENT HUBBARD, EDITOR HOWARD K. MENHINICK, ASSISTANT EDITOR

CONTRIBUTING EDITORS

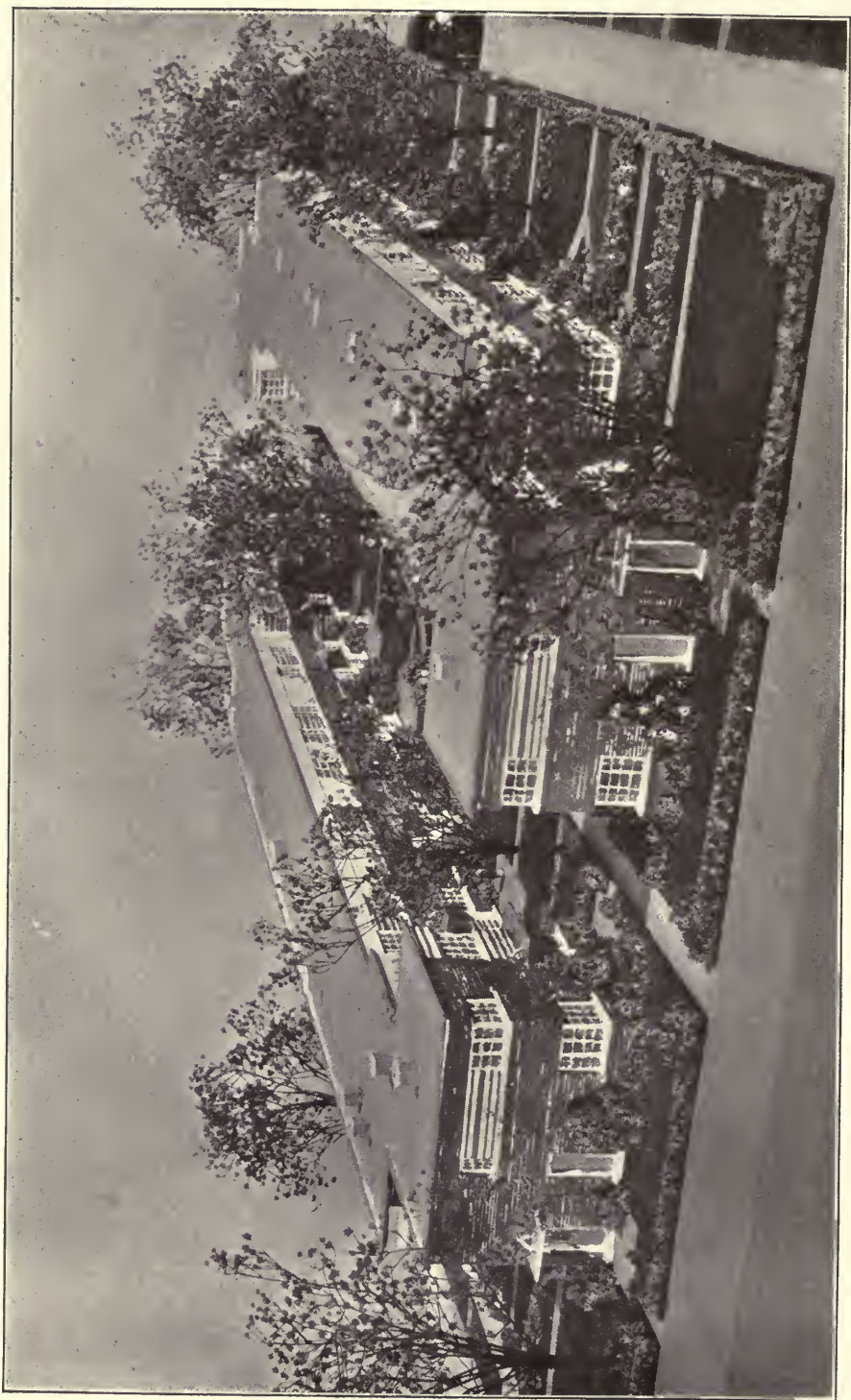
EDWARD M. BASSETT FRANK B. WILLIAMS JOHN NOLEN
FLAVEL SHURTLEFF THEODORA KIMBALL HUBBARD

ELIZABETH M. HOUSTON, ASSISTANT TO THE EDITORS

CARL RUST PARKER, *Business Manager*

75 cents a copy, \$3.00 a year (Foreign \$1.00 a copy, \$3.50 a year)

Copyright 1934, by Carl Rust Parker. Entered as second-class matter, April 8, 1925, at the Post Office at Augusta, Maine, under Act of Congress of March 3, 1879.



Photograph by Davis B. Hillmer

MODEL OF QUADRANGLE FOR DETROIT'S EAST SIDE BLIGHTED AREA

See "Planning a Housing Project," by Walter H. Blucher, page 112.

CITY PLANNING

OFFICIAL ORGAN
AMERICAN CITY PLANNING INSTITUTE
NATIONAL CONFERENCE ON CITY PLANNING
QUARTERLY

Vol. 10

July 1934

No. 3

NATIONAL PLANNING

By CHARLES W. ELIOT 2d

Executive Officer, National Planning Board

THE repeated emphasis put on national planning in almost every speech by President Roosevelt has made the American public conscious of "planning" as an active force and process.¹ Naturally, this new awareness of planning has produced a variety of reactions in the public mind, depending on the interpretations and meanings which are given to the word.

Those of us who have watched the progress of city and regional planning see in national planning a natural extension of familiar principles and policies which have proved their value to the "average citizen" in numerous communities. Others, without that association or previous contact with the term, see in it dangers of "regimentation," "interference with natural liberties," or some dreaded influence of an imagined "brain trust."

President Roosevelt himself says in the introduction to "Looking Forward":

I shall not speak of an economic life completely planned and regulated. That is as impossible as it is undesirable. I shall speak of the necessity, wherever it is imperative that government interfere to adjust parts of the economic structure of the nation, that there be a real community of interest—not only among the sections of this great country, but among the economic units and the various groups in these units; that there be a common participation in the work of remedial figures, planned on the basis of a shared common life, the low

¹An article based on two recent lectures in the course, "National and State Planning," at the Harvard School of City Planning.

as well as the high. On much of our present plans there is too much disposition to mistake the part for the whole, the head for the body, the captain for the company, the general for the army. I plead not for a class control but for a true concert of interests.

It seems to me that those who are worried or profess to be worried over the possible imposition of some kind of Russian Five Year Plan upon the American people are somewhat inconsistent. With one breath they denounce what they call "planning" and in the next, demand that the Administration in Washington put forward a "program" or a statement of the controlling inner purposes behind all the varied activities of the Federal Government,—in brief, they demand what others of us might call a "plan." Perhaps all that they really mean is that a Russian bugaboo has become a standard trick in playing politics.

Americans should realize that Soviet Russia did not invent national planning. Neither did President Roosevelt. Rather, it would be more accurate to say that the Constitution of the United States was the first national plan,—a program, with carefully defined limits, for the accomplishment of six specified purposes. National planning is distinctly an American idea. American history is a continuous record of partial plans for one or another phase of our national development, as witness Hamilton's Plan for Manufactures, Gallatin's and John Quincy Adams' Public Works Plans, Clay's American System, the land policy for the settlement of the West with its unique provision for setting aside regular sections for endowment of future schools, the budget system set up in 1921, and, even as late as the Hoover Administration, the establishment of the Federal Employment Stabilization Board. Now the time has come to go on in the same spirit.

Two kinds of plans are often confused: one is a fixed design such as architects and engineers make to guide the construction of a building or dam, and the second is a continuing process requiring constant revision of theories and practices to keep up with changing conditions and changing needs. We need to distinguish clearly between these two kinds of planning. A fixed plan may put us in a strait-jacket and give us a type of autocratic control

quite as objectionable as "rugged individualism." We must plan to avoid any such results from our new efforts in the field of national planning.

What then, you may ask, do we mean by national planning and how is it to be effectuated? I think the President has aptly phrased it in his recent speech on Subsistence Homesteads when he said:

The one great impression I got of our country was that it had grown up like Topsy, wandering around for over three hundred years, opening up new lands and new territories, and because the country was so vast nobody seemed to suffer.

In these latter days we have come to the end of limitless opportunities, of new places to go and new industries to start in operation. The time was ripe and over-ripe for the beginning of planning, of planning to correct the errors of the past.

I don't see why there is not greater enthusiasm for planning except that the word planning does not have anything spectacular about it and the results are not immediate. We like to throw up our hats and go after panaceas that will cure all of our troubles in thirty days. We don't like planning because we are lazy and we don't like to think ahead.

If we substitute hard thinking for *laissez faire*, our first problem is to decide which line of approach to take. It is my belief that the physical approach is most likely to provide us with common understanding of our problem, and, in the long run, to prove the best catalytic agent to secure the synthesis or coördination of policy which we now need.

That belief, no doubt, reflects my own special interest and training in the physical planning field. The physical approach is the easiest way toward national planning, not only because we have a background of experience in that field greater, perhaps, than in any other, but also because there are tangible results to record our progress and to check our mistakes.

In this respect, the physical planners are much better off than those who advocate an economic approach. It is difficult for people to visualize or think ahead on problems that have no recognizable form. The statistical materials for economic planning are largely amorphous,—without shape,—and any designer working with long

columns of figures is faced with constantly changing sets of basic facts. To be sure, the earth and physical conditions change also, but in comparison they are relatively fixed. Furthermore, the changes in the shape of the earth's surface, whether they are brought about through forces of wind and water or through human endeavors, are definitely visible and more generally understood.

Social and governmental planning involve the same difficulties as are encountered in the economic field. It has often been remarked that our ability to invent and use physical machines to "blow ourselves to hell" has far outstripped our ability to organize society in promoting our journey in the opposite direction. Human relationships are still more of an enigma to most of us than are our physical surroundings.

Under these circumstances it seems to me most fortunate that the new National Planning Board is starting out under the sympathetic eye of the Secretary of the Interior as a part of the Public Works Administration. The practical side of its work and a direct relationship with physical problems are thereby assured. On the other hand, the membership of the Board gives equal assurance of a broad social and economic point of view toward these physical planning developments.

Dr. Wesley C. Mitchell, of Columbia University, and Dr. Charles E. Merriam, of the University of Chicago, have spent many months on the research "Recent Social Trends,"¹ which brings the planning picture up to the point of a "Plan for Planning." Their studies of the social and economic material for planning work provide a rich background for further advance in the field of economic planning or social planning.

The Chairman of the Commission, Mr. Frederic A. Delano, brings to the Board his rich experience in the city and regional planning movement. In this restricted part of the field of physical planning, city planners have accumulated much data in the last thirty years and developed a technique which is apparently applicable to larger units of counties, states, or groups of states. It

¹"Recent Social Trends in the United States: Report of the President's Research Committee on Social Trends." 2 vols. New York, McGraw-Hill Book Company, Inc., 1933.

was to that experience that I referred in saying that for physical planning we have a greater background than for other methods of approach to planning work.

Physical planning, be it for city, metropolitan area, state, or nation, always involves four steps,—the analysis of:

1. Natural resources and limitations of the area.
2. The use that man has made of these resources.
3. Possible desirable uses which we can foresee.
4. Controls or ways of securing these desired uses or adjustments.

Let me discuss each of these briefly, and you will see what I mean by physical planning.

NATURAL RESOURCES AND LIMITATIONS

It is obvious that we are controlled in what we can do by many physical forces and conditions which it is altogether unlikely that man can change to any great degree. We may move individual mountains, but the peaks of the Rockies, the Sierras, or the Appalachians will still be controlling factors in the use of the land areas of the United States. We can build jetties and breakwaters, but we shall still be dependent upon our great natural harbors and rivers for the protection of most of our water-borne commerce. We may be able to dispel fog in small patches to assist in the safe operation of airways, but there is slight chance of our changing the climate of the great desert areas of the Southwest. Distribution of land and water, lake and sea, mountain and valley, rain and snow, floods and waterfalls, rich alluvial plains and desert, and the habitats of birds, beasts, and fish, the basic mineral resources,—coal and iron, silver and gold,—and so forth, will always and inevitably control the basic plan for the nation.

How these various factors work was clearly presented in a most fascinating pamphlet issued by the State Housing Commission of New York almost ten years ago in its study of the development of New York State.¹ That study showed in graphic form the dominating influence of the two great valleys—the Hudson

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

and the Mohawk—not only in the making of history but in the use of a great variety of resources affecting the mode of living of the inhabitants of the state.

The basic data which we have for the United States along these lines are still very sketchy, although, of course, many government bureaus, federal and state, and many universities and private organizations have spent enormous sums in collecting the needed facts. The topographic map of the United States, for instance, has been in the course of preparation over forty years, yet the Geological Survey has mapped only about forty-five per cent of the area of the country. The maps of much of this area are obsolete and inadequate because of the early dates and relatively small scales of the surveys, so that only about twenty-five per cent of the area of the United States can be considered adequately mapped.

The water-power and navigation possibilities of our primary river systems have been the subject of research by the Corps of Engineers of the Army during recent years, and gauging stations have been operated by the Geological Survey and the Weather Bureau for a much longer period, but still there is no completed record of the resources of the country in this regard. A similar story can be developed in connection with almost all of our basic resources. We have only just scratched the surface, and we constantly discover new values that we had not appreciated. There is much, therefore, left to be done toward the development of the material for this first step in physical planning for the nation.

We need now to discover what data we have hidden in forgotten pigeonholes of government bureaus and university departments. In brief, we need to “take stock” or conduct an inventory to avoid wasteful search for material previously discovered and forgotten, and to see what missing parts are essential to provide us with a broad picture of the possibilities and limitations imposed by natural forces.

MAN'S USE OF RESOURCES

The second field requiring analysis for planning purposes, questions of economic and social conditions, looms large. Man's

use of natural resources is of course history, but again we find history often controlled by the physical forces which man cannot overcome.

We are all familiar with the so-called economic interpretation of history in terms of trade routes in relation to commercial expansion, but even so wise a head as President Washington did not fully appreciate the dominating influence of physical conditions on human endeavor. He went astray in thinking that the city named after him would become the great Atlantic seaport for the nation, because to his mind the Potomac, cutting the middle of the Appalachian range, was the logical route to the west. He did not fully appreciate the Hudson and the Mohawk, the advantages of which shifted the whole scene of commercial dominance to New York.

A similar story can be found in the problem of submarginal crop land. Man's struggle to conquer the wilderness can go far through reclamation activities or discovery of new kinds of wheat, but in the long run the economic balance inevitably puts down many of these areas as submarginal and inappropriate for cultivation.

There is still a third field: that of power. We again find the whims, or initiative, of human beings dislocating the natural trends, as in the case of the cotton industry in New England, which is now inevitably moving back to the lands where cotton is grown.

FURTHER POSSIBLE USES OF RESOURCES

Besides the economic considerations involved in these struggles between man and the physical forces which surround him, there are human values and social problems which loom larger and larger as we approach the third part of our research into the controlling factors in the physical approach to planning work. When we come to discuss possible uses of our resources, we are launching into no new human field of effort. Way back in the early period of settlement in New England, a fascinating book was published called "The New England Prospect" which outlined what the pioneers of those days thought would be the ideal development of New England's natural resources. Still later, Jefferson in his

famous notes on Virginia, did much the same thing for his beloved commonwealth. And in modern times a group under the leadership of Mr. Delano and the American Civic Association has published a book entitled "What About the Year 2000?"¹ which indicates a few of the basic problems now confronting the country.

METHODS OF SECURING DESIRED USES OF RESOURCES

Now we come to concerted efforts by the new state planning boards and the National Planning Board to go a few steps further in this field.

No program for ideal use of natural resources will be of much utility unless it is implemented with controls or promotion weapons gradually to carry out the program. Through our experience in city and regional planning, we have found such tools in at least three fields. In the case of land use, for instance, we have discovered the possibility of zoning for appropriate use of different areas in cities, and Wisconsin has begun the application of the same principles to counties and larger units. In California and other states, the possibilities of easements, or rights in land, involving partial ownership in governmental units are being tried. In Michigan, the policy of retaining lands which come back to the state because of delinquent taxes has been found a useful weapon. And, of course, the outright purchase of areas for public purposes has always been recognized as an essential power of all governments. We need to refine and develop these various possibilities for more adequate control of land use without undue interference with experimentation.

Similarly, in the second field, transportation, we have learned much of the possibilities of stimulating growth or discouraging it through the control of location and rates of transportation facilities. People in our western country realize the tremendous value which railroad locations and crossroads have played in the settlement of the area. An equally potent influence has been the rate structure, an example of which may be found in the change of differential

¹Federated Societies on Planning and Parks. Joint Committee on Bases of Sound Land Policy. "What About the Year 2000?" [Washington, The Societies, 1929.]

some twenty years ago for through wheat shipments into Boston, which resulted in the diversion of much of that traffic to Baltimore.

We have still a third tool, in the control of public works, whose location and the employment which they give may be one of the important influences in the development of our various natural resources. It is because these three tools seem to offer the best opportunity for state planning that the National Planning Board has stressed studies in these three fields as perhaps the most important activity for the new state planning boards.

You will be interested to know that there are now forty state planning units at work on studies of the kind which I have just been outlining. State plans must, however, develop within the framework of a national plan. The National Planning Board is, therefore, striving to secure the foundation for the development of the structure of a national design. To that end, it is sponsoring researches into efforts now being made along these same lines, particularly in the field of public works. It has organized a series of coördinating committees within the Federal Government to try to focus the attention of government officials on some of the critical problems in this planning field. Through these various activities, the National Planning Board is laying the foundation for a National Plan which must grow out of our inheritance, our interests, and our activities. National planning is a continuing process, for a National Plan will never be complete as long as the nation exists.

NATIONAL PLANNING HAS ARRIVED!

Where the wood dips down to the hollow,
Two lovers stood in tears,
The sorrow of parting lay o'er them,
And the pain of the passing years.
As the tears splashed over their clothing,
Like healing summer rain,
Each clasped the hand of the other,
And sang this sweet refrain:

“Nothing short of a comprehensive scheme of
national planning will solve our problems.”

London Express

PLANNING A HOUSING PROJECT

By WALTER H. BLUCHER

City Planner and Secretary, Detroit City Plan Commission

AN outstanding fallacy in the development of housing projects (not as yet realized by many of the newly created experts) is the thought that a site can be selected without any relation to the city as a whole and that successful housing can be built thereon. In most of the instances where housing plans have been prepared, the particular site was chosen because it was vacant or because it could be acquired for a fairly low¹ cost or because the problem of plot assembly did not exist. In how many of the projects prepared and submitted during the last year have all of the factors affecting city development been considered? In how many of these projects has just one of the many factors been considered, namely, that of population trends? It is a well-known fact that in many of our large cities there have been shifts of population from one area to another. It is (or should be) equally well known that there has been a movement of population from the city to the country. How far or how long that trend will continue is not so well known. It is also known that the curve of population growth in the large cities is leveling off. This one factor of population has a most important bearing upon any housing project and yet I venture to say that it has been considered in only a few of the many hundreds of housing plans developed.

There has been so much talk of slum clearance just to rid the cities of our sore spots, and there has been so ardent a desire to provide employment, that many of the housing projects have been developed only on the basis of these two factors. The question of the need of the community for new housing and particularly the question of whether the site under consideration is the proper place for new housing have been given too little thought.

HOUSING BASED ON COMPREHENSIVE PLANNING

The plan developed in the city of Detroit undoubtedly is not perfect. Whatever its imperfections, it was based upon a *plan*

¹This is a relative term—depending upon the community.



REHABILITATION SURVEY
 LOCATION OF BLIGHTED AREA
 IN RELATION TO THOROUGHFARES
 TRANSPORTATION & INDUSTRIES
 CITY PLAN COMMISSION
 DETROIT

LEGEND

- NEIGHBORHOOD HOUSING UNIT
- EXISTING MAJOR HIGHWAYS
- PROPOSED EXPRESS HIGHWAYS
- R. & CANAL LINES
- U.S.R. COACH LINES
- INDUSTRIES (in proportion to size)

for the city of Detroit. The intensive surveys leading to housing development were started several years ago and the matter of housing was considered even years before that. In 1928, when housing was not the "stylish" thing to do and when very few cities in the United States were considering the matter, the following statement was made in the Annual Report of the City Plan Commission: "Most cities in America have given almost no attention to the problem of housing its [sic] citizens and particularly the low-wage earners. . . . We can not continue to disregard the housing of our small-income citizens. . . . The municipality will necessarily take part in any scheme for housing reform. It will be asked to coöperate and to be able to do so it will be necessary that we be informed. . . ."

There has been much discussion lately regarding the social conditions in slum areas and blighted areas. Many of our people have just discovered that living and health conditions in these areas are worse than those to be found in the best areas in the city. In 1927 the Michigan Housing Association, in coöperation with the Department of Health and the City Plan Commission, made a series of surveys of the city of Detroit and found, of course, what was to be expected, that juvenile delinquency, tuberculosis deaths, pneumonia deaths, infant mortality, crime, and so forth were more prevalent in the blighted areas than they were in the other areas. For instance, on the East Side the tuberculosis deaths were 114.25 per 100,000 population, while in the best sections of the city they were below 68.55 per 100,000 population. The average for the city was 91.4 per 100,000 population. The writer feels that some of these studies have been overemphasized and that fair comparisons have not always been drawn. It is not honest to say that conditions in the slum areas are always worse than those in the best areas of the city. In our own surveys we found that although the worst conditions prevailed in the worst areas, the same high rate was sometimes found in some of the better sections of the city, and the reason for the prevalence of that high rate could not be explained. More recently, further studies were undertaken to prove certain assertions made by others and it was found that in

the so-called East Side Blighted Area, which represents 1.4 per cent of the city's area, 38 per cent of all of the felonious homicides committed during 1932 had taken place.

The study from which our housing program resulted was started two years ago by the City Plan Commission in an effort not to create new housing but to determine how the blighted areas in the city could be rehabilitated. From the standpoint of use and financial return from the property in these blighted areas the City was not in a satisfactory condition. It was the purpose of the study to determine, first, the causes and factors contributing to this blight and, second, how the areas might be developed and put to some economic use. In the development of this program there were absolutely no preconceived conclusions. An effort was made to collect necessary data, to analyze those data fairly and honestly, and to determine, first, if it was possible to use these areas economically and, second, what the best use would be.

Funds were not available for an elaborate survey of the entire city at the time. The City Plan Commission was successful, however, in obtaining the services of a number of volunteer architects and engineers who served without pay but who received a small amount for expenses. Fortunately there had been previously completed certain surveys of the city showing the utilization of all of the property. The Commission was able, however, to make a detailed and careful resurvey of the large blighted areas in the city, which will be described more at length hereafter.

A study of population trends in the city was made first, and this was followed by a study of trends within the area of Grand Boulevard. This area consists of seventeen square miles and includes the older section of the city. The United States Census showed a population loss in the area from 1920 to 1930 of about 70,000 persons. Independent surveys had been made by the Board of Education, which tended to show that the population inside of the area had increased from 1920 to 1925 and had dropped off materially between 1925 and 1932. It was the opinion of the Board of Education statisticians that the loss during this seven-year period amounted to some 122,000 persons. Applying the rough figure often used by planners, that 100 persons are required

for the use of 50 feet of business frontage, it can readily be seen how much of the business frontage inside of the Boulevard went out of use because of the shift of population. The reason for the many vacancies on the principal streets in this area is thus readily explained. We had the anomalous situation of property on Woodward Avenue valued at from \$1500 to \$5000 per front foot renting for less than property on Twelfth Street, which was valued at from \$300 to \$700 per front foot.

EAST SIDE BLIGHTED AREA

In order that some conclusions might be reached in a reasonable period of time, the City Plan Commission concentrated its studies on what was known as the East Side Blighted Area. This area lies two blocks east of Woodward Avenue, the principal north and south street in the city, between Brush and Dequindre Streets, north of the Detroit River and south of the Boulevard. It has an area of about two square miles. The area is populated largely by people of the negro race and since there has been a great increase in the negro population in Detroit (from 40,000 in 1920 to 120,000 in 1930), it was assumed that the population of this area had been increasing. Study, however, revealed the fact that from 1920 to 1930 the population in this so-called East Side Blighted Area decreased 25 per cent. Another factor seemed peculiar: in some of the areas studied the average size of negro family consisted of 2.8 persons. The average for the city is 4.3 persons per family. A thorough investigation showed that many of the colored families with children were moving out of the district into near-by areas because of the prevalence of crime.

The East Side Blighted Area was chosen for the first study because it was known to be the poorest section of the city from an economic standpoint. If the economic factor were the only one to be considered it might be more logical to develop housing on the West Side of the city in about the same relative position with relation to the center of the city. Intensive surveys on the West Side showed that the income of tenants is higher, that the rentals being paid are higher, and that many of the problems to be found on the East Side do not exist. The West Side study covered an



Alley Dwellings



A Church

PRESENT CONDITIONS IN DETROIT'S EAST SIDE BLIGHTED AREA

area of about five square miles. The Commission was of the opinion that it should first attempt to solve the most difficult problem; if it failed at that, an easier one could be attacked.

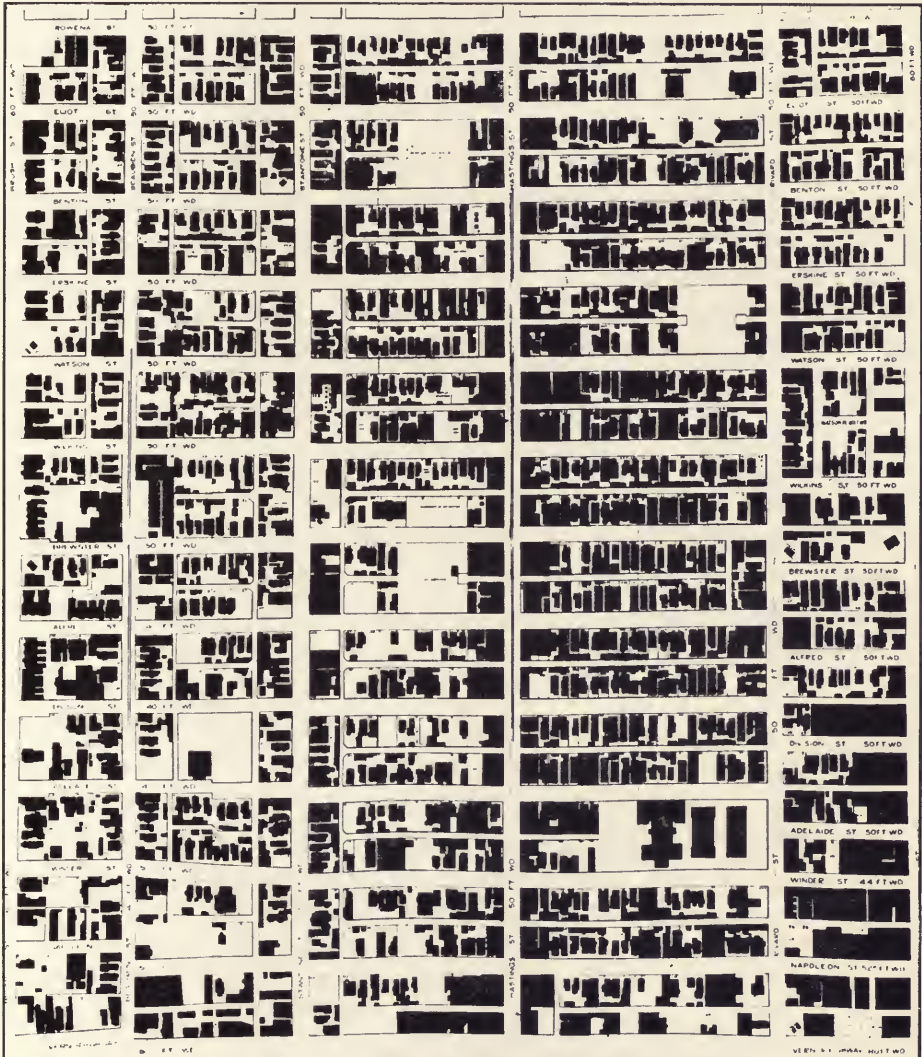
SPECIAL STUDIES

In addition to the various sociological surveys of juvenile delinquency, infant mortality, tuberculosis deaths, pneumonia deaths, and so forth, which showed what was expected, namely, that the worst conditions prevailed in the blighted areas, a series of more applicable studies was prepared. For instance, a study was prepared showing the relation of the blighted area to industry, principal thoroughfares, car lines, bus lines, and so forth.

A careful analysis of all welfare families was made. The condition of the five thousand welfare families residing in the East Side area was compared with the average for the entire city, and found to be worse than this average. For instance, while the average of deserted women for the city was 2.8 per cent, the average for the East Side Blighted Area was 7.04 per cent. Among all welfare families, 71 per cent were renting their homes while in the blighted area 91 per cent were renters; whereas 11.83 per cent of all dependent families in the city were purchasing homes on contract, in the East Side Blighted Area only 2.06 per cent were purchasing homes. Among all the welfare families .07 per cent were unmarried couples while in the East Side Blighted Area 3.77 per cent admitted that status.

A study was made of assessed valuations. In the city of Detroit valuations on the whole had increased until 1930. They started to drop during that year and from 1930 to 1932 dropped 25 per cent. In the East Side Blighted Area valuations started to drop in 1927 and are still dropping. The decrease from 1927 to 1932 is about 65 per cent. The reason for the decline in valuations was not, of course, the depression, because these values started to drop during the very height of the boom and were dropping in 1927, 1928, 1929, and 1930. The reasons for the decline were quite obvious: the buildings were obsolete, low rentals were being obtained, taxes were unpaid.

A study of tax delinquencies showed a great amount of delinquency in that area. The average for Section 1, as sent to Wash-



Existing Lot Occupancy. See Redesign of This Area, page 121.

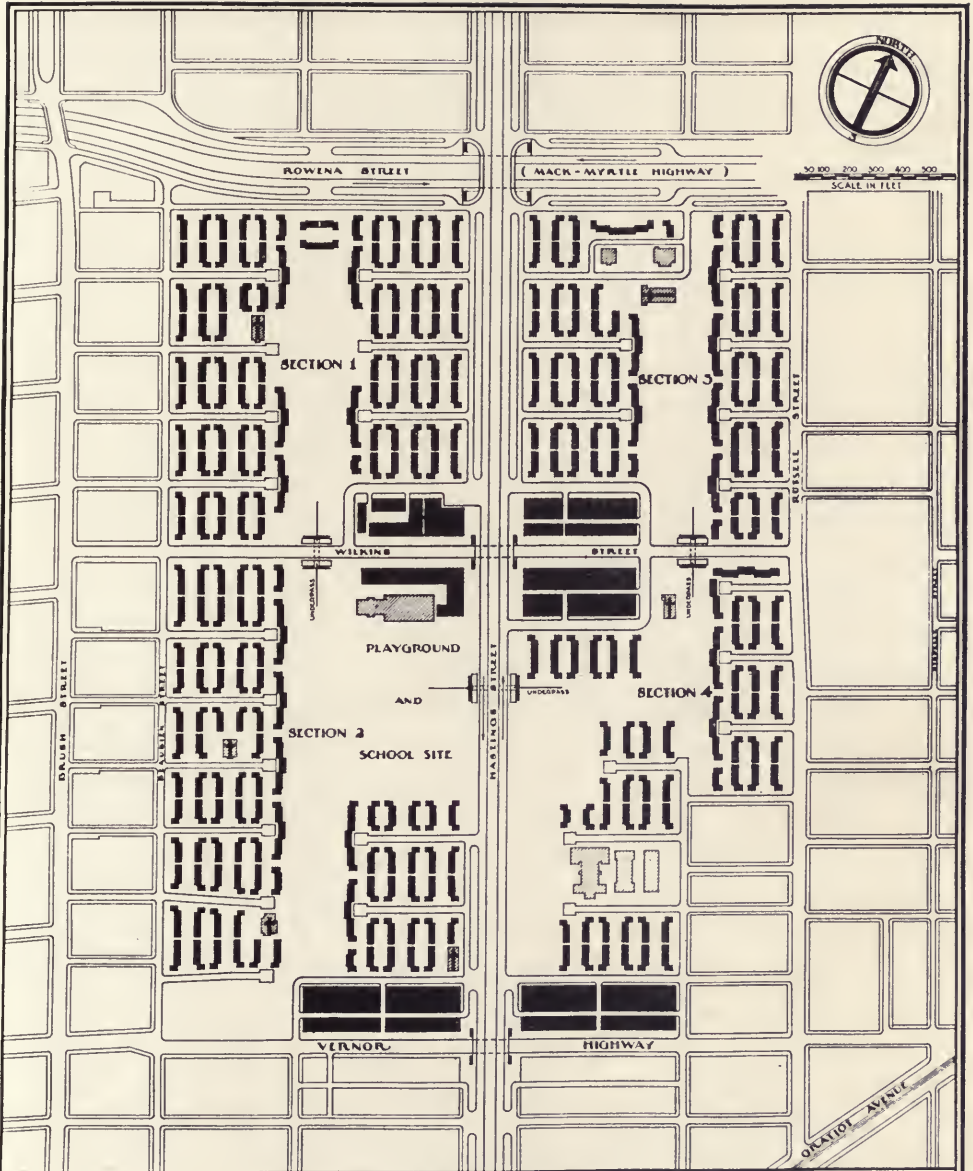
ington, was a delinquency of 70 per cent in 1932, and in some of the blocks 92 per cent of the properties were delinquent for that year. There was a time when the downtown area helped to “carry”

the outlying properties, but to-day the downtown areas do not even pay for their own facilities. It was an interesting fact that although Section 1 has a total assessed valuation of \$965,000 it has not been worth the amount of the delinquent taxes (about \$35,000) to the property owners. This is not a completely accurate statement because some of the owners obviously could not pay the taxes even if they wished to do so.

As an example of what the owners thought of their properties, a survey was made of buildings destroyed or torn down by the owners largely for the purpose of eliminating the taxes on the buildings. From January 1, 1932, to June 1, 1933, a total of 892 buildings was so removed in the city of Detroit. In the East Side Blighted Area, which covers 1.4 per cent of the total city area, 269 buildings were removed, representing 30 per cent of the total.

A very thorough survey of the entire area was undertaken and trained investigators were sent to each house with questionnaires upon which information was to be obtained regarding: size of building, number of apartments, number of rooms, number of bedrooms, number of families, whether there are gas, electricity, water, bathtub; material and approximate age of the building and its condition, existing mortgages, whether the property is occupied by the owner or a tenant; name, nationality, race, age, and sex of each of the occupants, total number of occupants, number employed, average weekly income, rental paid (if any), form of transportation to work, whether occupant owned an automobile, particular route used in going to work, length of present residence, length of residence in Detroit, previous residence address, whether the family preferred subsistence farm life, whether they had had farm experience, and so forth. This information has been tabulated. It is interesting to note that in the worst section of the city, vacancies amount to about 7 per cent of the total number of dwellings, while in the West Side blighted areas the vacancies amount to over 20 per cent. Apparently the worse the condition of the house, the greater the number of people living there.

One of the first steps undertaken after all of the information (only a small part of which has been described) had been collected, was the preparation of a thoroughfare map. The major highways



DETROIT
 CITY PLAN COMMISSION
 SLUM CLEARANCE PROJECT EAST SIDE UNIT
 COMPLETE NEIGHBORHOOD UNIT
 IN FOUR SECTIONS

were laid out, and the streets which had to be retained were shown. It was generally felt that the other streets in the area might be closed.

REPLANNING THE EAST SIDE AREA

Having determined what was wrong, the next step was to determine what might be done to rectify the situation. The City Plan Commission knew that most of the property owners in that district hoped, since their property was close to the center of the city, that it might some time be used for commercial or industrial purposes. A survey of the city showed that there is available for commercial use six times as much property as has actually been built upon, including vacancies. It was very apparent, therefore, that this property would not be suitable for commercial purposes, or at least could not be used for those purposes for many years. A survey of industrial properties showed that there is available for industrial use 100 per cent more land than is actually in use for that purpose at the present time. In the light of the ascertained population trends and industrial trends it was evident that the land could not be utilized for industrial purposes for many years, if at all. That left only two other possible uses: parks and open spaces or some form of housing. Parks and open spaces would be desirable, but no funds were available with which to acquire the land, so there remained only the final alternative of housing.

The next step was to determine the kind of housing which was most suitable for the area. Buildings of one, two, three, four, and six stories were designed and their costs were estimated. (These costs were actually estimated carefully; it was not merely a case of cubing the buildings.) The Commission very quickly learned that the rental of any of the buildings beyond two stories in height would be greater than that in a two-story building because of the added cost of maintenance, operation, elevators, central heating plant, and so forth. The Commission also found that if it were to construct six-story buildings it could house the entire population of Detroit in this very limited area. Furthermore, it was of the opinion that additional concentration was not desirable nor neces-



Walter H. Blucher, City Planner
Tracy B. Augur, Consultant on Community Planning

G. Frank Cordner, Architectural Consultant
William Leverenz, Model Builder
Davis B. Hillmer, Photographer

MODEL OF REDESIGNED FORTY-BLOCK AREA

sary. It discovered that the best use of property in this area was for two-story group housing and that land values would have to be determined thereby.

Fortunately land values in the area were such as to permit that form of use. The assessed valuation of the land in what is known as Section 1, including buildings, is under 90 cents per square foot. Qualified real-estate men believe that it can be purchased for an amount less than the assessed valuation.

The buildings which have been designed are two-story fire-proof group houses (not row houses) arranged in quadrangles of twenty-eight dwellings. Two important north and south streets have been closed. All but one of the east and west streets within the area have been closed. The population of the entire forty-block area will be 10,000 people,—enough to utilize efficiently one elementary school. Each of the four sections is a more or less self-contained unit and the whole area has been protected either by major highways or city-owned property along the perimeter.

In Section 1 of the area there are at the present time 946 families, providing a population of about 2500 people. We propose to rehouse 729 families with a slightly higher average number per family, giving a total of 2500 people, so that there will be fewer families but no decrease in population. In Section 1 the proposed total coverage of buildings is less than 20 per cent and there are 80 persons per acre. Of course units of varied sizes have been planned for different sizes of families. When the original report was submitted to Washington for approval it was estimated that the average rental per room would be \$6.28, including taxes, amortization, interest, and maintenance costs. Since the original plans have been prepared, through a redesign of buildings the room rental has been reduced to \$5.80. If the land can be acquired for less than the assessed valuation there will be a further reduction in this figure. Maintenance will be low because of the nature and design of the buildings.

It was originally intended that the property owners might merge their interests and that through the borrowing of funds needed for the buildings they might reconstruct these areas. When the Emergency Relief and Construction Act was passed it was

hoped that the work might be undertaken by limited dividend corporations but the necessary legislation was not available in Michigan. With the passage of the National Industrial Recovery Act the City found it possible, because of existing legislation, to undertake municipal housing.

SIGNIFICANT ASPECTS

What interests the Commission most in this project is the fact that it started out to find some method whereby blighted areas in the city might be rehabilitated. There were no preconceived conclusions and there was certainly no thought at the time that the best use for the property would be for housing purposes. This study was undertaken not as a housing study but as a city planning study, and housing resulted therefrom. It will be noted that the Commission determined that these areas, not as isolated sites but in their relation to the entire city, were best suited for housing purposes and that the best form of housing was a two-story building.

The results of the study, if carried out, will be: the rehabilitation of blighted areas, and as a consequence the rehabilitation of the city of Detroit; the construction of new housing in an area where better housing is badly needed; the construction of housing for low-wage earners; and the provision of work for that group which has suffered from the depression for the longest period of years.

We believe that a logical and sound plan has been developed. It is based, not upon the use of an unrelated area, but upon a study of the needs of the community. All questions have not been answered; all problems have not been solved; the most important problems of administration still remain. The City Plan Commission is convinced, however, that if given a fair trial and honest administration the project has a chance of success.

HOUSING

Basically [housing] is not a problem of life in cities, but of life wherever it is lived. . . . It is associated with the means of living far more closely than with the place of living.—EARLE S. DRAPER and TRACY B. AUGUR *in* Law and Contemporary Problems, March, 1934.

WHAT ADVANCE PLANNING CAN DO FOR ITHACA

By PROFESSOR RALPH S. HOSMER

Department of Forestry, Cornell University

IN any enterprise it is a good idea, every now and then, to step aside for a few moments and attempt to get an impartial view of what has already been accomplished and of what lies ahead.¹ Such a check-up often leads to a review of plans, a fresh analysis of objectives, and a revision that leads to a better program for the future.

The making of plans, even if they are elaborate and detailed, does not imply that all parts of them must necessarily be put into execution immediately. As regards plans for the development of a city, many factors enter in to determine the time and extent to which they may be applied. Among these the question of finances naturally comes first. It is wise to admit at the start that some features of a city plan must be slow in reaching full realization, but that fact need not at all deter us from having a plan, carefully thought out and thought through. Such a plan helps keep the ideal constantly before us. It becomes a standard by which can be judged and measured the new ideas or modifications which are proposed to meet changing conditions.

And after all, what is a plan of this type but an ideal brought down to earth and crystallized into a program which can then be enunciated, and if accepted, scheduled and dispatched? It seems to me that the real function of the City Planning Commission of Ithaca is to devote its energies to developing and perfecting the plans on which we are already embarked, and to making them work in actual daily practice.

The object of any rightly conceived city plan is to make the city a better place in which to live and work. It divides up into a few fundamentally important chapters, to which others may be added as there is local need.

COMMUNICATION SYSTEMS

First comes communication, the layout of the main thoroughfares, avenues, and streets that traverse and serve the business portion of the town, and then the proper location and arrangement of the streets and drives of the residential sections. In Ithaca our street plan is already highly developed, but because some of our main business streets are none too wide, there is still plenty of room for careful thought concerning the deflection of through traffic to routes that are even better than we now have. The effective use of the by-pass in many cities is one of the most significant developments of recent years. We have made an excellent start in this direction, but there still remain problems that deserve further careful study. Once such plans

¹Remarks at a special meeting of the Ithaca City Plan Commission.

are made, we can decide more wisely as to which project should have priority in execution. Some, because of cost, may have to wait many years. But knowing what we would like to do will help us to do it.

Incidental to proper street layout comes a host of minor problems, some of which at times may even develop into major perplexities. Take for example the automobile parking problem. Certainly that has not yet been solved in the downtown section. Nor have all the main thoroughfares that give entrance to our city as smooth pavements as we might wish,—but it is unnecessary to pile up instances. Communication stands out as the first need in any city plan.

ZONING

Next in importance, perhaps, is the application of zoning to a city,—the allotment of definite areas to manufacturing, business, residential, and recreational use. Some think our zoning ordinance needs revision. Very possibly parts of it do. In any growing town, changes are bound to occur, not all of which can be foreseen.

The thing that is important about the existing ordinance is that it has established the zoning principle in Ithaca. That marks a significant gain which must not be lost, but there is no reason why an impartial, disinterested study should not be made of that ordinance, with the object of amending it, if necessary, the better to meet the needs of to-day and of, say, the next decade.

It should be obvious that the time to do this is not when the people of one or another part of the city are at odds over some particular proposal, but rather when the whole matter can be approached calmly and with thought for the best permanent interests of all concerned.

Incidentally again, with this and other parts of the city plan, there is need that all the people of Ithaca come more clearly to understand why a wise city plan, properly carried out, helps to make one's town a more desirable place in which to live. Perhaps part of the duty of this Commission should be to aid more than in the past in helping to bring about such understanding.

OTHER IMPORTANT ELEMENTS

The third chapter of the city plan might well be devoted to plans for the future, immediate and more remote. One point that certainly needs consideration is that new suburban subdivisions shall be developed in harmony with the general scheme of the city plan. Such matters as the location, width, and character of streets, the relation of elevation to proposed water and sewerage systems, and the like, should all have the approval of the appropriate city authorities in advance of the beginning of operations. A good start in this direction has been made. This beginning should be consistently followed up.

The recent controversy over the new county building has perhaps somewhat obscured the fact that its location is another step toward the grouping of our more important public buildings in a sort of civic center. Looking ahead two or three decades, we shall eventually need more public buildings. As that time approaches it will be well to bear in mind that location as well as good architecture is a point not to be forgotten.

Let us here turn for a moment to the present needs of those who will be the citizens of the future. Ithaca has excellent swimming facilities and some good playgrounds. It might well be considered, as a part of our recreational area development, if we could not also have one or two shallow skating ponds within easy reach of some of our larger schools.

Other chapters of a good city plan deal with sanitation, and with coöperation with the public service corporations, especially in getting more wires underground into conduits, or at least into cables. As in every American city, there is still opportunity for improvement in this particular in some parts of Ithaca.

Its attractiveness is an asset to any city. Private grounds that are well cared for obviate the necessity of clean-up campaigns. Here is a place where every individual property owner can lend a hand. Well-cared-for street trees in the residential sections do much to create a favorable impression on visitors and add to the satisfaction and pride of the permanent residents in their city. Our city forester understands his job and is doing it well, but not infrequently his work could proceed faster if all of us would make it a point to coöperate with him and back him up in his efforts.

It is not difficult when one comes to enumerate them to think of many ways in which Ithaca could be made an even more attractive and livable city than it now is. And many of these things could be done at little or no cost to the public. Indeed, I am moved as a concluding word to suggest that the best way to get any city plan really to work is to get everybody at work to make it work. Too often we leave it to City Planning Commission "Georges."

I submit that things would happen a lot faster if we had more local-improvements associations in Ithaca, in which interested individuals could unite for the betterment of their respective parts of the town. There is much to be said in favor of the old idea of the town meeting where every citizen had a right to have his say. A local community association gives something of the same opportunity. If, having talked matters over and made plans, the members then get out and put them into effect, things begin to happen.

Ithaca is favored beyond most cities in location and in already possessing many of the things that make for better living. If all of us, whether as city officials, members of local associations, or individuals, will but work together, we shall go far toward bringing to realization the ideals which lie behind and inspire our Ithaca City Plan.

NEW PLANNING OPPORTUNITIES

By REXFORD NEWCOMB

Dean, College of Fine and Applied Art, University of Illinois

I THINK there is no question but that we are entering definitely into an era that will be characterized by planning.¹ The world of to-morrow will be a planned world. Within recent years the movement that originated in the "garden city" and "city beautiful" aspects has expanded in every direction. We have learned or are learning that physical planning as such, while important and central, cannot by any means be the whole story. A city is often not so much a geographical or political entity as it is a state of mind. From the city concept we have passed to the regional concept,—but even here we have found that regions must in some way be coördinated,—and thus, limited by historical, geographical, and political barriers, we have progressed to county and inter-county plans.

I assume that most of us are already familiar with the concept of the state plan, which is indeed based upon what may in time prove to be illogical geographical divisions, but which for the present, at any rate, are the only practical units. While comparatively little so far has been done in America with state planning, Illinois and many other states are studying this question and in some, state planning commissions have been appointed.

But there are planning considerations that cut across county and state boundaries. I was impressed a few years ago while in attendance at the Regional Conference at the University of Virginia when Director Bohannon of the Virginia State Port Authority pointed out the national implications of the development of the Virginia ports. Such considerations immediately raise the question of national planning, an idea that has recently gained great headway due to the concerted action made necessary by the depression. The National Industrial Recovery Act with the machinery set up to make it function is in essence only one sort of a national plan.

Any plan set up to accomplish speedy emergency remedies cannot be well founded or adequately matured. This demonstration, however, should make our people conversant with the necessity of national planning in the full meaning of the term. The National Planning Board in Washington, instituted to facilitate state and regional planning, may in time turn its attention to the broader questions involved in harmonizing the state plans developed under its tutelage.

In America we are in need of: an adequate national master plan; matured state (or indeed interstate) plans; regional plans within states, covering one or several counties or other political divisions; county plans; regional

¹Remarks at the opening of a conference on New Planning Opportunities in Illinois, held at the University of Illinois.

plans, focalized about towns and cities; town and city plans with their zoning, commercial, industrial, and recreational implications.

Now when I say "plans" I do not mean plans of only geographic or physical import. I refer to plans that comprehend the following important considerations, attention to which is necessary to any adequate planning program.

HISTORY

There is perhaps no historical fact more important than county and state boundaries. Such boundaries, often illogical from the standpoint of unified planning, must, however, be reckoned with. Nearly every region furnishes important historical considerations that must be taken into account.

GEOGRAPHY (INCLUDING TOPOGRAPHY AND CLIMATE)

Geography is perhaps the most potent factor in the resultant life pattern and therefore in any plans that may be made to minister to that life. Certainly the functional or structural plans are very dependent on such factors. (Recreation, for instance, is one matter in Southern California and quite a different matter in Illinois.)

ECONOMICS

The economic pattern of any community or region with its peculiar industrial and commercial considerations cannot be ignored. In Illinois, for instance, one sort of planning applies to our great metropolitan area, another to our mining districts, another to our southern hilly marginal lands. Here also such problems as industrial decentralization and concomitant considerations are pertinent.

GOVERNMENT

Legal and administrative considerations are powerful factors in the development of any plans whatsoever. In this state the whole question of the realignment of school facilities enters very centrally into the state planning problem. Of the over 14,000 tax-gathering bodies in the state of Illinois, somewhat over 12,000 are school districts, many of them supporting the obsolete one-room school. It has been suggested that many townships and, indeed, counties should be consolidated with others. All along the line it is quite evident that considerable governmental replanning is necessary.

SOCIOLOGY

Sociology would include analysis of: social patterns; recreation; religion; crime and poverty; psychology, public opinion, and civic spirit; rural-urban relations.

RESOURCES

A study of resources—mineral, plant, and animal—should be accompanied by studies of bacterial, insect, and other plagues.

Out of these and other background considerations emerges the structural or physical plan requiring the community planner (city, regional, state, national) who with his solution coördinates the primary facts resulting from a survey of the above-mentioned background considerations and evolves therefrom a philosophy or set of objectives to be accomplished. He harmonizes the various elements of design involved, with the aims and objectives of the plan in hand, and brings into unity and harmony the contribution of the engineer in circulation and transportation,—involving highways, streets, canals, bridges, river and harbor developments, public utilities, including drainage and water supply, sanitation, reclamation, and so forth,—and the architect's contribution in the way of structures,—industrial, commercial, civil or administrative, and residential.

From this brief and sketchy picture of the various factors involved, it is very evident that any sort of a community plan cannot be the exclusive task of any single individual or indeed of a single profession. As I see it, adequate planning is the common task of all intelligent people and commands the best contributions of our sociologists, economists, political scientists, lawyers, administrators, the various physical scientists, agriculturists, educators, landscape architects, engineers, architects, and so forth. Surely the coördination of the work of these various professions should challenge the organizing abilities of our planners and planning boards.

CITY PLANNING AND FIRE PROTECTION

The insurance rates on individual buildings are also affected by factors which can be controlled by planning and zoning provisions. The crowding of buildings means increased insurance rates because of charges in rating schedules for the hazard of exposure. The enforcement of wise bulk zoning operates to eliminate such crowding.

It will often be found, therefore, that from the completion of certain features of the master plan which affect the local fire situation, tangible results will follow in the form of reduced insurance premiums, a factor which city planners will find of great assistance in support of their program.

The fire insurance bureau having jurisdiction in the municipality involved has a staff of competent fire protection engineers. . . . It will be apparent that city planners and fire protection engineers of rating bureaus and other organizations can be of material assistance to each other.—*From Advance Publication of the Report of the Committee on City Planning and Zoning, of the National Fire Protection Association, 1934.*

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 L. DEMING TILTON

ADVISORY PLANNING NOW, OFFICIAL PLANNING LATER

Since its creation in 1925, under authority granted by the State in 1923, the Town Plan Commission of Hamden, Conn., has found that the problems with which it most frequently has to deal are: (1) the establishment or re-establishment of building lines and veranda lines; (2) layouts of streets; (3) the control of real-estate subdivisions.

Building lines and veranda lines have been established in many sections of the town either on the petition of abutting property owners or on the recommendation of the Commission. The purposes of these lines are to provide opportunity for adequate light and air and agreeable surroundings, and to avoid the construction of new buildings near the street, where future widening may be necessary.

The Commission has prepared a major thoroughfare plan, after having given careful consideration to topography, property affected, and neighboring communities. At present the plan is an informal one backed by a branch of the town government, which gives it a degree of stability which would be lacking if it were sponsored by individuals or civic organizations. It is hoped that through the force of public opinion the thoroughfare plan will eventually be adopted as "official."

It has been the policy of the Commission to give property owners every opportunity to learn how proposed street layouts will affect their holdings. Large landowners are invariably called in to go over proposed layouts with the Town Engineer, and later all owners are invited to discuss proposals informally with the Commission. By the time formal hearings are held most of the difficulties have been ironed out and there is a thorough and clear understanding of the aims of the Commission.

Plans for all real-estate subdivisions are submitted to the Commission for approval, which is granted only after careful consideration of the street plan and its adaptability to the adjacent property.

The success of town planning depends largely on favorable public opinion. It is therefore hoped that there will be increasing interest in town planning and understanding of its aims and purposes, so that the Commission will be empowered ultimately to carry out its plans.

F. WALDEN WRIGHT,
Secretary, Town Plan Commission.

A CITY PLANNING RESOLUTION¹

Twenty years of experience have demonstrated the desirability of proper planning of all forms of public works. Such procedure minimizes waste, eliminates unnecessary tax burdens, assists in stabilization of values, and promotes more soundly developed communities.

Planning of public works can be made effective only in so far as it is given official status, yet few cities, counties, or states have enacted the necessary legislation enabling them to adopt official plans.

The United States Chamber of Commerce therefore endorses the policy of properly legalizing the preparation and adoption of official plans by properly constituted planning boards having jurisdiction in their respective areas of Government, and urges local chambers of commerce to initiate and support the necessary legislation and adoption of such plans, and also through their own organizations or in coöperation with independently organized citizen groups to give the necessary citizen support.

PLANNING BOARD JUSTIFIES ITS EXISTENCE

The Planning Board of Brookhaven Town, Suffolk County, the largest township in the state of New York, was appointed June, 1931, and rendered its first progress report in August, 1933. At that time, it presented to the Town Board a map of the town and demonstrated graphically the need for the control of new land subdivisions, the designing of the ultimate development of the thoroughfare system, and the necessity for zoning. After studying the report and on viewing evidence of the accomplishments of the Planning Board, the Town Board immediately passed a resolution adopting the map presented, as the official map of the town, created the Board as a Zoning Commission, gave them authority, by law, to control the subdivision and platting of land, and complimented the Board upon the excellent progress achieved.

Rules and regulations governing the subdivision and platting of land are now in effect, the zoning and arterial studies are being developed together, and it is expected that early next year the preliminary report and zoning ordinance and maps will be completed and ready for public hearings.

Some time ago, strong opposition sought to have the Board abolished as an unnecessary expense, but so effective has been the work of the Planning Board that the members of the Town Board and the great majority of the taxpayers consider it one of the most essential departments of the town government.

JOHN E. HOLLAMAN,
Consultant.

¹A resolution adopted at the twenty-second annual meeting of the United States Chamber of Commerce, May 1-4, 1934.

ZONING A SMALL TOWN

In no place will well-enforced zoning show more effectively its beneficial effects than in a small town of property-owning and home-loving citizens.

The idea of zoning Dansville, N. Y., originated with the local Board of Trade. This organization decided that a zoning law was necessary to prevent many abuses which could not otherwise be regulated.

After three years of study of zoning laws of many villages and small cities, and after consultations with the United States Department of Commerce and the State Housing Bureau, the committee of the Board of Trade having the matter in charge submitted a draft of a zoning ordinance to the Village Board of Trustees. A Planning Commission of five members—all working without compensation—was appointed. Later, a zoning law and map were adopted after careful criticism and correction by Mr. Edward M. Bassett. The village now has an ordinance well adapted to its needs and welfare.

A zoning ordinance is much more difficult to enforce in a small town than in a large city because all the residents of a small community are friends and neighbors, and when an infraction is to be corrected or a permit denied, the Commission is generally proceeding against one whose friendship it values, or whom it dislikes to antagonize. This is an important reason for the administration of a zoning law by a commission and its enforcement officer,—thereby taking the law out of politics.

Dansville has been especially fortunate in having a sympathetic Board of Trustees, and an enforcement officer who understands the theory of zoning, and knows the law and enforces it impartially, without fear or favor. In most cases of argument he has been called upon to use only moral suasion and to explain the intent of the law.

Any law, to be enforceable, must have public accord. When the zoning ordinance was first enacted it was considered by many as revolutionary and an invasion of the private rights of property owners and tenants. However, during the seven years the ordinance has been in effect, it has, by the Commission's impartial and strict enforcement, gained the respect, admiration, and confidence of the citizens. To-day there are only two uncorrected zoning violations.

The zoning law has been the means of conserving property values by confining business and industry to the sections designated for those purposes and by keeping residence districts free from the invasion of garages, gasoline filling stations, factories, and small neighborhood stores in dwellings, and other home occupations which tend to spring up during a depression. The law has also put an end to sporadic curb stands and similar ventures, thereby reserving business for the people paying rent, who in turn help landlords to

meet the taxes which are essential for the conduct of any municipality. Street curbs and parkways are free from signs and other advertising, thereby giving the village a very fine appearance.

Zoning is as necessary for the future preservation of real-estate values and furtherance of beautification in small villages as in large cities.

E. R. GRISWOLD,
Chairman, Planning Commission.

ITHACA, TWENTY-FIVE YEARS FROM NOW A PRIZE-WINNING HIGH SCHOOL ESSAY¹

When a fellow has lived, is living, and intends to live many years in any one city, he often visualizes its future. There is a certain section of Ithaca, bounded by Cayuga Street, Seneca Street, Aurora Street, and Court Street, which I would like turned into a civic center. It would contain a park, playground, parking area, hotel, Y. M. C. A., churches, and public buildings such as the post office, court house, jail, fire house, and town hall. The streets would be widened and parking prohibited in them.

The first change comes in the post office. This federal building is a "talk of the town." It is very nice to look at but much too small. True, one can go into it at certain times and not meet a soul, but at rush hours every day, people wait impatiently in line. If you don't believe this, go there at noon or around three-thirty in the afternoon. I have hit upon the plan of building an entirely new building to occupy the corner diagonal to the post office. This property is now owned by Ithaca College which has been hoping, since the time of Mr. William Egbert, to move to south hill. With the money for this site and those others desired in this section, this dream may become a reality.

¹EDITOR'S NOTE.—This is the winning essay in a contest for high school students, sponsored by the Ithaca (N. Y.) Planning Commission and the Superintendent of Schools, unrevised except for some abridgment to meet the space requirements of the issue. We have not reproduced the interesting accompanying sketches. The author of the essay, Mr. Holland C. Gregg, was sixteen years old and a student in the Junior class at the time of the contest.

Out of the more than one thousand essays submitted, two hundred were sent to the Planning Commission for the selection of the best nine. First and second prizes and honorable mentions were awarded. In addition, certificates of merit were presented to the writers of the two hundred best essays. These certificates state:

"In recognition of the genuine interest shown by the pupils of the schools of this city in the preparation of the essays on 'The Future Ithaca,' written by them in the Spring of 1933, and in appreciation of the excellent and practical suggestions made by many of the writers the City Planning Commission of Ithaca, New York, awards this certificate to——— whose essay was deemed worthy to be brought to the attention of the city officials charged with developing the city plan. The Commissioners feel it is as significant as it is encouraging that the children of our city understand its needs and that they are giving intelligent thought to its well being."

Mr. George S. Tarbell, Chairman of the Commission, states: "It was a great thing for the school children and a great thing for the City to get the children interested in city planning and the future of their home city. Would it not be desirable for other cities of our country to get the school children interested in the subject of city planning?"

The old post office building should not be destroyed. Its windows are large and its general plan perfect for a new city library. The government has hoped to put in a new post office and with a willing buyer in the city government, it would be quick to act. The parking space behind it should be left to allow people to park at their best advantage without the use of police officers to direct.

Ithaca needs a new hotel. How often have friends of mine shortened their stays in Ithaca because of the lack of a quiet, modern, well-run hotel. The prices of Ithaca's better hotels are exorbitant. This refusal of tourists to stop, causes a great loss to merchants and theater managers of our city. Why not persuade the Cornell Hotel Management College, which only has a chance to teach by example one night a year in an ideal hotel, to become partial or whole owners? A hotel such as I have designed might accommodate the large number of tourists who would surely be interested. The student agencies, such as the florists and cleaners could occupy the stores for their down town customers. A move such as this would create a better understanding between the Cornell faculty and city officials. This building should be placed on the south-west corner of Tioga and Buffalo Streets, now occupied by Stagg, Thaler and Stagg, attorneys; and the Girl Scout Headquarters.

These two concerns could be housed in an office-apartment building to be situated on the south-east corner of Tioga and Court Streets, now owned by the conservatory. These apartments would be small and ultra-modern, containing "one-room suites" for teachers and small families, large apartments for bigger families, and offices on the first and second floors. The expenses of this building would quickly be overcome. The land would be cheap since Ithaca College would have to move on account of the government taking over their most valuable property. Occupants would come because of the convenient location. Lawyers would like offices opposite the Court House.

Behind this building one of the projected municipal parking areas might be placed.

When Ithaca College moves way up on to south hill the question arises as to where they may give their plays and speeches. Probably they will have a theater much like the one at Willard Straight Hall for small performances. If Ithaca had a large well equipped theater down town they could give their best performances down there. Cornell clubs used the Lyceum theater regularly, and generations of high school seniors graduated from its stage.

Prominent Ithacans once were members of the Lyceum Company. The Lyceum was well managed by M. M. Gutstadt, its first manager, and by the Shuberts of New York. If such people were interested in a theater for a town the size of Ithaca in 1893, certainly people could be found to run one to accommodate the population of Ithaca from 1933 to 1958.

A likely spot for a theater of this sort would be opposite the Crescent Ball Room. This space is now taken up by frame buildings of the worst type.

Today, Ithaca is much better off than many cities its size. Marked improvement is seen every year and I'm sure any one of these suggestions or all of them would accent this improvement. The plan as a whole, however, is best, for the individual suggestions overlap, the post office makes Ithaca College get out which will want also to sell its other property down town for the office building and hotel. The post office also leaves a place for a library. And a theater offers a place for both amateur and professional entertainment. The streets could be improved by prohibiting parking on them and forcing cars into municipal areas.

HOLLAND C. GREGG

FUTILE TOWN PLANNING

There is something fundamentally defective in the existing scheme of town and country planning. The planner often makes forecasts of the future population of his area. His usual procedure is to project into the future the rate of growth of the past few decades; he thus reaches totals for a few decades ahead which are double or treble those of the existing population. It is probably no exaggeration to say that these plans in the aggregate are assuming that the population of the country will double or treble in a period during which, in fact, it is almost certainly going to decrease to some considerable extent.

In the absence of planning, local authorities would, no doubt, attempt to induce industrialists to settle in these areas with the laudable intention of trying to do something for their unemployed. As a result of this system of planning, local authorities are encouraged to magnify their activities. The existence of empty spaces reserved for industry leads to the conviction that it is a duty to fill them. In consequence we have the extraordinary spectacle of local authorities trying to attract industrialists in competition one with another, and offering such financial and other baits as they can—a condition of things which is the very negation of any kind of planning.

If experts were drawn in there would be an end of the absurdity of planning for tens of millions who will never see the light of day. If industrialists were drawn in, then planning would go forward in concert with those who have the power to withdraw the opportunities for employment for a whole town or district. If they are absent from the councils of those who plan, planning must be ineffective and may be merely a farce.

PROFESSOR A. M. CARR-SAUNDERS,
In *The Manchester (England) Guardian Weekly*,
January 12, 1934.

FREEWAYS, LINEAR ZONING, AND SUBDIVISION CONTROL

During the past year, Los Angeles County has made noteworthy progress in the establishment of a freeway, linear zoning, and increasingly effective land subdivision control.

There is now in the process of development a freeway from the center of Los Angeles to the center of Pasadena, involving four bridges and two railroad separations which, if adopted, will bring the centers of these cities many minutes closer together and will provide a park-like drive in keeping with the modern trends of highway design without intersecting cross traffic.

The coordination of the highway plans of the forty-four cities in Los Angeles County so as to permit a systematic flow of traffic without congestion, and the construction of new highways are continuous processes. It is essential at all times that the areas through which important highways pass be protected against injurious uses of property, such as auto-wrecking establishments and unneeded filling stations. This protection, with a vast amount of other work which definitely preserves property values, is provided for by the detailed zoning carried on in the office of the Los Angeles County Regional Planning Commission. Two outstanding projects of this nature during the past year, involving the protection of the two new highways which enter Pomona, one on Fifth Avenue and the other on Holt Avenue, for a total length of about thirteen miles, were accomplished through the adoption of a new type of zoning protecting roadside development along state highways a thousand feet back from the property line and preventing the erection of billboards and commercial structures. This is the first attempt that has been made to utilize this type of zoning, and great care must be exercised to see that the regulations are equitably administered.

As a result of the New Year's floods in Los Angeles County, some suits have been filed against the County for damages, on the grounds that the land in the flood beds and the washes should not have been subdivided and building within these wash areas should have been prevented by the County. This has brought to a head the desire of several county departments interested in such matters to take a more definite stand against such unwise development. Apparently the County does not have actual authority fully to prevent the use of lands subject to flood. However, the Subdivision Committee representing the Drainage, Road, Flood Control, and Planning Departments has recently refused approval of two tracts on the sole ground that the land is unsuitable for occupancy because of inadequate drainage. What the final result of this action will be we cannot foresee, but the County has definitely gone on record as opposing the development of such lands.

CHARLES H. DIGGS,
Director.

ZONING ROUNDTABLE

Conducted by EDWARD M. BASSETT

ZONING AND THE STATE PLAN

To-day in this country the word "planning" is used to cover so many fields that there is real danger of its becoming meaningless. Subjects that are perfectly comprehensible become mysterious when they are made part of a complex whole. When this whole includes not only the demarcation of land areas, but assessments, taxation, budgeting, acquirement of land, housing, traffic control, and other fields that have always been considered matters of governmental administration, it becomes confusion worse confounded.

For the purpose of this analysis, let us omit the word "planning." Every plan, if it is, in truth, a plan, can be shown on a map or several maps. If it cannot be so shown, it is not a plan. This statement applies to the plan of a house, a city, a region, or a state. The plan of a house can only be shown by one or more maps of the contemplated house. But we are concerned with the demarcation of land areas for the benefit of the community. So we will eliminate from our discussion structures, both public and private.

What city land areas are stamped by the community with different characters for community purposes? They are streets, parks, sites for public buildings, zoning districts, public reservations, and routes of public utilities. These are all, at present. There may be others in the future. The freeway will probably be another. All can be shown on a map or maps.

It is interesting that prior to the establishment of zoning about 1916 all these land areas had to be *acquired*. Zoning districts are the only land areas demarcated by the community by stamping police-power regulations upon them.

What state land areas are to be stamped by the community with different characters for community (state) purposes? Areas intended for acquirement will be the same as in cities: streets, parks, sites for public buildings, public reservations, and routes of public utilities. Public reservations will be of more numerous kinds than in cities. They will comprise areas for forests, animal sanctuaries, water supply, moisture preservation, and airports; sub-marginal areas formerly open to occupation and agriculture; and soil rehabilitation areas (to be sold later by the state when problems of erosion, run-off, and curable sterility have been solved).

Privately owned land areas will also be demarcated for *regulation*. This will be a form of zoning but one not confined to height, bulk, and use of buildings. Zoning such as is commonly practiced in municipalities will prob-

ably not be adopted by states because of the danger of state districts clashing with municipal districts and because the voters will insist on local autonomy in zoning for height, bulk, and use. But zoning as now practiced is the precursor of the state area demarcation. All the court requirements of valid zoning will apply to the state districting. The new regulations must be reasonable and not discriminatory. They must have a substantial relation to the health, safety, morals, comfort, convenience, and general welfare of the community.

What will these state regulated districts comprise?

(1) Forests, subject to regulations requiring preservation, orderly cutting, and replanting.

(2) Swamp areas on tops of watersheds for moisture preservation.

(3) Slopes denuded by run-off, with regulations requiring terracing, planting, or other treatment.

The above private-land districts are for illustration only. There may be possibilities of non-agricultural areas or non-residential areas. There will be great danger here of upset by courts on the ground of arbitrariness. Land will have an extremely low value where such districts are proposed and public ownership will often be more practicable.

Outside of the state plan, uniform regulations under the police power will exist,—for instance, taxation of billboards on private land. But these are not part of the state plan because they cannot be shown on a map.

Studies are essential, but studies never become a plan until they head up into dynamic maps.

E. M. B.

SCHOOL AND COMMUNITY PLANNING

One of the significant features of the 1934 Summer Session of Teachers College, Columbia University, will be a series of conferences on critical issues in American education.

During the day and evening of Friday, July 20, there will be a conference on "Educational Plant Planning with Special Reference to Its Relationship to Modern Community Development." In addition to this specific subject, trends in residential housing, in planning for recreational programs, and in commercial and industrial development will be discussed by workers in their respective fields. There will probably be exhibits of plans and studies showing desirable relations between the school system and other elements of the city.

H. K. M.

LEGAL NOTES

Conducted by FRANK BACKUS WILLIAMS

NOTES AND DECISIONS

PRIVATE DEED RESTRICTIONS

In modern housing developments of the better class the subdivider usually resorts to private covenants in order to insure that the lots shall be of a sufficient minimum size; and these covenants, in the deed, and to some extent made a part of the plat from which the lots are sold, are for the benefit of the owner of any lot and may be enforced by him against any other lot owner as well as against the original vendor. Such covenants are said to "run with the land."

A recent Connecticut case¹ interpreting such a covenant holds that the sale of lots with reference to a map upon which they are platted does not create on the part of the vendor an implied covenant that the size of the remaining lots upon the map will not be changed.

It follows that the erection of a house on a subdivided lot is not a violation of the covenant that only one house shall be built upon a single lot when the subdivision of the original lot did not violate the covenant that no house should be built on a lot with a frontage of less than 100 feet or an area of less than 9000 square feet.

NONCONFORMING USE

It is the policy of the zoning law to eliminate nonconforming uses as soon as this may reasonably and justly be done. Where, therefore, a permit for a nonconforming gasoline station is granted, it should be temporary and should provide that when the neighborhood develops so that the property is reasonably susceptible of being applied to a conforming use it must, on the application of the authorities or anyone interested, be removed.²

VISION CLEARANCE

Within the last few years many statutes have been passed for the purpose of preventing the obstruction of the view of automobilists at sharp curves in the highway, at highway intersections, and at railroad crossings. Many of these statutes forbid the erection or maintenance of billboards within a

¹Hickson v. Noroton Manor, Inc., 171 Atl. 31 (Supreme Court of Errors, Conn., Feb. 8, 1934).

²New York—People ex rel. Arseekay Syndicate, Inc., v. Connell, 270 N. Y. 232 (Supreme Court, App. Div., March 16, 1934). To the same effect is the case of People ex rel. St. Albans-Springfield Corporation v. Connell, 257 N. Y. 73.

certain distance of such points, either on the roadway or on private land bordering it. Often these statutes are applicable only to territory outside cities and villages. There can, of course, be no doubt of the validity of these statutes in so far as they affect public land. With the exception of an Oklahoma case,¹ which would seem to sustain them as applied to privately owned land, there seem to be no decisions with regard to these statutes. Similar statutes forbid hedges or fences above a given height at such points. Rarely do these statutes attempt to prevent buildings or similar durable and more expensive improvements at such places. A recent South Carolina decision² holds that such a statute amounts to the authorization of the taking of property without compensation and is unconstitutional.

Interesting in this connection are the statutes forbidding danger or directional signs with advertising on them, erected by private parties. The basis for this prohibition evidently is that such signs tend to confuse or mislead the motorist; and the same argument may be made for the prohibition of all commercial advertising at dangerous points.

There can be no doubt of the fact that the prevention of signs obstructing the view at dangerous points is in the public interest. The only question upon which there can be doubt is whether statutes forbidding such signs on private property are an undue burden upon the landowner and therefore, being unreasonable, are unconstitutional. The argument in favor of the reasonableness of forbidding the lesser obstructions, while allowing the more substantial ones, is persuasive and may perhaps be expected to prevail. In some jurisdictions, however, vision clearance is authorized by eminent domain, with compensation.³

F. B. W.

¹*Gibbons v. Missouri, Kansas and Texas R. R. Co.*, 285 Pac. 1040 (Supreme Court, March 11, 1930).

²*Henderson v. City of Greenwood*, 172 S. E. 689 (Supreme Court, Feb. 5, 1934).

³*New Jersey—Frelinghuysen v. State Highway Commission*, 152 Atl. 79; Pennsylvania, 1932 no. 313.

INDUSTRIAL DECENTRALIZATION

We find that, as yet, the very popular idea of industrial decentralization remains an almost unanalyzed concept of something that might be desirable. . . . If we are going to find out how good the idea really is, if we are going to determine the arrangements which must be made to bring it about, and if we are going to encourage or introduce the forces which will cause it to happen in the way we find we want it to happen, a big research and planning job has to be done.—JACOB L. CRANE, JR., at the Chicago meeting of the American City Planning Institute, June 16, 1934.

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

Conducted by FLAVEL SHURTLEFF, Secretary

CHICAGO MEETING OF THE INSTITUTE

JUNE 15-16, 1934

The fortieth meeting of the Institute, and the first to be held in Chicago, successfully inaugurated the new policy of holding at least one session during the year in the Middle West. Thirty members attended and inspected the new fabricated houses and other planning features of the Fair on the first day of the session, and listened to talks on "The Russian Program of City Rebuilding" presented for Leo Rosenberg by Flavel Shurtleff; "The Chicago Public Housing Program" by Coleman Woodbury, Secretary of the Illinois State Housing Board; and "The Design of the Century of Progress Exposition" by C. W. Farrier, Coördinator of Design and Assistant Manager of the Exposition.

Saturday morning there was an exclusive membership meeting devoted to a discussion of the Committee's report on Institute Reorganization. The conclusions will be reported in the next issue of CITY PLANNING. State Planning was the subject of the afternoon session with papers by several consultants for state planning commissions, Irvin J. McCrary for Colorado, S. Herbert Hare for Missouri and Iowa, L. Segoe for Kentucky and Ohio, and Jacob L. Crane, Jr., for Illinois and Wisconsin.

1934 PLANNING CONFERENCE

The annual meeting of the National Conference on City Planning will be held probably late in October. The Directors will meet in June to determine the place and program.

F. S.

Cities are often destroyed by what the learned attorneys call "Acts of God," but they are rarely created in that way.—
L. DEMING TILTON in "Building a Beautiful Community". Reprinted from the *South Coast News*, March 16.

BOOK REVIEWS & LISTS

Conducted by THEODORA KIMBALL HUBBARD

THE REBUILDING OF BLIGHTED AREAS: A Study of the Neighborhood Unit in Replanning and Plot Assemblage. By CLARENCE ARTHUR PERRY. Architectural and planning studies under the direction of C. Earl Morrow. New York, Regional Plan Association, Inc., 1933. 59 pages. Illus., maps and plans, tables. $11\frac{1}{4}$ x $8\frac{3}{4}$ inches. Price \$2.00.

The present is most opportune for such a study in the housing field, since the lagging of the durable-goods industries is becoming increasingly recognized as one of the major drawbacks to recovery. Thus an objective study of the type here proffered is most welcome, not only from the more obvious sociological viewpoint but also from the economic, as a potential means for the stimulation of business activity and reëmployment.

The book contains two main divisions: the first includes a general statement of the problem of the blighted area and a detailed description of such an area with specific recommendations for its reutilization; the second outlines the difficulties encountered in the assembly of land for such a program.

The basic assumption of the program—the demarcation of the size of the area to be rehabilitated as that which would require one elementary school unit—may be open to some question on the ground that most of the successful redevelopments of deteriorated streets, alleys, and smaller areas that have been carried out have involved the concerted action of more or less congenial groups of people. There are few tangible criteria for procedure in the development of harmonious communities, but the subject, although perhaps more of an art than a science, is a very important one and will have a distinct bearing on the success of the program proposed.

From the financial viewpoint, the proposed development presents a number of points which should perhaps receive additional attention, refinement, or explanation. In the capital cost account, there is no allowance stated for the cost of obtaining the money required for the project,—a sum which may reach considerable proportions, possibly even greater than the excess sums over and above the assessed values that may have to be paid for the land involved. This same item will likewise affect the capitalization account, and it is a moot question where sufficient financing can be secured for a project of the type outlined, at the present writing, particularly as regards equity money.

The income account obviously cannot be fully analyzed nor discussed without first-hand information on the locality. However, it can be questioned

whether the vacancy allowance is adequate. Of course this allowance for vacancy may be sufficient after the project has had an opportunity to get well under way, but it may be necessary to set up as a development cost an interim allowance to carry the project along until such time as the development may attain a self-supporting occupancy. This could well be included as a legitimate capital cost.

The expense account is a most interesting one, but the adequacy of the provisions for depreciation and obsolescence would seem open to some question. An amortization of two per cent on the mortgage is provided, but this would amount to only about one and seven-tenths per cent of the total cost of the building. Although, under the scheme of operation that is implied, this amortization would be equivalent to a compounding fund for the preservation of the integrity of the investment and so tend to offset the effects of depreciation and obsolescence, nevertheless more complete safety would require this to be increased somewhat.

The acquisition of sites for a development of this type constitutes one of the principal uncertainties of the program. When every inducement tends to foster delays and "holdouts" on the part of the more acquisitive owners, the promoters of such a project, caught between the expense of buying "holdouts" at "nuisance" values or having recourse to perhaps equally unsatisfactory legal processes (if these are made possible for such corporations) are faced with a very real and knotty problem. However, it is possible that some public-spirited promoter may undertake such a program, and instead of receiving a block of promoters' stock, usually the perquisite of the enterpriser, may be willing to turn it over on a share basis to the landholders who are willing to cooperate, as an inducement and a reward. Nevertheless, a recalcitrant minority may remain to be dealt with by some other method. No solution is proffered for the problem of the mortgagees, particularly when they are trustees or other individuals or corporations bound by many legal restrictions or subject to surcharge.

The solution of the problem proposed by Mr. Perry involves largely the proposition that more equitable and prompt legal machinery may be set up to enable condemnation and acquisition of land, and that the owners of the required sites may be induced to cooperate and to pool their individual interests in the general program, through some form of education along the lines of the advantages that may be obtained thereby. Thus, in this phase of the problem at least, the solution implies a progressive evolution rather than an attempt to propound some panacea developed in one bold stroke.

Granted that the magnitude of the program is large, it is hoped that it can be further adjusted and developed as a laboratory test and as a guide to the rest of the country. The Russell Sage Foundation and the Regional Plan Association can well be congratulated on this timely study.

ALEXANDER B. RANDALL

A SUBSISTENCE HOMESTEADS BIBLIOGRAPHY

Compiled in

The Library of the Schools of Landscape Architecture
and City Planning, Harvard University

By KATHERINE MCNAMARA, Librarian

- BAKER, O. E. Rural-urban migration and the national welfare. (Annals of the Association of American Geographers, June 1933; vol. 23, no. 2 [whole number], p. 59-126. Maps, charts.)
- BISCHOF, JOSEF. Die Stadtrandsiedlungen Falkensee, Falkenberg, Blankenfelde bei Berlin. (Monatshefte für Baukunst und Städtebau, Oct. 1933; vol. 17, p. 433-438. Illus., plans.)
- BISHOP, WARREN. Putting city workers back on the farm. (Nation's Business, Nov. 1933; vol. 21, no. 11, p. 16-17, 54, 56-57. Illus.)
- BORSODI, RALPH. The factors in the quest of comfort: I. The homestead. (*In his This ugly civilization*, N. Y., Harper & Brothers, 1933, chap. 15, p. 310-339.)
- . Flight from the city: the story of a new way to family security. N. Y., Harper & Brothers, 1933. 194 p. Illus., plans.
- . Subsistence homesteads: President Roosevelt's new land and population policy. (Survey Graphic, Jan. 1934; vol. 33, p. 11-14, 48. Illus.)
- BUTTENHEIM, H. S. Subsistence homesteads, in his article: Trends in present-day city and regional planning in the United States, 1933. (City Planning, Apr. 1934; vol. 10, p. 66-69.)
- Discussion of Division of Subsistence Homesteads, U. S. Dept. of the Interior; The North Carolina and Dayton projects.
- CALIFORNIA. DEPT. OF AGRICULTURE. DIVISION OF LAND SETTLEMENT. [Report.] (*In Eleventh annual report of the California Dept. of Agriculture, 1930; published as the Monthly Bulletin of the Department, Dec. 1930; vol. 19, p. 789-796.*)
- CHRISTALLER, WALTER. Anwendung der Theorie auf die siedlungsgeographische Wirklichkeit. (*In his Die zentralen Orte in Süddeutschland*, Jena, Gustav Fischer, 1933, p. 137-164.)
- CHRISTIAN SCIENCE MONITOR. [Series of twelve articles on subsistence homesteads movement.] (Christian Science Monitor, Feb. 5-Feb. 17, 1934.)
- COLONISATION [SIC] OF THE UNEMPLOYED. (Housing and Building, 1932; vol. 4, no. 1/2, p. 39-69. Illus., plans.)
- Colonization in Russia, Germany, England, and Austria.
- DURYEE, W. B. A living from the land. N. Y., McGraw-Hill Book Co., Whittlesey House, 1934. 189 p. Illus., plans, tables, cross sections.
- GERMANY: law dealing with the development of land for the building of residential colonies (passed Sept. 22nd, 1933). (International Housing Association. Information, [circa Mar. 1934, p. 14-15].)
- Text of article also in French, p. [21-23].
- GERMANY: small suburban settlements and allotments for the unemployed. (Journal of the Town Planning Institute, Sept. 1933; vol. 19, p. 245-248.)
- HOLLANDE: caractères remarquables des nouveaux logements ouvriers construits à Amsterdam. (International Housing Association. Information, [circa Mar. 1934, p. 16-18].)
- A note from Het Bouwbedrijf, Dec. 1933.
- HOMESTEAD NOTES (monthly), Sept. 1933 to date. Suffern, N. Y., Ralph Borsodi and Associates, no. 1, Sept. 1933 to date.
- ITALIE: défrichement et colonisation des Marais Pontine. (International Housing Association. Information, [circa May 1934], p. 14-15.)

- ITALY: improvement of the land and residential colonies: drainage of the Pontine Marshes. (International Housing Association. Information, [circa Mar. 1934, p. 11].)
A note from Union Internationale des Villes et Pouvoirs Locaux, Document no. 55, Nov. 1933.
- JOHNSON, ALVIN. The happy valley. (*Yale Review*, June 1933; vol. 22, p. 678-690.)
Discussion, from the economic and idealistic viewpoints, of farm settlements by artistic and intellectual people.
- KOCHER, A. LAWRENCE, and ALBERT FREY. Subsistence farmsteads. (*Architectural Record*, Apr. 1934; vol. 75, p. 349-356. Illus., plans.)
Proposed plan for subsistence dwellers, and status of existing subsistence homestead projects.
- KUNZE, WALTER. Der Stadt-Landkreis: ein kommunale Notwendigkeit. (*Monatshefte für Baukunst und Städtebau*, Apr. 1933; vol. 17, p. 191-192.)
- LAND SETTLEMENT for unemployed. (*Monthly Labor Review*, Oct. 1933; vol. 37, p. 834-841. Table.)
Land settlement in Germany, Italy, and New Zealand.
- LAND SETTLEMENT in the Irish Free State. (*Monthly Labor Review*, July 1933; vol. 37, p. 54-56.)
Data from report made at request of Bureau of Labor Statistics, by Benjamin M. Hulley, American consul, Dublin, Nov. 25, 1932.
- MIGGE, LEBERECHT. Kolonisation oder Städtebau? (*Gartenstadt*, June 1930; vol. 14, no. 1-3, p. 9-13.)
- NATIONAL HOMESTEADING. (*Homestead Notes*, Feb. 1934; no. 6, p. 1-2, 7.)
- NOLEN, JOHN. The landscape architect in public works: Division of Subsistence Homesteads, Department of the Interior. (*Landscape Architecture*, Jan. 1934; vol. 24, p. 82-83.)
- ON SETTLING at home. (*Country Life* [London], Nov. 1933; vol. 74, p. 460.)
Small land holdings.
- THE PRESIDENT'S new relief policy. (*Survey*, Mar. 1934; vol. 70, p. 72.)
- RECENT DEVELOPMENTS in subsistence-homesteads movement. (*Monthly Labor Review*, Feb. 1934; vol. 38, p. 245-253.)
- RELIEF OF UNEMPLOYMENT through land colonization in Canada. (*Monthly Labor Review*, May 1933; vol. 36, p. 1041-1050.)
- RUCKMAN, JOHN H. What types of small subsistence farms are economically and socially sound? (*National Real Estate Journal*, Oct. 1933; vol. 34, no. 11, p. 33-34.)
- RURAL HOUSING. (*Millar's Housing Letter*, July 17, 1933; vol. 1, no. 40, p. 4.)
Lists four types of rural housing being considered by the Division of Subsistence Homesteads.
- SAASSEN, DR. Stadtsiedlung—Stadttranssiedlung. 7. Die Stadttranssiedlung. (*In Bruck*, W. F., ed. *Die deutsche Siedlung*, Münster i. Westf., Verlag der Forschungsstelle für Siedlungs- und Wohnungswesen, 1932, p. 95-120. Plans.)
- SIEDLUNG RÖMERSTADT: Anzahl der Wohnungen 1220. (*Das Neue Frankfurt*, Apr.-May 1930; vol. 4, p. 76-84. Illus., folded map, plans, chart.)
- SUBSISTENCE FARM project organized. (*American Forests*, Sept. 1933; vol. 39, p. 423.)
Brief note on Federal organization.
- SUBSISTENCE FARMS for ex-coal miners; and, Significance of West Virginia project. (*Millar's Housing Letter*, Oct. 23, 1933; vol. 2, no. 2, p. 7-8.)
- SUBSISTENCE HOMES and the national forests. (*American Forests*, Feb. 1934; vol. 40, p. 69.)
- SUBSISTENCE HOMES succeeding in British forests. (*American Forests*, Feb. 1934; vol. 40, p. 86.)
- SUBSISTENCE-HOMESTEAD program started in West Virginia. (*Engineering News-Record*, Jan. 11, 1934; vol. 112, p. 48.)
Reedsville, W. Va., project.

- SUBSISTENCE HOMESTEADING conference at Dayton, December 8-10, 1933. (Ohio State University. Engineering Experiment Station News, Dec. 1933; vol. 5, no. 5, p. 1.)
National Conference on Subsistence Homesteading, under auspices of Unit Committee of the Dayton Council of Social Agencies.
- SUBSISTENCE HOMESTEADS. (Housing Information Bureau. Monthly Letter, May 1, 1934; vol. 2, no. 8, p. 4-5.)
Note concerning projects in Illinois, South Carolina, and Texas.
- SUBSISTENCE HOMESTEADS. (Planning Broadcasts, Dec. 1933; no. 6, [whole number].)
Article based on manuscript prepared by John Nolen, Special Consultant to the Subsistence Homesteads Division of the Department of the Interior. Also reprinted as Bulletin of the National Conference on City Planning.
- SUBSISTENCE HOMESTEADS. (Survey, Jan. 1934; vol. 70, p. 23-24.)
Work of the Division of Subsistence Homesteads, with account of Tygart Valley, W. Va., and Dayton, Ohio, projects.
- SUBSISTENCE HOMESTEADS. (Survey, Apr. 1934; vol. 70, p. 135.)
A list of approved projects to date.
- SUBSISTENCE HOMESTEADS, PWA. (Civic Comment, Oct.-Jan. 1934; no. 45, p. 4-5.)
Account of organization and work of Division of Subsistence Homesteads.
- SUBSISTENCE HOMESTEADS projects, aiming to provide, not merely a living, but a life worth living. (American City, Feb. 1934; vol. 49, no. 2, p. 75, 77.)
- SURVEYORS ARE SWARMING over a West Virginia farm which the government has selected as a \$250,000 homestead laboratory. (Architectural Forum, Nov. 1933; vol. 59, p. 430-431. Illus., portrait.)
- TAYLOR, A. D. Subsistence homesteads, in his article: Notes on Federal activities relating to landscape architecture. (Landscape Architecture, Apr. 1934; vol. 24, p. 171.)
- TERPENNING, WALTER A. Rural village, new model; What good rural planning can do for the countryside. (Survey Graphic, Oct. 1932; vol. 21, p. 474-475, 486-488. Plans.)
- THOMAS, EDGAR. The economics of small holdings: a study based on a survey of small scale farming in Carmarthenshire. With a preface by C. S. Orwin. Cambridge, [Eng.], The University Press, 1927. Tables.
- U. S. A.: The "Back-to-the-land movement" in U. S. A. Subsistence homesteads. (International Housing Association. Information, [circa May 1934], p. 7-8.)
- U. S. CONGRESS. 69TH. 2ND SESSION. HOUSE. Reclamation and rural development in the South: letter from Secretary of the Interior transmitting a report of special advisers of their investigation of reclamation and rural development in the South, and a report on swamp and overflow lands in the Yazoo Basin, Miss. Washington, Govt. Printing Office, 1927. 2 vols. Map, tables. (House document no. 765.)
Contents: Part I. Rural development in the South; Part II. Swamp and overflow lands in the Yazoo Basin. See especially Colonization of cut-over lands, vol. 2, p. 77-78.
- . 70TH. 1ST SESSION. SENATE. Southern Reclamation Conference: proceedings of the Southern Reclamation Conference held in Washington, D. C., December 14 and 15, 1927, under the auspices of the Department of the Interior . . . and of the Bureau of Reclamation. . . . Washington, Govt. Printing Office, 1928. 92 p. Illus. (Senate document no. 45.)
- . 71ST. 2D SESSION. HOUSE. Creation of organized rural communities to demonstrate the benefits of planned settlement and supervised rural development. Washington, Govt. Printing Office, [1930]. 15 p. (Report no. 870.)
- U. S. DEPT. OF THE INTERIOR. DIVISION OF SUBSISTENCE HOMESTEADS. General information concerning the purposes and policies of the Division of Subsistence Homesteads. Washington, The Department, Nov. 15, 1933. 13 p. (Circular no. 1.)
- . Memorandum for the press. [Washington, The Department], Sept. 28, 1933 to date. Mimeographed.
- . [Miscellaneous bulletins]. Washington, The Division, [1934]. Mimeographed.
Contents: Some financial aspects of subsistence homesteads; Some facts about subsistence homesteads; What are subsistence homesteads?

- U. S. TO BUILD SUBSISTENCE HOMES: projects for New Jersey, Ohio and West Virginia are announced by new Federal Homestead Corporation. (National Real Estate Journal, Jan. 1934; vol. 35, no. 1, p. 23-24. Illus.)
- WILSON, M. L. A new land-use program: the place of subsistence homesteads. (Journal of Land and Public Utility Economics, Feb. 1934; vol. 10, p. 1-12.)
- . The place of subsistence homesteads in our national economy. (Journal of Farm Economics, Jan. 1934; vol. 16, no. 1, p. 73-84; with discussion, by C. C. Zimmermann, p. 84-87.)
- Discussion also reprinted. Abstract of address reprinted in mimeographed form by U. S. Division of Subsistence Homesteads.
- WINEY, HAROLD E. [Subsistence homesteads in Dayton, Ohio.] (*In* Proceedings of 15th annual meeting of Ohio State Planning Conference, 1933, p. 3.)
- Also reprinted in part in Regional planning notes, Los Angeles County Regional Planning Commission, Mar. 1, 1934.

OTHER RECENT PUBLICATIONS RECEIVED

CITY PLANNING is glad to receive for listing in this department pamphlets and documents of professional interest to its readers. The publications it thus receives are filed for permanent reference in the Library of the School of City Planning of Harvard University.

- AKRON (OHIO) REAL ESTATE BOARD. HOUSING COMMITTEE. Housing survey of Akron, Ohio. Akron, The Board, Sept. 1, 1933. 53 pages. Mimeographed. Price \$1.00.
- BORST, OTTO. Die Verkehrsentwicklung der Stadt Ulm. Ein Beitrag zur Landesplanung. Esslingen a.N., Verlag der Burgbücherei, n.d. 59 pages. Maps and plans (one folded). Price RM 7.
- BRIGHTON, HOVE AND DISTRICT (ENGLAND) JOINT TOWN PLANNING ADVISORY COMMITTEE. Town and Country Planning Act, 1932—Interim development of land. Brighton, The Committee, July 1933. 7 pages.
- BROOKHAVEN (N. Y.) PLANNING BOARD. Rules and regulations for the subdivision and platting of land. Brookhaven, Jan. 1934. 16 pages. (John E. Hollaman, consultant.)
- BRUCK, W. F., Editor. Die deutsche Siedlung 1932. Münster i. Westf., Verlag der Forschungsstelle für Siedlungs- und Wohnungswesen, 1932. 260 pages. Illus., plans. Price RM 4.80.
- COMMONS, OPEN SPACES AND FOOTPATHS PRESERVATION SOCIETY. Footpath maps and surveys: why and how to make them. London, The Society, [1933]. 8 pages. Price 3d.
- . Parish councils and the Rights of Way Act, 1932. London, The Society, [1933]. 8 pages.
- . The Rights of Way Act, 1932. An explanation of the Act as affecting the proof of dedication of highways with special reference to the powers and duties of local authorities. London, The Society, [1933]. 8 pages. Price 3d.
- CONNECTICUT STATE PLANNING BOARD. Statements. Jan. 8, 1934 - date. Mimeographed.
- CRANE, JACOB L., JR. Comprehensive planning for the development of Illinois: a preliminary report on state planning. [Chicago], Illinois Chamber of Commerce, The Civic Development Committee, 1934. 54 pages. Maps, plans, graphs. Mimeographed.
- DANSK BYPLANLABORATORIUM. Beretning om Dansk Byplanlaboratoriums Virksomhed, 1931-33. København, 1934. 78 pages. Illus., maps and plans.

- DAYTON (OHIO) CITY PLAN BOARD. Housing survey: city of Dayton, Ohio. Dayton, 1934. 95 pages. Illus., maps, plans, graphs. Planographed. (Civil Works Administration Project No. 4013.)
- DES MOINES (IOWA) CITY PLAN AND ZONING COMMISSION. Annual report, 1933-1934, for the fiscal year ending March 31, 1934. Des Moines, The Commission, 1934. 21 pages. Mimeographed.
- ELIOT, CHARLES W., 2ND. Planning a better country. Reprinted from *Engineering News-Record*, Feb. 8, 1934. 2 pages. Map.
- FRED L. LAVANBURG FOUNDATION. Practices and experiences of the Lavanburg Homes. New York, The Foundation, 1934. 16 pages. Illus.
Copies may be obtained from Abraham Goldfield, Executive Director, 132 Goerck St., New York City.
- GARDEN CITIES AND TOWN PLANNING ASSOCIATION. Proposals for the building of garden cities: evidence presented to the Government Committee on Garden Cities. London, The Association, [1932]. 20 pages. Price 1s.
- GOLDFIELD, ABRAHAM. Towards fuller living through public housing and leisure time activities. New York, The National Public Housing Conference, 1934. 55 pages. Illus. Price 25 cents.
- GREAT BRITAIN. MINISTER OF HEALTH. Town and country planning, England and Wales. The Town and Country Planning Regulations, 1933, dated July 27, 1933, made by the Minister of Health under the Town and Country Planning Act, 1932. London, H. M. Stationery Office, 1933. 25 pages. Price 7d. (Statutory rules and orders, 1933, no. 742.)
- GUTHRIE, F. A. Regional planning by the Federal Government. [Washington], Editorial Research Reports, Vol. II, no. 2, July 10, 1933. [17] pages. Price \$1.00.
- HERBERT, P. A. Rural land zoning. In Michigan Commission of Inquiry into County, Township and School District Government, Michigan Local Government Series, Dec. 1933. Illus.
- HUNTINGTON (N. Y.) PLANNING BOARD. Master plan report. [Huntington, The Board], June 7, 1933. 16 pages. Illus. (Richard Schermerhorn, Jr., consultant.)
- HILDER, JOHN. A housing program. Boston, Boston Housing Association, March 1934. 22 pages. Mimeographed.
- INTERNATIONAL FEDERATION FOR HOUSING AND TOWN PLANNING. International glossary of technical terms used in housing and town planning. London, The Federation, [1934]. 77 pages. (Special report no. 2.)
In English, French, German, and Italian.
- LEWIS, CHARLES F. Who will rebuild our cities—business or government? Reprinted from *The Pittsburgh Record*, University of Pittsburgh. 2 pages.
- LEWIS-DALE, H. ANGLE. Aviation and the aerodrome: a treatise on the problems of aviation in relation to the design and construction of aerodromes. Philadelphia, J. B. Lippincott Co., 1932. 168 pages. Illus., plans (part folded). Price \$6.00.
- LOW-COST HOUSING AND SLUM CLEARANCE: a symposium. *Law and Contemporary Problems*, Vol. I, no. 2, March 1934. Durham, N. C., Duke University School of Law. Price 60 cents. David F. Cavers, Editor.
- Contents: A century of the housing problem, by Edith Elmer Wood; Housing the poor: mirage or reality, by Carol Aronovici; Urban housing and land use, by Herbert U. Nelson; The regional approach to the housing problem, by Earle S. Draper and Tracy B. Augur; Housing as a political problem, by Ernest J. Bohn; The drafting of housing legislation, by Ralph K. Chase; Financing slum clearance, by George W. Warnecke; The relation of housing to taxation, by Harold S. Buttenheim; Housing projects and city planning, by Alfred Bettman; Land assembly for housing developments, by Coleman Woodbury; A note on the power of the Federal Government to condemn for housing, by Robert G. Seaks; Control of housing administration, by Walter H. Blucher; The housing authority and the housed, by Charles S. Ascher.

- LUTHARDT, [WILHELM]. *Landesplanung Ostthüringen, 1927-1932*. Leipzig, Eduard Gaeblers Geographisches Institut, 1933. 2 vols. Illus. Price RM 12.
Vol. I, text; Vol. II, maps.
- MASSACHUSETTS. HOUSE NO. 1024. An Act relative to restricting use of buildings and premises, bulk of buildings and occupancy of lots in the city of Boston. 1934. 3 pages.
- MASSACHUSETTS INSTITUTE OF TECHNOLOGY. Course in city planning: [announcement]. Boston, The Institute, School of Architecture, 1934. 4 pages.
- MELLEN, J. A., Compiler. State primary and secondary highway system in Los Angeles County. Los Angeles, distributed through the courtesy of the Civic Development & Real Estate Dept., May 1934. [26] pages. Mimeographed.
The report shows the amount of work and the estimated cost to bring each section of the county highway system up to accepted state standards. This is an official report resulting from a general public demand for such a study.
- MENHINICK, HOWARD K. Urban planning symbols: a compilation of the symbols used in city and regional planning in the United States. A preliminary report to the Special Committee on Standard Symbols, Scales and Terminology for Planning Use, of the Board of Surveys and Maps of the Federal Government. Cambridge, Mass., Harvard University School of City Planning, 1934. 185 pages. Illus. Typewritten.
Not available for distribution.
- MID-CHESHIRE (ENGLAND) REGIONAL PLANNING COMMITTEE. Town & country planning in Mid-Cheshire (Region No. 3) with the object of promoting convenience, health and amenity within the region. Explanatory memorandum. Weaverham, The Committee, 1933. 12 pages. Map. Price 3d.
- MILTON (MASS.) BOARD OF SURVEY. Rules and regulations. Milton, The Board, July 14, 1932. 13 pages. Illus.
- MILWAUKEE (WIS.) BOARD OF PUBLIC LAND COMMISSIONERS. Taking stock: [report on a comprehensive survey of the number and location of vacant parcels of land and front footage available for development in the variously zoned use districts within the city limits]. Milwaukee, Apr. 1934. 5 pages + map. Tables. Mimeographed. (Chas. B. Bennett, city planning engineer.)
- NATIONAL ASSOCIATION OF HOUSING OFFICIALS. Demolition of unsafe and insanitary housing: an outline of procedure for a comprehensive program. Chicago, The Association, 1934. 35 pages. Illus., plans. Lithoprinted. Price 25 cents; free to public officials.
———. Public housing surveys: an outline of survey and planning procedure for low-cost housing. Chicago, The Association, March 1934. 20 pages. Illus. Lithoprinted. Price 25 cents; free to public officials.
- NATIONAL FIRE PROTECTION ASSOCIATION (INTERNATIONAL). Advance publication of the report of the Committee on City Planning and Zoning. Boston, The Association, 1934. 31 pages. Illus.
- NATIONAL RECREATION ASSOCIATION. The leisure hours of 5,000 people: a report of a study of leisure time activities and desires. New York, The Association, 1934. 83 pages. Mimeographed. Price \$1.00.
- NAVIN, REV. R. B., and OTHERS. An analysis of a slum area in Cleveland. Cleveland, Ohio, Metropolitan Housing Authority, 1934. 27 pages. Folded map.
- NEDERLANDSCH INSTITUUT VOOR VOLKSHUISVESTING EN STEDEBOUW. Jaarverslag over 1933. Amsterdam, [1934]. 17 pages. Mimeographed.
- "THE NETHERLANDS ABROAD" ASSOCIATION. The story of the Zuiderzee Works: fresh fields and polders new. The Hague, Official Tourist Information Office, n.d. [26] pages. Illus., map.
- NEW JERSEY. COMMITTEE SUBSTITUTE FOR SENATE NO. 154. An Act to create a state planning board and prescribing its powers and duties. Adopted Apr. 9, 1934. 3 pages.

- PACIFIC NORTHWEST REGIONAL PLANNING CONFERENCE. Proceedings of the first Pacific Regional Planning Conference at Portland, Oregon, March 5-7, 1934. Portland, Pacific Northwest Regional Planning Commission, 1934. 131 pages.
- PASSAIC COUNTY (N. J.) PLANNING ASSOCIATION and THE REGIONAL PLAN ASSOCIATION, INC. Passaic County and the Regional Plan: just what this great enterprise means to the county and particularly to the community in which you live. Paterson, N. J., and New York City, 1934. 28 pages. Illus., map, folded plan. Price 20 cents.
- PATCH, BUEL W. Editorial Research Reports, Vol. II, nos. 3, 15, and 19. [Washington], Editorial Research Reports, 1933. Price \$1.00 each.
Subjects: Public works and national recovery; Land settlement for the unemployed; and Federal home loans and housing.
- RABUCK, A. J. A zoning manual for Wisconsin cities and villages, including a skeleton zoning ordinance. Madison, Wis., League of Wisconsin Municipalities, May 1934. [15] pages. Price 50 cents. (Supplement to May 1934 issue of *The Municipality*.)
- RAYMOND, JEAN. Guide pratique de l'urbaniste. Paris, Dunod, 1933. 246 pages. Illus. Price 45 fr.
- REGIONAL PLANNING FEDERATION OF THE PHILADELPHIA TRI-STATE DISTRICT. Nature's plan for parks and parkways—recreational lands in the Philadelphia Tri-State District. Philadelphia, The Federation, 1932. 36 pages. Illus., folded and colored plan.
- RIDLEY, CLARENCE E., and ORIN F. NOLTING. The municipal year book, 1934: an authoritative résumé of activities and statistical data of American cities. Chicago, International City Managers' Association, 1934. 256 pages. Price \$4.00.
To be reviewed.
- RUTGERS TOWN CORPORATION. Rutgerstown and Queenstown, low cost housing projects for the average man. New York, The Corporation, [1934]. unpagged. Illus., folded map, plans, graphs.
- SÁENZ, AARÓN. Governar a la ciudad es servirla: informe. Mexico, Federal District, 1934. 74 pages. Illus., plans.
- ST. PAUL (MINN.) COMMITTEE ON ADDITION PLATS. Report. March 21, 1933. 7 pages. Mimeographed.
- SAN DIEGO COUNTY (CAL.) PLANNING COMMISSION. Proposed subdivision ordinance for San Diego County, Cal. [San Diego], Apr. 1934. 25 pages. Mimeographed. (L. Deming Tilton, consultant; L. W. Dewall, engineer.)
- SIMON, SIR E. D. The anti-slum campaign. London and New York, Longmans, Green and Co., 1933. 206 pages. Price \$1.20.
- SOUTH EAST KENT REGION (ENGLAND) JOINT TOWN PLANNING COMMITTEE. Are you building? [8] pages. Map, plans.
- SYDENSTRICKER, EDGAR. Health and environment. New York, McGraw-Hill Book Co., Inc., 1933. 217 pages. Graphs, tables. Price \$2.50.
To be reviewed.
- TOWN PLANNING INSTITUTE (GREAT BRITAIN). Questions set in intermediate examination, July 1933. 6 pages. Illus.
- U. S. DEPT. OF AGRICULTURE. BUREAU OF AGRICULTURAL ECONOMICS. Natural land-use areas of the United States: [a map]. Washington, Government Printing Office, 1933. One page, colored and folded. Price 50 cents.
Source material listed on back.
- WHITE, MAX R. Water supply organization in the Chicago Region. Chicago, The University of Chicago Press, 1934. 170 pages. Maps. Price \$2.00.
To be reviewed.
- ZIMMERMANN, ERICH W. World resources and industries: a functional appraisal of the availability of agricultural and industrial resources. New York, Harper & Bros., 1933. 842 pages. Illus., maps, and plans. Price \$5.00.

Town Planning Review

(Issued from the Department of Civic Design,
University of Liverpool)

The only English magazine devoted
entirely to this subject. It deals with the
monumental, historical, and domestic aspects.

WESLEY DOUGILL, Editor

Advisory Committee:

PATRICK ABERCROMBIE

S. D. ADSHEAD

C. H. REILLY

Editorial Offices:
Abercromby Square, Liverpool

Published at the
University Press of Liverpool
177 Brownlow Hill

Price four shillings a copy: fifteen shillings a volume (4 copies)

The first fifteen volumes (with the exception of Vol. I, Nos. 1 and 2 and Vol. II, No. 1) are obtainable
at 20/- the Volume, bound in fawn cloth (boarded), or 15/- the Volume, unbound.
Vol. I, Nos. 3 and 4, and Vol. II, Nos. 2, 3, and 4, 5/- each.

Subscriptions may be sent to *City Planning*

1938

CITY PLANNING

OFFICIAL ORGAN OF
THE AMERICAN CITY PLANNING INSTITUTE
THE NATIONAL CONFERENCE ON CITY PLANNING



QUARTERLY
OCTOBER 1934

Announcing...

Basic . . .

in its approach to the problems of housing and slum clearance, embracing the economic, social, and esthetic aspects of residential planning for the medium- and lower-income groups.

A new book

*on
land planning
for
housing*

Sound . . .

in the definite principles and methods it proposes, growing out of long practical experience in this field both here and abroad.

by

**THOMAS
ADAMS**

**THE
DESIGN
OF
RESIDENTIAL
AREAS**

Timely . . .

in its publication at the very moment when large-scale housing improvements, so long needed, are now becoming a reality under government auspices.

Price . . . \$3.50

*Volume VI
Harvard
City Planning Studies*

Send your order, with remittance, to
City Planning Publishing Co.
12 Prescott St., Cambridge, Mass.

CITY PLANNING

REGIONAL PLANNING—RURAL PLANNING—TOWN PLANNING



OFFICIAL ORGAN
AMERICAN CITY PLANNING INSTITUTE
NATIONAL CONFERENCE ON CITY PLANNING
QUARTERLY

Vol. X

OCTOBER 1934

No. 4

CONTENTS

State Park and Recreation Planning	HERBERT EVISON	153
Securing Public Support for Planning	BRYANT HALL	164
EDITORIAL		176
CURRENT PROGRESS:— <i>C.W.A. and the Kenosha City Plan—Highways, Zoning, and Tree Planting—A Resolution—Radio Addresses on Land Use Planning—An Older City Looks Ahead—Recent Planning Developments in New York City—A Bureau of Community Planning</i>		177
ZONING ROUNDTABLE:— <i>Gasoline Stations</i>		184
LEGAL NOTES:— <i>Reasonableness</i>		186
N. C. C. P. & A. C. P. I. NEWS:— <i>Conference on City, Regional, State, and National Planning</i>		187
BOOK REVIEWS & LISTS:— <i>Reviews—Recent Publications</i>		190

Published Quarterly at 11 Oak Street, Augusta, Maine, by

CITY PLANNING PUBLISHING CO.

GENERAL OFFICE: 12 PRESCOTT STREET, CAMBRIDGE, MASS.

HENRY VINCENT HUBBARD, EDITOR HOWARD K. MENHINICK, ASSISTANT EDITOR

CONTRIBUTING EDITORS

EDWARD M. BASSETT FRANK B. WILLIAMS JOHN NOLEN

FLAVEL SHURTLEFF THEODORA KIMBALL HUBBARD

ELIZABETH M. HOUSTON, ASSISTANT TO THE EDITORS

CARL RUST PARKER, *Business Manager*

75 cents a copy, \$3.00 a year (Foreign \$1.00 a copy, \$3.50 a year)

Copyright 1934, by Carl Rust Parker. Entered as second-class matter, April 8, 1925, at the Post Office at Augusta, Maine, under Act of Congress of March 3, 1879.



Courtesy California State Park Commission

POINT LOBOS STATE PARK, CALIFORNIA

Photograph by Gabriel Moulin

CITY PLANNING

OFFICIAL ORGAN
AMERICAN CITY PLANNING INSTITUTE
NATIONAL CONFERENCE ON CITY PLANNING
QUARTERLY

VOL. 10

October 1934

No. 4

STATE PARK AND RECREATION PLANNING

By HERBERT EVISON

Executive Secretary, The National Conference on State Parks

THE state's definite and admitted concern with recreation¹ has revealed itself principally in two directions, establishment and operation of state parks, and provision of opportunity for hunting and fishing.

In actual practice, few terms are so loosely used as "state park," which may designate a 60,000-acre section of the Black Hills of South Dakota, a 25-acre camping ground in Michigan, and a half-acre Indian mound in Columbus, Ohio. It covers a multitude of sins in land selection. On the other hand, Massachusetts refuses to accept it at all; she has true state parks but attests her independence and individuality by calling them reservations.

The state's interest in providing opportunities to hunt and fish is expressed in far-flung systems of game preserves, game farms, relatively few public hunting grounds, and hatcheries and rearing ponds that do their best to provide fish with which to restock streams and lakes at a rate commensurate with that at which six- or seven- or eight-inch specimens are removed by the fisherman, in extensive game and fish studies, and in the exaction of a fee for the privilege of hunting or fishing.

The states had been building highways for a long time before any considerable number of road builders could be brought to admit either that their handiwork had any recreational importance

¹An article adapted from a recent lecture at the Harvard School of City Planning.

or that recreational value was a factor to be considered in the selection of highway routes. The philosophy of road building was expressed largely in the axiom that a straight line is the shortest distance between two points and in the engineering principle that cuts should balance fills,—let the cuts cut what they may. It is gratifying to find Michigan and Illinois buying 200-foot rights of way for their trunk highways and, in the case of Michigan at least, planting the roadsides with pleasing informality; the Pennsylvania Highway Department removing advertising signs by the thousand, once or twice a year, from their rights of way but not, alas! from adjoining properties; Massachusetts insisting that the public interest and the public power extend beyond the highway onto private property in the control of offenses to the eye; and a number of states employing landscape architects to safeguard the esthetic amenities of their highway systems. These are a few examples of what appears to be a growing trend, which it is to be hoped will ultimately gain sufficient popular and legal support to eliminate the rural billboard and make possible the assertion of some degree of control over rural commercial structures.

Accepting the broad implications of the word “recreation,” many states have accepted varying degrees of responsibility toward places of historic interest. Richard Lieber, who built Indiana’s system of state parks, has insisted that nobody has any business selecting or developing or operating state parks who has not a live historic sense.

The state appears likely to concern itself in the future with what may be a new classification of recreation area,—a product of the national program of submarginal land purchase,—which is known to those who are working with them as vacation or rest areas, designed primarily to provide vacation opportunities for children or for families in the low-wage group. These places may fit directly into a broadened state park picture. Part of the same program are such widenings of our highways as will provide places in which to eat a roadside lunch somewhat separated from the rush and roar of highway travel. Oregon, Michigan, and New Hampshire are among the states which have considerably anticipated the Federal Government in this field.

LACK OF ADEQUATE PLANNING

I do not think that any of us can contemplate the present picture of state recreation planning with any particular satisfaction. Under the impetus of Emergency Conservation Work, the recreational holdings of the states have been greatly expanded during the past year; some extraordinarily valuable properties have been acquired; and, on the whole, I believe the results have been definitely worth while. But with the exception of one or two states, this whole expansion has been characterized by planlessness; purely local pressure, arising out of the desire to draw the motorist and his money, has been responsible for much of it; and some of the new areas are almost certain to prove liabilities rather than assets. Unfortunately, there are still a number of park agencies which have not learned that parks are one form of gift horse whose dental apparatus needs the most thorough and skeptical examination.

Park enthusiasm and park acquisition have far outrun realization of the need of planning the acquisition programs or of planning the parks themselves. The National Conference on State Parks, for the past five years, and the National Park Service, since the establishment of the CCC (which is now working in about 250 parks), have concentrated chiefly on the necessity of sound planning for individual parks rather than on state-wide or region-wide park and recreation planning.

The number of states that can be said to have done any real planning in connection with the task of building up their park systems and with the other phases of their responsibility in the field of outdoor recreation can be counted on the ten fingers, with a few fingers to spare. The result is that there are in the United States, I venture to estimate, at least three hundred areas called state parks that don't deserve the name.

BRIEF HISTORY AND ANALYSIS OF STATE RECREATION
PLANNING

There is not time, nor is there any good reason, to attempt here to give a complete history of state recreation planning. The best approach to the subject appears to be to examine some of the

results of it, and to try to reach certain conclusions from them, starting clear back in the Nineties with Charles Eliot's study¹ that resulted in the creation of the Boston Metropolitan Park system. This appears to have been the first real expansion of park planning beyond the boundary of a city.

So far as I know, Mr. John Nolen's Wisconsin study,² undertaken in 1908, was the first state-wide park survey. Mr. Nolen limited his selections rather severely, but his limitations were all sound. His report contains several remarkable features characteristic of early park studies; among other things, a good deal of space was given to a justification of the then rather novel idea of having state parks at all.

Mr. Albert Turner, who is still Field Secretary for the Connecticut Park and Forest Commission, made a one-man survey³ for the Nutmeg State more than two decades ago. His report is a readable, wise, and philosophical piece of work; especially worth reading and pondering is that portion of it setting forth his bases of selection.

In Massachusetts, the report of the Committee on the Needs and Uses of Open Spaces⁴ seems to have been a workmanlike job, interesting chiefly because of its concern with a wide variety of types of public reservations, and its recognition of the recreational significance of other properties than those of the more or less generally accepted park type.

New York's studies, in 1922⁵ and 1924,⁶ were useful in focusing attention on the state's needs and in providing arguments for voting park purchase bonds, but they were quickly outmoded by such studies as those of Mr. Olmsted in California and Mr. Crane in Iowa.

¹*Report of the Landscape Architect.* (In Boston, Mass. Board of Metropolitan Park Commissioners, Jan. 1893, pp. 82-110.)

²*State Parks for Wisconsin: report of landscape architect.* With letter of transmittal by State Park Board. [1909.]

³Connecticut. State Park Commission. *Report for the Fiscal Year ended Sept. 30, 1914.* (Public Document no. 60.)

⁴*Report.* Boston, [State Printer], 1929.

⁵New York State Association. Committee on State Park Plan. *A State Park Plan for New York, with a proposal for the new park bond issue.* Dec. 1922.

⁶New York State Association. Committee on State Park Plan. *The State Park Plan for New York revised to show progress to date with the proposal for the new park bond issue; 2d ed.* Jan. 1924.



Photograph by S. Waldo Bailey

IN THE MOUNT GREYLOCK RESERVATION IN MASSACHUSETTS

By contrast with the work of Mr. Nolen and Mr. Turner, Mr. Olmsted's report on his California State Park Survey¹ was made in the full flower of the automobile age and for the state where the bloom was richest. It was made in anticipation of the immediate expenditure of a large sum of money on the purchase of parks,—large, at any rate, for the now dimly remembered days of 1928. Though it is known as the Olmsted survey and much of its study and all of its conclusions are his, it was organized on a scale and in a way that differed greatly from any that had preceded it.

The act authorizing the undertaking called for a survey "to determine what lands are suitable and desirable for the ultimate development of a comprehensive, well-balanced state park system, and to define the relation of such a system to other means of conserving and utilizing the scenic and recreational resources of the state;" The magnificent sum of \$15,000 was made available by the act to defray the cost of conducting the survey.

The survey report, published in 1929, is one of the classics of state park literature. No man who knows it well can be said to be seriously lacking in knowledge of the state recreation problem. I believe the greatest service it performed was to call attention to the large field of action that lay open to the state outside of state ownership, in safeguarding its recreational resources.

It is particularly interesting to contrast the machinery of early surveys with that utilized in this one. Associated with him the Director had a central office staff of three landscape architects. As a means of getting a "first line" on park possibilities, the state was divided into a number of districts, in which were utilized the services, unpaid, of nearly 150 men and women, who poured their suggestions into the central office. These "advisers" were supplemented by a smaller group of unpaid "regional reporters" who made special examinations and reports on suggested areas. They gave the hundreds of proposed parks a valuable preliminary sifting; the final sifting was done by the central staff and, largely, by Mr. Olmsted himself.

Approval or disapproval, in this as in every other study, had

¹*Report of State Park Survey of California.* 1929.

to proceed upon some definite basis of selection. Here it is, as set forth in the report:¹

1. They [the state parks] should be sufficiently distinctive and notable to interest people from comparatively distant parts of the state to visit and use them, not merely good enough to attract people from the region in which they are situated and merely because of the absence of more interesting areas within easy reach. Also they should, in general, be situated beyond the limits of urban and suburban communities which have sufficient population and wealth to assume the obligation of providing parks that would be mainly serviceable for the daily use of their own citizens, even though of incidental value to people of distant communities.

2. They should be characterized by scenic and recreational resources of kinds which are unlikely to be reasonably well conserved and made available for enjoyment under private ownership, or which under private ownership are likely to be so far monopolized as to make it seriously difficult or impossible for the ordinary citizen to secure enjoyment of them, except at a cost in time and money disproportionate to the cost of providing that enjoyment through state parks.

3. They should be as nearly as possible just sufficient in number and extent and character to meet the prospective demands of the people for the kinds of enjoyment which they can provide, and which cannot or will not be supplied by such other means as local parks, national parks and forests, and the use of scenic highways. . . .

4. They should be geographically distributed with a view to securing a wide and representative variety of types for the state as a whole, and at the same time making a reasonable assortment of them equitably accessible to the people in each part of the state. . . .

Mr. Olmsted, primarily concerned with state parks, went beyond them to consider their relationship to the other recreational resources of California and the need of public action to protect these other resources.

Iowa, in 1931 and 1932, made an exhaustive state park study,² probably as complete as any yet undertaken by any state. This study is equally notable for the fact that it was integrated with

¹pp. 49, 51.

²See "State Planning in Illinois and Iowa," by Jacob L. Crane, Jr., in *CITY PLANNING*, Apr. 1932, pp. 89-98.

an effort virtually to determine how much and what kind of Iowa's land should be publicly owned; what public uses should be provided on areas in public ownership; what their official status should be; and what control over or coöperation with the private landowner was necessary or desirable in the public interest and for the various conservation purposes,—all set forth in the Iowa Twenty-five Year Conservation Plan.¹

Let us note briefly the essence of the Iowa recommendations as to areas to be chosen primarily for recreational use. The triple classification recommended—state parks, state preserves, and roadside parks—is important.

The report sets up these requirements for a state park:

It must have scenic quality.

It must have woods.

It must have water.

It must, except in unusual circumstances, have not less than five hundred acres of land and preferably not less than one thousand.

It must provide for certain forms of active recreation in a setting of relatively unspoiled natural conditions.

The parks should be spaced not more than approximately eighty miles apart, in so far as it is possible to find sites qualified for state park purposes in that pattern of distribution. They may be spaced at closer intervals to include outstanding areas.

With the majority of these requirements, few of us, I think, are disposed to quarrel. As to minimum acreage,—the more I study state parks the less I think of attempts to establish acreage limits, which, it seems to me, must be determined in each individual instance by the area's own peculiar character of terrain and scenic features, and particularly by expected volume of use.

I am frank to say I think even less of any proposal for spacing parks, as a general principle of park selection. It assumes, in general (what is actually pretty much the case in Iowa and a few other states), an evenness of distribution of outstanding scenic areas that is, in the case of most states, decidedly contradicted by

¹Jacob L. Crane, Jr., and George Wheeler Olcott. *Report on the Iowa Twenty-five Year Conservation Plan*, prepared for the Iowa Board of Conservation and the Iowa Fish and Game Commission. 1933.

the facts. Its principal fallacy, however, is that while it may make a pretty pattern on a map, it fails to take cognizance of a number of factors such, for instance, as population distribution. Further, it implies a certain dead level among the above-average scenic areas, and fails to take account of the actual wide variation—even in Iowa—of quality and hence of drawing power among areas suitable for state park status under the requirements set forth in the report.



Courtesy of Herbert M. Blanche

Enfield Glen State Park, New York

The Iowa Conservation Plan would supplement these parks with an additional group of holdings to be known as “preserves,”—scientific, historic, forest, scenic, lake, power pond, and sanctuary. In the report are no less than seventy-eight preserves, by contrast with seventeen state parks, recommended for retention or acquisition by the state.

I have been trying for years to find a proper and satisfactory designation for those state-owned areas which correspond in general to what Mr. Crane calls a preserve. If his designation is to

be adopted, its application would appear to be logically limited to areas in which the element of preservation is not only dominant but virtually exclusive,—as in the case of Indian mounds and historic structures, for example,—and in these cases the state's holdings should be limited to these objects and only such surrounding lands as are required to provide a satisfactory setting.

Permit me to make this observation relative to the third classification, "roadside parks," selected for the picnicker's use, or for day, or part-day, outings. In the selection of them, the best landscape visible from the road should be very carefully avoided. I am all for extending highway rights of way any distance to preserve scenic values needed for their contribution to the enjoyment of highway travel, but most of it should be limited to eye use. The picnicker should be invited back from the road, for his own benefit, chiefly, and he should be discouraged from the use of bordering areas of special loveliness. He and his halted car contribute nothing of beauty; his intensive use of an area beside a stream or waterfall or in fine old forest will soon spoil it. In support of that contention I call attention to certain redwood groves in northern California, and Kent Falls in Connecticut.

ESSENTIAL FEATURES OF A STATE RECREATION SYSTEM

Let me summarize, as briefly as possible, the essential features of any sound and complete planning for state participation in the provision of outdoor recreation. Such planning should contemplate inclusion of the following:

The highways—selection and construction of scenic routes of parkway character, and the protection, by ownership, easement, exercise of the police power, or any other method, of such landscape features as may be enjoyed as an incident to the use of any highway.

Highway parks or "highway havens"—attractive but preferably not highly scenic, largely distinct in character and purpose from those areas which are maintained in their natural condition or developed to present an attractive appearance, purely to be seen.

State parks—to include the choicest obtainable examples of natural landscape with which may be joined a reasonably wide

variety of active recreational use, as well as other areas of fairly distinguished landscape character and of high value for certain types of outdoor recreation, extensive and intensive, the latter quality arising in varying proportions out of inherent characteristics of the land itself and out of its location with respect to using population. The presence of features of scientific, historical, or archaeological significance adds definitely to the value of a state park but should not be a determinant in its selection.

State monuments or preserves—places of high scientific, historical, or archaeological significance, wholly or almost wholly free from active recreational uses.

State recreation grounds—areas of value almost solely for active recreation, chiefly those fronting on water and for that reason capable of supplying a large recreation return.

State trails—largely provided through easements on private property and designed to provide, in varied and attractive surroundings, means for foot or horse travel either along existing vehicular travel routes or entirely separated from them.

Public forests and game preserves—providing a varying degree of quantity and quality of outdoor recreation, a use subordinate to the primary purposes for which they are established.

Game farms and fish hatcheries.

Public shooting grounds—which may be combined in the same area with the public forests, but which are wholly incompatible in purpose with the purposes of parks and preserves.

The status of all these areas can be satisfactorily determined only after an exhaustive and intelligent search for all areas of possible value in any of the classifications listed and after a careful weighing of their values for all purposes. Such search and study involve utilization and coördination of the services of a wide variety of specialists and agencies. They must be coördinated with similar undertakings carried on by cities, counties, regions within the state, states, and adjoining states.

In all our work with state parks and preserves, let us plan on ample lines, get more than we need rather than less, and, in the case of naturalistic areas, place them in the hands of those who will lovingly and understandingly guard their natural character.

SECURING PUBLIC SUPPORT FOR PLANNING

By BRYANT HALL

Research Engineer, Los Angeles County Regional Planning Commission

THE object of this paper¹ is not to establish the importance of securing public support for planning. No one who has the slightest familiarity with the planning movement, or, indeed, with any phase of governmental activity, can fail to agree that progress beyond a certain point is impossible without active understanding and intelligent interest on the part of the citizens concerned. The writer desires to point out the essentially dual character of the problem and to indicate the need for a technical approach. This objective will have been attained if he can clear up certain confusion arising from what someone has aptly called "the mania for immediacy," and can assist technical men in the planning field in organizing this vital part of their work along definite and proven lines.

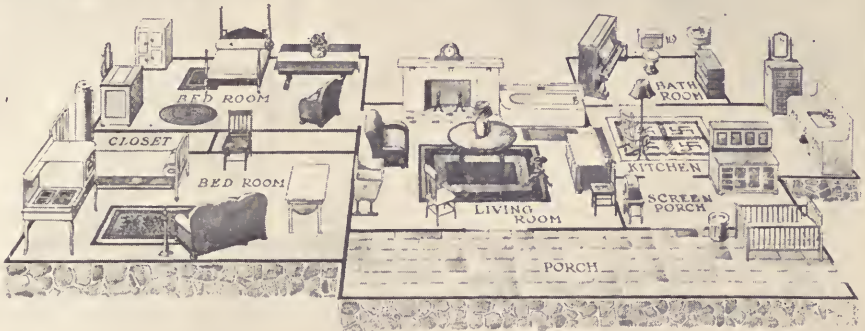
PUBLICITY FOR CURRENT WORK

Procedure must be varied according to the time element involved in the results desired. First, there is a procedure where quick results are sought as, for example, in securing or maintaining a planning budget for the current year, in furthering the passage of some particular legislation or ordinance for immediate use, or in promoting some particular project which is ready, timely, and economically sound. In such cases, a long series of newspaper or magazine articles or a campaign of lectures in public schools would obviously be of little value. Personal appeal must be made to those individuals in whom the power to do the thing desired is concentrated. Certain organized groups which can be quickly convinced of the merits of the proposition may be swung into line. The characters of individuals may be studied and appeals made to each based upon those features most likely to secure favorable action.

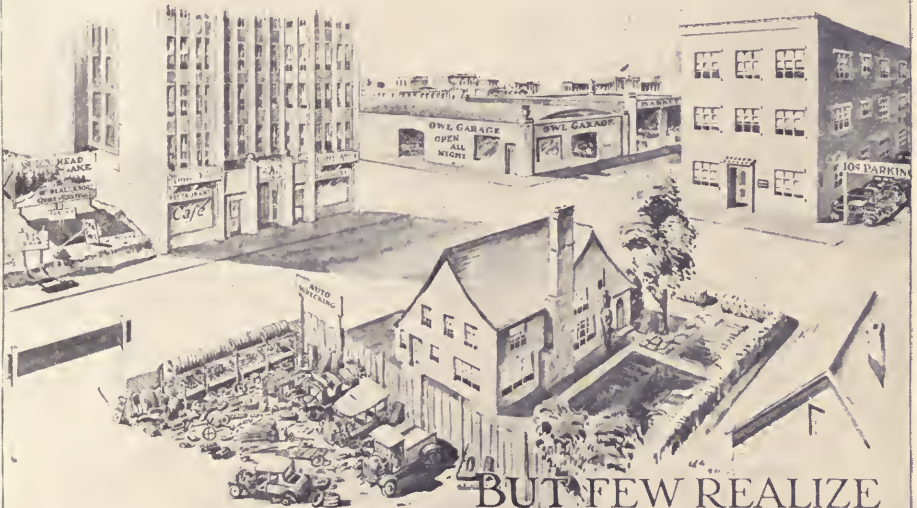
This is a problem in psychology. It involves a study of human beings. It means that planners must know how to change their methods of approach in accordance with the individuality of each person with whom they have to deal. It will avail nothing to discuss esthetic objectives with a legislator whose mind is set upon how to insure his own reflection; nor will it help to explain the engineering merits of a project with masses of statistical information before a group of women whose primary interest is in how that project will affect the safety of children at school. This sounds elementary, but it may safely be said that much good work in planning has been shelved because the expert who produced the plan has resolutely closed his eyes to the necessity of working with people instead of merely telling them flatly what they need and ought to have.

¹Presented before the California Planners' Institute.

QUEER ISN'T IT?



MOST PEOPLE WOULD OBJECT TO THIS SORT OF ARRANGEMENT IN THEIR HOME



BUT FEW REALIZE THE DISADVANTAGES OF THE SAME LACK OF ORDER IN THEIR COMMUNITY.

THE REGIONAL PLANNING COMMISSION COUNTY OF LOS ANGELES.

Posters of this character are very effective in establishing planning as a normal, necessary activity.

PUBLICITY FOR THE FUTURE

The situation is quite different when we approach the problem of building up, over a period of months or years, general civic consciousness and pride and understanding which will bring continued and lasting support to every phase of the planning movement. This does not mean that the methods just mentioned will be abandoned; on the contrary, every quick campaign for immediate support is a step, and a valuable one, in the long-time process. However, many additional types of procedure are available when the purpose is to secure the eventual establishment of a permanent staff, or to maintain loyalty to an adopted plan, or to obtain a definite long-term budget of public works. Here we must fit ourselves for a prolonged and, in fact, an endless campaign. Here we must plan the work of securing public support over a period of time just as carefully as we plan the community itself. We must use all means available, and undertake ultimately to reach all the people. We must "think and plan and talk and make news for the papers not only in terms of months and years, but with foresight and patience sufficient for decades."

METHODS

In the selection of methods, we must be ready to change our tactics in accordance with our purpose. For reaching key people, the most effective means will always be personal contact through conversation (not casual—but planned), correspondence, and committee work. A somewhat larger group of cultured and influential people may be reached through periodicals and books; some of this group will even be interested in the maps, plans, and technical reports which are the work tools of the profession. But not many! Much energy is wasted, and money, too, in preparing for distribution material which the recipient, however intelligent in other fields, is unprepared to digest and absorb into his consciousness. Let us build rather for confidence in the technical men employed and in the soundness of the procedures set up, and count upon this cultured group to defend and support them without necessarily studying out the technical details of what we are undertaking to do.

When we seek the eventual support of the great masses of the citizens, we must depend upon the utmost simplicity of the material used. This may be disseminated through the newspapers, over the radio, or by mail campaigns in special cases. Drawings, posters, photographs, models, and other exhibit material are also useful at times.

BASES OF APPEAL

Professor Overstreet has ably outlined the various psychological bases of appeal.¹ I will mention a few of the more important ones. The instinct of *self-preservation* may be used in connection with facts tending to prove

¹See list of suggested references.

that planning reduces the danger of disease through land overcrowding and that it actually saves money to the citizens. The *love of home* is another strong impulse and mothers particularly will respond to anything that will protect or improve home conditions, even where the betterment will be enjoyed only by coming generations.

Imitateness is a strong impulse with many, and others will respond actively to a challenge calling forth the *competitive spirit* and the desire to outdo, or at least to do as well as, neighboring communities. Mature minds will be touched by an appeal to the *constructive impulse*. They are interested in accomplishments and in the achievement of civic objectives. They like such slogans as "Building Better Cities." Everyone enjoys things which appeal to his imagination, and here the poster can be made to have tremendous personal interest through such headings as "Safety or Sorrow" or "When It Strikes Home" or "Our City—Dallas."

USE OF TECHNICAL SKILL DESIRABLE

I shall not in this paper undertake to tell how all these things should be done. I merely wish to point out that the doing of them does require a vast amount of skill of a very special kind. It is my belief that proper publicity, not only in the planning field but for all public service, will not be obtained until we have imitated private business methods. The successful large-scale business man recognizes the need for special skill in this work, and spends money for trained assistants in planning his advertising campaign. The critics of government and those who think of all government service as a needless burden on the taxpayer's back, spend money freely in publicizing their destructive attacks. It is going to be necessary in the future for government to employ equally skilled persons to inform the public about the work it is doing. Those who pay the bills are entitled to this attention.

Meanwhile, members of technical planning staffs, members of planning commissions, and citizens who believe in the value of planning must do what they can as amateurs in this difficult business of informing the public. Certain characteristics of good publicity may, however, be mentioned here.¹

CHARACTERISTICS OF GOOD PUBLICITY

It has been well said that the first assumption in preparing material for publicity should be that "the reader is twelve years old and does not wish to read it!" If we wish to overcome this preliminary obstacle, we should see to it that what we send out possesses the following characteristics.

Attractive—Striking colors, interesting pictures, catchy phrases, sharp contrasts, all are means of drawing attention. Avoid being technical, shun tables of statistics, and let out of your office nothing gray, monotonous, or dull, whether written, spoken, or drawn.

¹Of particular value for those interested in pursuing the subject further is *Publicity for Social Work*, by Routzahn and Routzahn. See list of suggested readings.

Brief—It is better to convey a single idea to the person whose attention has been thus arrested than to risk losing every advantage by the attempt to be too specific, too detailed, or too long-winded.

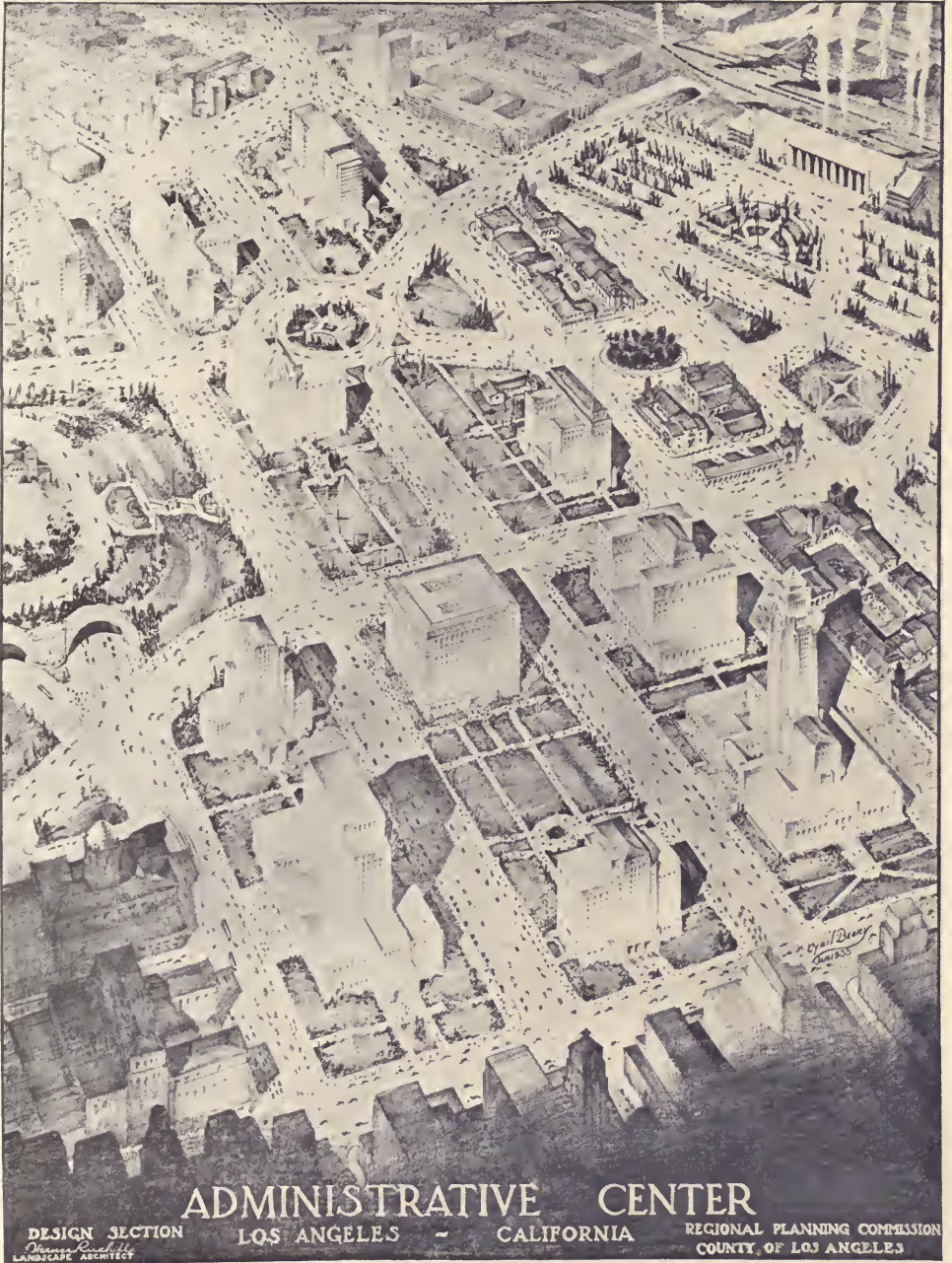
Convincing—Every piece of publicity should be carefully studied by someone other than the person who prepared it,—someone with a critical frame of mind who will report as to whether the material presented is such as truly to convince him in the matter. Sometimes the change of a single phrase or the revision of certain lines in a drawing will make a marked difference in this respect. Only experienced and helpful criticism will serve to teach this.

Dynamic—The appeal of the moving picture as compared with the “still” is well understood. This quality of motion can be attained in written articles as well, if the qualifications of suspense, action, and a story-like denouement are worked in. Many drawings can be so executed that there is a line of movement for the eye to pass from one feature to another, which is almost the equivalent of action in the picture itself. Sometimes an arrow or, in exhibits, a ribbon joining related items can be effectively used to give this quality.

Positive—It is always better to suggest a good action than to criticize a bad one. A news item crediting a subdivider with an excellent piece of work done in coöperation with the planning commission is vastly preferable to one telling of successful action against an unscrupulous land speculator. Avoid the negative altogether, or follow it immediately with something positive. Photographic “horrible examples” are sometimes needed, but they should always be accompanied by contrasting pictures showing the result of good taste or careful planning. It is better to say “regulation of land subdivision” than “subdivision control,” and it is better to say “zoning protects the home” than to speak of “zoning restrictions.”

Visual—The pictorial method of presentation should be utilized to the utmost. Even the printed article should, wherever possible, be accompanied by illustrations which will impart to it some of the qualities referred to above. In times to come, much greater use than at present will be made of the moving picture itself in the presentation of community values in planning. Meanwhile, let us not despise the photograph nor overlook the possibilities of cartoons and display posters.

Timely—Much effort may be wasted by placing material before the public at an inopportune moment. The time to put planning values in connection with a civic center before the people is when their interest is definitely turned toward that problem by some immediate necessity, such as the construction of a city hall or court house. The time to talk grade separations is when accidents have focused public attention on the danger of grade crossings. The need for subdivision regulation will be more easily impressed upon a people who have seen the folly of a feverish overproduction of lots and build-



Perspectives assist those not technically trained, to visualize projects whose completion must require a long period of years.

ings than it would upon those same people when they are actually engaged in an insane orgy of real-estate speculation. Watch for human-interest angles. The appointment of a new member of a planning commission or staff or some other item of human interest concerning the personnel may make a story about the work of the commission itself timely.

Repetitive—It is impossible to place enough emphasis on the importance of repetition. No advertising campaign (and, after all, the problem of obtaining public support for planning is in many respects identical with the problem that faces the advertiser of a commercial product) can accomplish much through a single presentation. The story of parks and zoning and highways and planning must be told and retold, and told again, until the people come to take it for granted that planning is a natural and generally accepted part of our community life. Immediate objectives may be attained by a single interview, or a single mailing of circulars, or a single forceful address at some critical meeting. But the long-term objectives can be reached only by repeating these things again and again. A public official known to be lukewarm on the subject of planning has been observed to accept it as inevitable and necessary after receiving for three consecutive years a brief mimeographed bulletin telling of the activities in connection with planning throughout the nation.

Inspiring—Every item of material used in securing public support for planning should appeal to the finer instincts. It should be in good taste, well planned, neat, and accurate. It must be all of these if it is to be worthy of a place in this most worth while movement of our times. One final quality, intangible and difficult indeed, but none the less important, is that of creating the desire to act, the desire to serve. Sometimes a question or a statement in the second person singular or a reference to the urgency of the matter at hand may serve as an inspiration, and bring the dead to purposeful life.

For those who feel the need of actual illustrations of all the points mentioned, let me remind them that every planning office, and, indeed, every home contains innumerable illustrations of good and bad efforts at securing support for one cause or another. The examination of these in the light of the desirable characteristics mentioned will provide ample food for constructive thought, indicating in a general way the relative value of each.

VARYING THE APPEAL

We have referred briefly to some of the bases of appeal, the media that may be used, and the characteristics of effective material. Proper selection from among these means and methods must be made, depending upon the group or class of individuals which a given effort is intended to reach. In the case of officials, personal contact and the psychological approach are indicated. The same is true to a large extent in dealing with key men and important organizations.

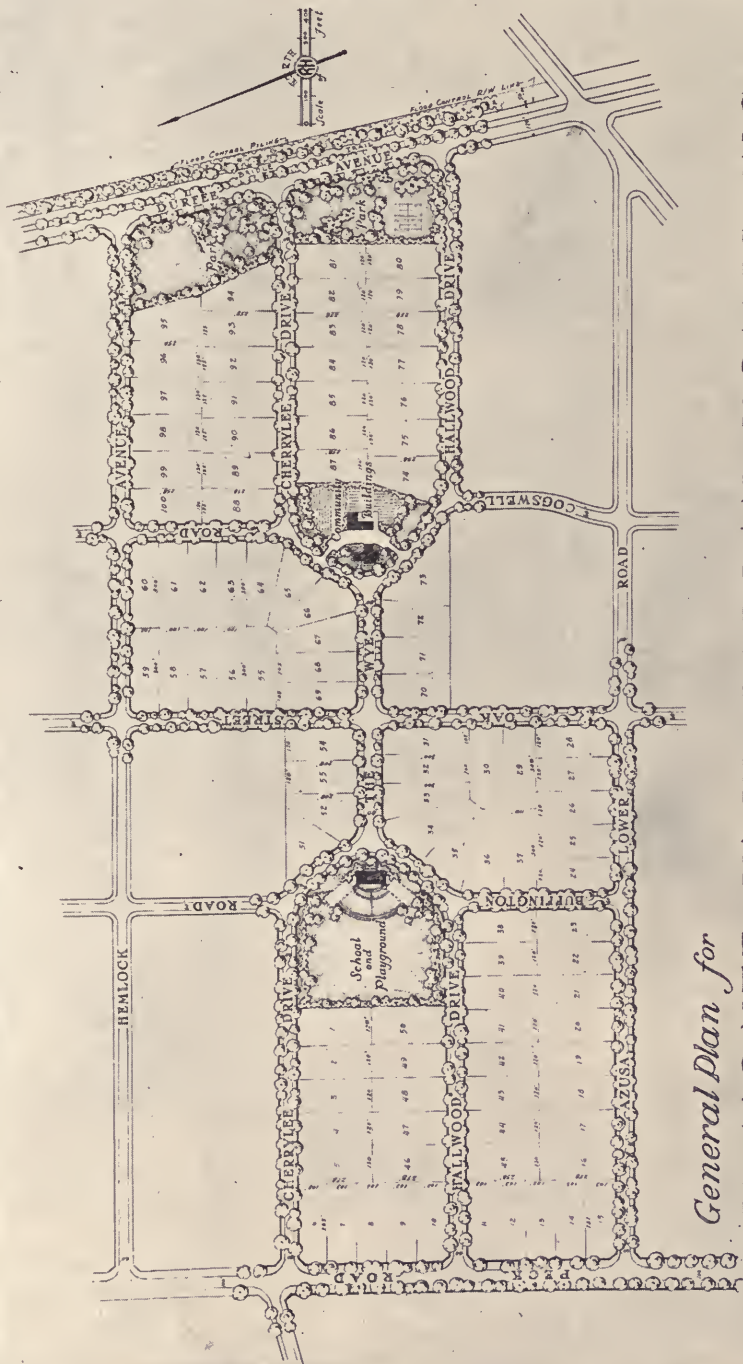
Obviously the eight learned professions which have much to gain from the successful initiation of good planning in a community must be approached each in a different manner. The architect will respond to the imitative appeal. The engineer may be reached through the constructive impulse he typifies. Followers of law, medicine, and education have special interests in planning, although they are frequently unaware of the fact. An appeal to each, to be successful, must have its foundation in an understanding of just what that relationship really is. Experts in the fields of economics, of government, and of sociology will actively sponsor and help to advance the cause of planning if it is presented to them not as a problem in architecture or in engineering but as a problem in human relations. The success or failure of the planning movement may depend upon our ability to think these matters through, to produce clear and effective statements of these relationships, and to see that the influential men in these eight great professions decide to ally themselves with us.

Special types of material must be prepared to enlist the aid and support of the women of our communities. Consideration must be given to the possibilities of reaching the students in our schools, and of arousing in them a militant spirit of civic consciousness. Indeed, every citizen must know the value of planning. He may know nothing of its technique, but it is not impossible to convince him that planning pays in money, in convenience, in health, and in the durable satisfactions of life.

AGENCIES

For the present, we must depend primarily for carrying on this vital phase of planning activity, upon the members of paid technical staffs and upon the members of planning commissions themselves. In some communities, active citizens' committees or inspired individuals will do great things, but this will not at first be a dependable source. I can think of no finer nor more important activity for a newly formed planning commission than to spend, if need be, its entire time during the early months of its existence in the development and carrying out of a careful and thorough program for reaching the entire community with the story of what planning is. No commission which does so need worry about the possibility of securing the very moderate amount of financial support necessary to establish planning in that community upon a sound basis thereafter. Every technical staff, be it of one man or twenty, must allot a portion of its time and effort to getting public support, or it will achieve but few of its objectives. So much for the agencies available for immediate action.

For the long pull, there may be added the efforts of those who are striving to introduce material into the civics courses of our public schools, the efforts to organize planning upon a national scale through the establishment of the National Resources Board by the Federal Government, and the activities



General Plan for

EL MONTE UNIT, RURBAN HOMES, INC.

PREPARED IN THE OFFICE OF THE LOS ANGELES COUNTY REGIONAL PLANNING COMMISSION
 CHARLES H. DIGGS, DIRECTOR

WM J. FOX, CHIEF ENGINEER

C.D. CLARK, SUBDIVISION ENG.

JANUARY 9 1934

Careful delineation and dignified presentation of even the simplest projects lend dignity and weight.

of such organizations as the American City Planning Institute, the National Conference on City Planning, the American Civic Association, the California Planners' Institute, and the California County Planning Commissioners' Association.

As a final word, and to complete the picture, brief reference should be made to a further field, hitherto untouched, which contains great possibilities for the popularization of the theme of planning. This is the field of fiction. Just as Harriet Beecher Stowe's great novel, *Uncle Tom's Cabin*, played its part in the abolition of slavery, let us hope that someone may provide a dramatization of the conflict between narrow or selfish interests that would continue the hodgepodge antiquated development that unfortunately characterizes our cities to-day and the forces that would build for to-morrow a city of order, convenience, comfort, and beauty.

SUGGESTED REFERENCES

Prepared jointly by the author and Miss Katherine McNamara, Librarian of the School of City Planning, Harvard University.

- ANDRESS, BART. Collective bargaining with public opinion. (Survey, Dec. 15, 1932; vol. 68, p. 676-679. illus.)
- BROWN, CAREY H. Getting community support. (*In Proceedings of 24th National Conference on City Planning, 1932, p. 105-110.*)
- HUBBARD, THEODORA KIMBALL, and HENRY VINCENT HUBBARD. Educating the public to support city planning. (*In their Our cities to-day and to-morrow: a survey of planning and zoning progress in the United States, Cambridge, Harvard University Press, 1929, p. 77-100. illus.*)
- KIMBALL, JUSTIN F. Our city—Dallas: a community civics. Dallas, Tex., Kessler Plan Association, 1927. 384 p. illus., maps.
- . Spreading the gospel of city planning. (*In Proceedings of 20th National Conference on City Planning, 1928, p. 137-141.*)
- KIMBALL, THEODORA. Helps in conducting publicity campaigns for zoning. (*Landscape Architecture, July 1922; vol. 12, p. 274-277.*) *Also preprinted.*
A revision of this was published in her Manual of information on city planning and zoning, Cambridge, Harvard University Press, 1928, p. 33-37.
- LOHMANN, KARL B. Educational and promotive work in city planning. (*In his Principles of city planning, New York, McGraw-Hill Book Co., 1931, p. 363-372. illus.*)
- LOMMEL, G. E., and F. G. BATES. A city planning primer. Lafayette, Ind., Purdue University, July 1925. 31 p. illus., plans. (Engineering Extension Service, Bulletin no. 11.)
- MOODY, WALTER D. Wacker's manual of the plan of Chicago; municipal economy. Especially prepared for study in the public schools of Chicago, auspices of the Chicago Plan Commission. [Chicago, Printed by H. C. Sherman], 1912. 147 p. illus., plans. 2d rev. ed., 1916.

- . What of the city? America's greatest issue: city planning, what it is and how to go about it to achieve success. Chicago, A. C. McClurg & Co., 1919. 441 p. illus., plans (one folded).
- NETTLETON, TULLY A. Is city planning news? If not, why not? (*In Proceedings of 22d National Conference on City Planning, 1930, p. 198-210.*)
- NOLEN, JOHN. The importance of citizens' committees in securing public support for a city planning program; with discussion, bibliography. (*In Proceedings of 16th National Conference on City Planning, 1924, p. 28-52; with discussion, p. 52-55, and bibliography, p. 56-57.*)
- OVERSTREET, H. A. Arousing the public interest in city planning. (*In Proceedings of 20th National Conference on City Planning, 1928, p. 125-136.*)
- ROUTZAHN, MARY SWAIN, and EVART G. ROUTZAHN. Publicity for social work. New York, Russell Sage Foundation, 1928. 392 p. illus., charts.
- SURRATT, JOHN E. Education for city planning. (*In Kessler Plan Association. For success in city building, Dallas, Tex., n.d., p. 4-8.*)
- THOMPSON, HOLLIS R. Public support for the planning program, how it can be secured and maintained. (*In League of California Municipalities. Dept. of City Planning. Proceedings of 34th annual convention, San Diego, 1932. p. [20-21].*)
- U. S. DEPT. OF COMMERCE. DIVISION OF BUILDING AND HOUSING. ADVISORY COMMITTEE ON CITY PLANNING AND ZONING. A city planning primer. Washington, Government Printing Office, 1928. 18 p.
- WOODWARD, SAMUEL B. Methods of winning public support for a city planning program. (*In Proceedings of 14th National Conference on City Planning, 1922, p. 182-185.*)
- The experience of Worcester, Mass.

PLAYGROUNDS AND JUVENILE WELFARE

There is an obvious and logical relationship between lack of playground facilities and juvenile delinquency, although we have no figures to prove the fact. . . . In 1929 there were as many as 4566 children injured or killed in Greater New York while they were playing in the streets, and most of them were ten years of age or under. In analyzing these accidents the [New York] City Club found that the greatest number occurred in districts that had very little playground space. You could not ask for better proof of the need of playgrounds.—*From "Regional Planning Notes" of the Los Angeles County Regional Planning Commission, June 7, 1934.*

EDITORIAL

LEST WE FORGET

As we extend the frontiers of our knowledge and professional practice into the realms of large-scale regional, state, and national planning let us not fail to hold the substantial gains we have already made with much pain and labor in the field of city planning.

The need for this planning is greater to-day than ever before. Zoning ordinances, made obsolete by new developments in the use of this tool, by population changes, and by more rational recognition of the possible uses of land, call for revision. The enormous toll of traffic delays and deaths demands a basic solution for the traffic problem based on new highway designs and new control of the uses of abutting property rather than the host of ineffective palliatives that have been applied since cities first found themselves face to face with the traffic ogre. Municipal housing programs to start the wheels of the construction industry and to eliminate the unlivable houses which constitute perhaps the outstanding social evil of our day cannot go forward successfully without the counsel and assistance of the planner.

Revolts against steadily mounting taxes will force substantial economies in the day-to-day replacements and improvements in cities. It is axiomatic that a truly economic development of the physical plant is possible only for a planned community, yet many municipal officials still need to be educated to the fact that their unwillingness to devote reasonable sums of money to planning is a penny-wise, pound-foolish procedure. If the vital need for foresight and forethought is demonstrated there is no doubt that necessary funds for planning can be found. We shall probably have relief workers with us again this coming winter. It will be the profession's own fault and the communities' losses if a reasonable proportion of these relief expenditures is not devoted to accomplishing some of the thousand and one planning tasks that require only labor and supervision.

Here, in the field of city planning, are tasks for giants at a time when there are all too few giants in the land!

H. K. M.

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 L. DEMING TILTON

C. W. A. AND THE KENOSHA CITY PLAN

The city plan of Kenosha was adopted in 1924. In its final form, it represented several years of intensive study by a citizen plan committee working under the direction of a competent consultant. Broadly speaking, this plan set up a program of public improvements which had as its object the control and direction of future public works, including the necessary financing. It also provided for the continuous extension of that program and its proper coördination.

For the successful carrying out of the city plan it was essential that there be on hand at all times a schedule of future public works so that necessary improvements might be planned far enough ahead to determine accurately the value of the projects and provide for their financing. Such a schedule was on hand when the CWA was organized. It can easily be seen that at the time orders were received to place men at work, it was merely a matter of allocating them to previously planned projects included in the city plan. No time was lost looking for something to do, and men went to work immediately on jobs the usefulness and value of which had been determined, in some cases, several years ago.

The CWA program in Kenosha included such city plan projects as increasing the accessibility and usefulness of parks, the opening, widening, and extension of major streets, the completion of the civic center, lake shore protection, street tree trimming, and playground improvement. Approximately thirteen hundred men worked on such projects throughout the whole first CWA period.

All the projects discussed below were contemplated under the city plan, and are city projects only,—no county projects are included. They may be classified as follows:

Recreation. This group includes projects which had to do with the further development of parks now in use, involving road building, grading, stream control, and the construction of baseball diamonds, football fields, tennis courts, and retaining walls. This work has appreciably increased the recreation facilities in accordance with population demands.

Parks. Under this heading is included work done in parks where practically no development had taken place because the City had so far been financially unable to open and develop these areas, although they were badly needed. The parks thus affected were areas purchased in accordance with

the city plan proposals. This work includes surveying, mapping, road and parkway building, landscaping, grading, lake shore protection, and the construction of shelters and necessary park buildings.

Civic Center. The completion of the civic center was accomplished by the removal and relocation of the old post office building, and the extension of 56th Street at a width of 132 feet to make a continuous street through the civic center area into the business district. This completes one of the largest and most important of all the city plan projects.

Major Streets. Sheridan Road is one of the great highways between Milwaukee and Chicago. The demands upon the City's finances compelled the cessation of the development of this highway some time ago. As a PWA project, this thoroughfare has now been widened, opened, and extended both north and south so as to make it practically a new and additional traffic-way through the city.

Administration. Under this head is organized a corps of technicians for the purpose of developing and making the necessary plans for future work. Included in this set-up were civil engineers, rodmen, architects, draftsmen, and clerks. The man-hour consumption for all projects amounted to 607,615 man-hours, which at the local rate represents an expenditure for labor of approximately \$340,000. These figures extend through February 15, 1934, the end of the first CWA period. The work done, including such construction as was undertaken with salvaged materials, represents a value of about \$700,000 to the City of Kenosha. These are expenditures which the community would have been compelled to provide for in the future by taxation.

Kenosha is now in a position to profit by and enjoy these improvements many years in advance. This is an accomplishment which may be credited directly to ten years of comprehensive planning.

FLOYD A. CARLSON,
City Plan Engineer.

HIGHWAYS, ZONING, AND TREE PLANTING

Fresno, located in the geographical center of California and the distributing center for the rich San Joaquin Valley, has been making gratifying progress during the last four or five years on its city planning program.

Two outstanding accomplishments have been recorded within the past three years. The first was the construction of an underpass under the Southern Pacific railroad tracks on Belmont Avenue and a traffic circle for the proper distribution of north- and south-bound traffic on the state highway and east- and west-bound traffic on Belmont Avenue. This was a complicated engineering problem, inasmuch as traffic distribution and a grade separation had to be handled as a unit, but it was worked out successfully and has solved a most trying traffic difficulty at the north entrance to the city. The cost



Traffic Distribution and Grade Separation



Courtesy of Fresno County Chamber of Commerce

Photographs by Laval Company, Inc.

Widening of an Important Highway

TWO RECENT PLANNING PROJECTS IN FRESNO

was \$250,000, which was divided between the Southern Pacific Company, the State of California, and the City of Fresno.

Probably of greater importance, however, has been the widening of U. S. Highway No. 99 through the city. This project, at a cost of \$400,000, is now being brought to a successful conclusion. It includes not only the widening of eleven blocks on Broadway, one of the principal business streets, but also four blocks on Divisadero Street and three blocks on Cherry Avenue, sometimes known as South Broadway, making eighteen blocks in all. Divisadero Street was widened 30 feet, while Broadway and Cherry Avenue were widened 10 feet, bringing the width of the streets from curb to curb to 62 feet.

Another progressive step has been a tree-planting program which has been carried on for almost five years. The Forestry Department has developed its own nursery and has planted between ten and twelve thousand trees. Diseased trees to the number of almost six hundred have been removed in this campaign of beautification. The task of planting all parking strips in Fresno is now considered eighty per cent complete.

Steady progress has been made in the matter of zoning, which has stabilized residence values by eliminating the threat of encroachment of industry in certain sections of the city, and in the industrial areas has resulted in ample trackage, heavy hauling pavement, and heavy sewer and heavy-duty electrical equipment. In addition there have been provided truck routes and numerous street openings, and the municipal airport has been expanded.

Z. S. LEYMEL,
Mayor.

A RESOLUTION

Whereas the Home Owners' Loan Corporation has been authorized by Congress to loan money for the purpose of reconditioning properties of home owners in financial distress, and

Whereas, recent surveys of certain slum or blighted areas of several of our large cities have disclosed the large increase in both the fire losses in, and the cost of providing fire protection for, such areas as compared with the cities as a whole, as well as the considerable increase in crime, vice, delinquency, disease, and in the cost of police, welfare and other services in each such area as compared with the entire city,

Therefore, Be It Resolved, that the Board of Directors of the National Fire Protection Association, an organization devoted to the conservation of life and property from fire, recommends to the Home Owners' Loan Corporation the rejection of all applications for reconditioning loans applying to property situate in such areas as are classified as slum or blighted districts destined by Housing and/or City Planning and Zoning Authorities for clearance, re-planning and/or re-zoning, excepting, however, such properties as

are approved by the said authorities for modernization or replacement, and that the National Fire Protection Association offers its services to the Home Owners' Loan Corporation and local authorities in connection with the classification and rehabilitation of such areas from the viewpoint of protection of life and property from fire.

Be it further Resolved, that a copy of this Resolution be transmitted to the Home Owners' Loan Corporation and drawn to the attention of Housing and City Planning and Zoning Authorities.

*Adopted recently by the Board of Directors
of the National Fire Protection Association.*

RADIO ADDRESSES ON LAND USE PLANNING

An interesting series of papers on Land Use Planning was given during the summer on the "March of Progress" program of the California State Chamber of Commerce over radio station K.P.O. from San Francisco on Tuesdays from 8 to 8.15 P. M. The following program was presented.

June 27. "An Introduction to Land Use Planning," by Mr. Hugh R. Pomeroy, Planning Consultant to California County Planning Commissions.

July 10. "Why We Have a Land Use Problem," by Dr. Carleton Ball, Bureau of Public Administration, University of California.

July 17. "What Has Happened to Land," by Dr. Carleton Ball.

July 24. "Agriculture in Land Use," by Mr. G. M. Peterson, Professor of Agricultural Economics, University of California.

July 31. "Forests in Land Use," by Mr. Cary Hill, Senior Forester, California Forest Experiment Station, Berkeley.

August 7. "Recreation in Land Use," by Dr. E. P. Meinecke, Principal Pathologist, U. S. Forest Service, San Francisco.

August 14. "The Erosion Problem," by Mr. C. J. Kraebel, California Forest Experiment Station.

August 21. "Taxation and Finance in Land Use," by Dr. M. R. Benedict, Agricultural Economist, Giannini Foundation of Agricultural Economics, University of California.

August 28. "Regional Phases of Land Use Planning," by Mr. P. V. Cardon, Land Policy Division, AAA.

September 4. "Land Use Surveys of California Counties," by Dr. David Weeks, Agricultural Economist, Giannini Foundation of Agricultural Economics, University of California.

September 11. "What California Should Do about Land Use," by Mr. L. Deming T Iton, Consultant, State Planning Board, Sacramento.

L. D. T.

AN OLDER CITY LOOKS AHEAD

The City of Easton, situated at the fork of the Delaware and Lehigh Rivers on the eastern boundary of Pennsylvania, and having a population of 34,000, established a Planning Commission in January, 1914.

Since Easton is an old city, founded in 1752, little could be done to alter the developed portion of the town, so the Commission immediately turned

its attention to the sections lying just outside of the city limits but still within the territory controlled by the Commission. Lot and street plans, which, when completed, formed a comprehensive layout for these outlying areas, were submitted to the Commission for approval.

Easton is now completely zoned by virtue of a zoning ordinance adopted in August, 1928, after long months of study by the Commission and its consulting engineers. The citizens, with but few exceptions, are well pleased with its workings, as the comparatively few complaints show.

Since the city is located at the junction of U. S. Highways No. 22 and No. 611, the traffic problem is naturally a serious one, and the members of the Commission are constantly working with city officials in an effort to improve conditions. Much time and study are now being given to the new proposed highway bridge crossing the Delaware River into New Jersey. The location of the entrance to the structure has not yet been definitely determined, but the Commission is doing everything in its power to have the bridge so designed and located as properly to take care of the ever-increasing traffic and serve the citizens of this community.

C. E. ROGERS,
Secretary, City Planning Commission.

RECENT PLANNING DEVELOPMENTS IN NEW YORK CITY

Shortly after taking office last winter Mayor LaGuardia appointed a new Mayor's Committee on City Planning for the City of New York. This Committee, like its predecessor of the previous administration, is an extra-legal body, of seventeen citizens and officials under the chairmanship of the President of the Board of Aldermen.

The Committee early resolved upon two principal courses of action: (1) to take steps looking toward the early establishment of city planning upon a satisfactory legal basis, as part of the city government; (2) to carry forward in whatever ways might prove practical without a public appropriation basic studies looking toward the preparation of a comprehensive plan for the city, such as would greatly expedite the work of the official planning body once it was established.

The first of these aims is already well advanced through the work of a Sub-committee on Legislation. It is anticipated that a bill will be introduced either in the local municipal assembly this fall or in the state legislature next winter.

In the meantime the Committee has determined upon a program of studies and is using the resources both of the regular city departments and of work-relief personnel to carry them forward. The office of the Chief Engineer of the Board of Estimate and Apportionment, supplemented by a number

of relief workers, is bringing up to date essential maps and presenting on them information about public works and services of all types. A separate work-relief project recently established directly under the Mayor's Planning Committee is taking advantage of the information recently gathered by the Real Property Inventory to present graphically on maps of uniform scale information about the existing development of private property in the city. This information, when coördinated with that on public property and improvements, will present a picture of the city such as has never been available before for planning purposes.

LAWRENCE M. ORTON,
Secretary, Mayor's Committee on City Planning.

A BUREAU OF COMMUNITY PLANNING

On May 22, the Board of Trustees of the University of Illinois established a Bureau of Community Planning.

The need of such a bureau was brought to the attention of the University during a one-day conference on New Planning Opportunities in Illinois, held at the University last January. It was demonstrated that in the execution of public works with funds provided through Federal or State agencies, lack of foresight in planning and resulting confusion were everywhere apparent, due largely to lack of adequate planning supervision and direction.

The Bureau was set up with the following five principal objectives:

1. To act as a purely public-service and educational agency designed to stimulate and promote public interest and intelligent procedure in community planning.
2. To carry on research (by the use of professors and qualified graduate students) in the field of community planning.
3. To gather data in this field and to make background surveys pertinent to the intelligent planning and development of Illinois communities.
4. To summarize and bring to the attention of the people the results of such research.
5. To offer certain consultation service to communities who wish to organize local planning agencies or facilities.

It is not the intention of those in charge of the Bureau to participate in physical community planning nor to offer any technical service which is normally performed by professionally trained people.

The staff of the Bureau consists of a Director and the faculty in Landscape Architecture, with advising specialists from the departments of Geology and Geography, Political Science, Economics, Sociology, Agricultural Economics, Law, Accountancy, Architecture, and Engineering.

REXFORD NEWCOMB,
*Dean, College of Fine and Applied Arts,
University of Illinois.*

ZONING ROUNDTABLE

Conducted by EDWARD M. BASSETT

GASOLINE STATIONS

Gasoline stations figure numerously the country over in zoning administration. Some say they receive too much attention. This is not so. Zoning came just in time to control gasoline stations. If it had come twenty years later, our cities would have been nearly ruined by them. Most cities saved the situation just in the nick of time.

How has this control grown up and has it developed any principles? Greater New York probably illustrates this development as well as any city, although nearly every great city of the country now has a well-devised zoning method of regulating these stations. When zoning began in Greater New York in 1916, gasoline stations were permitted in business districts although excluded from residence districts. About eight years later they were excluded from business districts because it was found that they caused great and unnecessary injury by settling in the wrong places. Consequently the unrestricted districts were the only districts where they could go as a matter of right. Of course, they were needed in other districts, but only in selected spots where they would not hurt. Fortunately the methods of the Board of Appeals and the rulings of courts have kept pace with the pressure for more stations. The Board allows them as exceptions in residence districts very infrequently, but in business districts numerously, confining them, however, to suitable places. The Board will not allow a station to locate in a business street where women do their shopping, but there are always parts of these streets where the surroundings permit stations.

The environment is the criterion employed by the Board in making a variance permit for a station. Sometimes in a residence district a nonconforming garage or factory will adjoin a vacant lot so that the lot can hardly be used for anything but a gasoline station. Such a situation is very rare because residence districts are strictly protected, but in a business district there are usually nonconforming industries. These often make possible a station location next door or on the opposite side of the street. If a station is on one corner, another will be allowed on an opposite corner. Some criticize this, arguing that the Board should space garages so that there will be enough but not more than enough for the territory. The question for the Board is not what sort of station distribution is best for the city but whether a certain location will unduly hurt surrounding property if used for a station. Courts insist that a landowner can rightfully demand a station permit if his land cannot be used for anything else.

Many efforts have been made to employ zoning to bring about a scientific spacing of stations, but the result is negligible. Zoning is not the instrumentality to force the spacing of any kind of building or use. If uses of the same kind tend to overcrowd a locality, it is not zoning that will stop it. The police power can be invoked for a remedy, as in case of the regulations keeping liquor stores at a distance from churches, but this is not zoning.

The Board of Appeals more and more keeps stations back from the street. Street encroachments are never allowed. Corner cut-offs are favored. All station variance permits are subject to carefully drawn conditions. Probably no other board of appeals in the country has perfected these conditions to a greater degree than the New York Board. Any official elsewhere who desires to see how far this science has been developed should write to the Board of Standards and Appeals, Manhattan, for one or two of the latest printed bulletins. In the early days of zoning it was not realized what tremendous use could be made of the conditions which the Board can impose. The design of the station is controlled. Required walls protect neighbors. Pedestrians and vehicles are safeguarded. These conditions are enforced by courts, and station owners find that they must obey them.

Recently temporary permits for stations have received much attention from the Board. The practice of two-year temporary permits began about ten years ago, by analogy with the two-year temporary-permit provision in nearly all zoning ordinances. Then extensions of two years more would be granted if proper. About three years ago our highest court decided that where a highway ran through vacant land zoned for business and there was no opportunity for the lot owner to earn except from a gasoline station, this situation would justify a temporary permit, not necessarily limited to two years. Taking its cue from this decision, the Board began making temporary permits in some cases for five years. One of the arguments of the Board for the longer temporary period is that two years is too short a time to justify a substantial and good-looking station, and that five or even more years should be allowed. This period is plainly not granted under the two-year temporary-permit provision, but comes under the head of practical difficulty and unnecessary hardship.

During the depression period the Board has been making more frequent use of temporary permits for stations than before. Little or no building of stores and dwellings is going on in many localities and it is thought that a station will not be harmful if it is to come down in five years, when presumably the locality will be needed for dwellings or other buildings of a restricted class. These temporary permits are, however, playing with fire. When a station stands for five years it tends to make its own environment, it is likely to be perpetuated, and the result will be that the locality can never be redeemed. Boards should issue these permits only in the most exceptional cases and should surround them with stringent conditions.

E. M. B.

LEGAL NOTES

Conducted by FRANK BACKUS WILLIAMS

REASONABLENESS

Very generally in the United States the validity of zoning is recognized by the courts, especially since the Euclid Village Case in the Supreme Court of the United States. But it by no means follows that all zoning ordinances are valid. Zoning to be legal must be reasonable. Of this principle we have given many illustrations in this Department, and we are now able to refer to two others.

In the Illinois city of Wheaton, Section 3 of the zoning ordinance prohibited the use, erection, or alteration of any building in an "A" residence district except (in part) for the following uses: (1) single-family dwellings; . . . (5) boarding and rooming houses conducted in private homes where not more than sixteen persons besides the family of the boarding- or rooming-house keepers are furnished board, and not more than twelve persons, besides such families, are furnished with rooms. The plaintiff, Merrill, refused permission in an "A" residence district to change his single-family into a two-family house, is sustained in this case¹ in his claim that this section is unreasonable and void because under it, while his neighbor might use his house to accommodate twenty-eight persons, he could not remodel his building for the use of perhaps only four persons,—two in each apartment.

In a New Jersey case² an amendment to a zoning ordinance adding one isolated lot, surrounded by a residential zone, to a business district half a mile away was held by the court to be void or contrary to the state law, which provides that zoning ordinances shall create districts suited to the purposes of the act. No doubt the decision turned to a considerable extent upon facts in the case not fully stated, since in some cases a small isolated district would be useful, and it would be entirely proper to create it.

F. B. W.

¹Merrill v. City of Wheaton, 190 N. E. 918 (Supreme Court, Apr. 21, 1934).

²Guaranty Construction Co. v. Town of Bloomfield, N. J. Misc. 613, 168 Atl. 34 (Supreme Court, July 21, 1933).

LOW-COST HOUSING EXHIBIT

A low-cost housing exhibit will be held at the New York Museum of Modern Art from October 15 to November 15 under the auspices of the New York City Housing Authority, the Welfare Council of New York, the Lavanburg Foundation, and others.

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

Conducted by FLAVEL SHURTLEFF, Secretary

CONFERENCE ON CITY, REGIONAL, STATE, AND NATIONAL PLANNING
Joint Meeting of
THE AMERICAN CIVIC ASSOCIATION
and
THE NATIONAL CONFERENCE ON CITY PLANNING
St. Louis, Missouri, October 22nd to 24th, and
Columbia, Missouri, October 25th, 1934

Jointly with the American Civic Association, the National Conference on City Planning is sponsoring a Conference on City, Regional, State, and National Planning to be held in St. Louis, October 22-24, and at the University of Missouri, Columbia, October 25. The Chairman of the National Resources Board, Secretary Ickes, has approved arrangements for a meeting of the Board's Advisory Committee at the same time and place. State planning boards will participate, and the outstanding features of those preliminary state planning reports which have been completed will be presented. Officials of the Department of the Interior will take part in the discussions. The United States Department of Agriculture is keenly interested in the sessions which have to do with Land Classification, and it is hoped that Secretary Wallace and Assistant Secretary Wilson will address the Conference.

The tentative schedule of subjects, and the speakers who have already been invited to address the meeting, follow. Changes in the order of events and in the list of speakers will be announced from the offices of the National Conference on City Planning and the American Civic Association.

TENTATIVE PROGRAM

Monday, October 22nd

Morning Session

- PRESIDING: Alfred Bettman, President, National Conference on City Planning
The Economic Value of a City Plan
H. I. Harriman, President, Chamber of Commerce of the United States
An Official City Plan at Work
C. A. Dykstra, City Manager, Cincinnati, Ohio
Ways and Means to Make Official Plans Effective
Discussion led by Abram Garfield, Chairman, City Plan Commission, Cleveland

Luncheon Session

- PRESIDING: E. J. Russell, Chairman, Regional Planning Association, St. Louis
Address of Welcome
Mayor of St. Louis
Metropolitan Planning for St. Louis and Environs
Harland Bartholomew, St. Louis

REGIONAL PLANNING

Afternoon Session

- PRESIDING: Thomas N. Dysart, President, St. Louis Chamber of Commerce
Large-scale Regional Development
Earle S. Draper, Director of Land Planning and Housing, Tennessee Valley Authority

Defining Districts within a State for Regional Planning

Jacob L. Crane, Jr., President, American City Planning Institute; Planning Consultant for Illinois, Michigan, and Wisconsin State Planning Boards

PROMOTING PLANNED LAND USES

Evening Session

PRESIDING: Dr. Francis Farrell, President, Kansas State College of Agriculture and Applied Science

New Methods of Land Control

Dr. Francis Farrell

Rural Land Use Planning

L. R. Schoenmann, Regional Director, Land Policy Section, Agricultural Adjustment Administration, U. S. Department of Agriculture, Urbana, Ill.

Experience in Rural Wisconsin Counties

Noble Clark, Regional Director for Wisconsin, Michigan, and Minnesota, Land Policies Section, Division of Program Planning, Agricultural Adjustment Administration, Madison, Wis.

Experience in California Counties

Charles H. Diggs, Director, Los Angeles County Regional Planning Commission
L. Deming Tilton, Director of Planning, Santa Barbara County Planning Commission

Tuesday, October 23rd

STATE PLANNING

Morning Session

PRESIDING: _____

Progress of State Plans

Chairmen of State Planning Boards

What Can be Expected of State Planning?

Robert Whitten, Consultant, New York State Planning Board

Luncheon Session

PRESIDING: Luther Ely Smith, Chairman, Council of Civic Needs, St. Louis

Address

Dr. Charles E. Merriam, Professor of Political Science, University of Chicago;
Member of National Resources Board

Afternoon Session: Planning tour of St. Louis and environs

SOME SOCIAL ASPECTS OF PLANNING

Evening Session

PRESIDING: Dr. Wesley C. Mitchell, Professor of Economics, Columbia University;
Member of National Resources Board

Control of Population Distribution

Dr. Carter Goodrich, Professor of Economics, Columbia University; in charge, Division of Study of Population Redistribution, Social Science Research Council, New York City

Advantages and Limitations of Decentralization

Dr. M. L. Wilson, Assistant Secretary of Agriculture

Wednesday, October 24th

NATIONAL PLANNING

Morning Session

PRESIDING: Frederic A. Delano, President, American Civic Association; Chairman, Advisory Committee, National Resources Board

Aims of the National Resources Board

Charles W. Eliot 2d, Executive Officer, National Resources Board

Land Use Report

Dr. L. C. Gray, Chief of Division of Land Economics, U. S. Department of Agriculture; Director of Land Use Section, Technical Committee, National Resources Board

Water Resources of the United States

Morris L. Cooke, Chairman, Section on Water Resources, Technical Committee, National Resources Board

Best Uses of our Minerals

Dr. C. K. Leith, Professor of Geology, University of Wisconsin; Chairman, Section on Minerals, Technical Committee, National Resources Board

Luncheon Session

PRESIDING: Struthers Burt, Author, North Carolina and Wyoming

Latest News in Conservation

Jay N. Darling, Chief, Bureau of Biological Survey, U. S. Department of Agriculture

Afternoon Session

PRESIDING: Arno B. Cammerer, Director, National Park Service

Recreation Areas

George M. Wright, Director, Recreation Division, Land Use Section, National Resources Board

National Forests

Speaker to be announced

State and National Parkways

Gilmore D. Clarke, Member, National Commission of Fine Arts

Dinner Session

PRESIDING: Hon. Guy B. Park, Governor of Missouri

Addresses

Alfred Bettman, President, National Conference on City Planning

Frederic A. Delano, President, American Civic Association

Hon. Henry A. Wallace, Secretary of Agriculture

Thursday, October 25th

Thursday morning the Conference will move from St. Louis to Columbia, the seat of the University of Missouri. A graphic presentation of the Missouri state planning program will be given and there will be a lively discussion of the essentials for adequate state planning.

F. S.

ZONED INTO OBLIVION

It was a wise man who said, "You cannot make a silk purse out of a sow's ear." Neither can you make business property out of subdividers' illusions, deed restrictions, or zoning classifications. Sound economic forces create the relatively limited frontage of any city which can profitably be devoted to business use. Unfortunately, most of the so-called business frontage was born of the wedlock between ignorance and speculation, and the naked miles of vacant lots along our arteries of travel are mute testimony to an economic waste of such proportions that the imagination is startled at the farce of perpetuating this needless waste into the eternity of to-morrow.

I regret to state that much criticism must be directly charged to the greed of the property owners themselves, whether subdividers of large areas or individual lot owners, whose demands upon the authorities and the pressure used to enforce these demands have been of such magnitude as to force the dedicating of otherwise usable frontages to eternal wastage by improper zone classification, thus making it possible during an active real-estate market to exploit such land, pocket the false value created by the establishment of a business zone, and depart leaving a trail of depleted residential value in their wake.—GEORGE H. COFFIN, JR.

BOOK REVIEWS & LISTS

Conducted by

THEODORA KIMBALL HUBBARD and KATHERINE McNAMARA

THE CITY-MANAGER PROFESSION. By CLARENCE E. RIDLEY and ORIN F. NOLTING. Chicago, The University of Chicago Press, 1934. 143 pages. Map, diagram, chart, tables. $8\frac{1}{2} \times 5\frac{3}{4}$ inches. (Studies in Municipal Government.) Price \$2.00.

The publication of the new *Municipal Year Book* by the International City Managers' Association left need for separate publication of the material dealing with the city-manager profession which had appeared in the old *City Manager Yearbook*. At the same time, it was desirable to bring Leonard White's good but now somewhat old volume up to date.¹ To satisfy these two ends the authors have brought out *The City-Manager Profession*.

The new volume is chiefly useful to the young man who would like to go into city management but has no idea where to begin. Extensive statistics on the educational and vocational background of men now in the profession give him the best available answer to the many questions: How do I get started? Where do I go to school? Is it true that only local men get jobs? Must I study engineering? This job is thoroughly and impartially done by the authors. To cite a few of the interesting facts disclosed: the trend toward local appointments is continuing strongly (but there is good reason to hope this is only a depression phenomenon); a questionnaire shows that engineering training is not so valuable for managing cities over 50,000 as for managing those of smaller size; and that only 30 of 365 graduates of city management schools are now in the profession.

What might be called the political science side of this book is much less adequately handled, perhaps in deference to Mr. White's study. Certainly the latter should be read as an important supplement. The new book contains an idealistic statement of the position of the city manager and of his personal qualifications, which is best taken with a grain of salt, although it needs to be taken. A more searching analysis of the problem whether a manager should be a leader of the community is to be found in Mr. White's book. European experience on this point would also prove helpful.

Charter provisions in manager cities are extensively and lucidly analyzed. One of the most promising trends, found in a few recent charters, is the requirement of previous managerial experience. These plus the other good features, make the book a worth while analysis of an important problem.

GEORGE C. S. BENSON

¹Leonard D. White, *The City Manager*, Chicago, The University of Chicago Press, 1927, 355 pp. See review in CITY PLANNING, Apr. 1928, p. 181.

TOWN AND COUNTRY PLANNING. By PATRICK ABERCROMBIE. New York, Henry Holt and Company, 1933. 226 pages. Illus., plans, cross sections. $6\frac{3}{4} \times 4\frac{1}{2}$ inches. Price \$1.25.

The great significance of this convenient little volume is the inclusion of its subject in a series for popular consumption by distinguished authors, under distinguished editorship, comprising such works as *The Socialist Movement* by Premier Ramsay Macdonald, *Shakespeare* by John Masefield, and *Landmarks in French Literature* by G. L. Strachey,—in other words an "Everyman's Library" covering History, Geography, Natural Science, Philosophy and Religion, Social Science, Literature, and Art. It is most appropriate that Professor Abercrombie of Liverpool should have been chosen to present town and country planning as a vital problem of society to-day. The book is successful both in style and content: from it the lay reader gains a clear and vivid idea of what town planning is, how it relates to regional and country planning (which indeed are integrated parts of planning as a whole), and how these are essential to the development of human environment. Although the well-chosen examples and illustrations are selected especially for English readers, it is to be hoped that the book will have wide popular circulation in America, for even the most experienced practitioner will find something to pause over and enjoy.

T. K. H.

THE MUNICIPAL YEAR BOOK, 1934: An Authoritative Résumé of Activities and Statistical Data of American Cities. Edited by CLARENCE E. RIDLEY and ORIN F. NOLTING. Chicago, International City Managers' Association, 1934. 256 pages. Tables. $9\frac{3}{4} \times 7$ inches. Price \$4.00.

This volume, an enlargement of the more restricted *City Manager Year-book* which has been published since 1914, is the first of what the Editors hope will be a series of Year Books containing comprehensive factual data on American city government.

Planners will find useful for reference this volume's directory of city officials and very complete information on the form of government of all cities of over thirty thousand population, its directory of city-manager cities and city managers, and its interesting and significant financial data for cities. The latter are particularly valuable due to the omission this year of the publication of the *Financial Statistics of Cities* by the Bureau of the Census.

Among the brief papers of especial interest to planners, included under the general heading of "Municipal Administration in 1933," are "City and Regional Planning" by Flavel Shurtleff, "Playgrounds and Recreation" by Jay B. Nash, and "Housing" by Charles S. Ascher. Additional papers and selected bibliographies complete the volume.

H. K. M.

STREET TRAFFIC FLOW. By HENRY WATSON. London, Chapman and Hall Ltd., 1933. Illus., plans, diagrams, charts, tables. 395 pages. $8\frac{3}{4}$ x 6 inches. Price 21s.

All large cities came into existence prior to the development of the automobile, and their street systems were designed to meet the conditions then existing. The large number of passenger cars and trucks now plying the streets and mingling with busses and horse-drawn vehicles, together with the delays caused by cross traffic, have created the ever-present traffic problem.

The construction and use of time-distance diagrams, delay figures, and obstruction diagrams are well explained in the first part of the book. The flow of street traffic is treated in a strictly mathematical fashion with no allowances for the behavior, or whims, of the average driver. The development of traffic flow over roundabout (rotary) street intersections is well handled, and the text contains numerous examples and figures that enable one to calculate the safe speed of rotation. Designs are also shown for different types of intersections. The fact that in Great Britain the traffic moves to the left makes the diagrams somewhat difficult to read at first, but this is not a serious objection.

Two chapters deal with traffic-signal systems, including the traffic-actuated signal, and good use is made of time-distance graphs in the constructing of progressive timing diagrams. Parking of vehicles—that problem of irritation to the American motorist—is treated briefly. The portion of the book devoted to methods of improving traffic flow is extremely practical. The author recognizes that minor improvements should be made before major surgical operations are performed on the street system.

The book is attractively printed and illustrated, and should find a well-deserved place in the library of the traffic engineer and the city planner.

H. F. JANDA

URBANISTICA GENERALA, PARTEA I: Evolutia; Igiena; Economia si Circulatia; Estetica; Legislatia. By CINCINAT I. SFINTESCU. Bucuresti, Tipografia "Bucovina," I. E. Toroutiu, 1933. 803 + xlv pages. Illus., maps and plans (part folded), tables. Price Lei 550 (85 fr.).

It is an indication of the growing recognition of the importance of a comprehensive and scientific technique of planning that this volume of over eight hundred pages should appear in the Roumanian language. The author, an official of the government, professor in planning at the Bucharest Academy of Architecture, and a vice-president of the International Federation of Housing and Town Planning, has covered all the major aspects of planning,—historical, economic, engineering, sanitary, esthetic, and legislative. The many diagrams and illustrations (450, including one of the Chicago Fair),

drawn from ancient as well as from modern cities and from many countries, make it an exceptionally useful book. The index displays a catholic acquaintance with all the important authorities; there are, for instance, no less than eight references to Ebenezer Howard, and even Howard Scott and the technocrats come in for a footnote! Such a detail as the curriculum of the Harvard School of City Planning is included. The French summary of forty-four pages hardly does justice to the author's encyclopedic treatment.

His definition of urbanism as concerned with "determining and applying the permanent relations between land, buildings and people in order to utilize free and built-on areas for esthetic, hygienic and economic needs to social ends" (*dans l'intérêt social*) suggests his approach to the problem. It is significant that, after his historical account of the evolution of cities, he places sanitary problems first. Included among these are the influence of climate, especially sun and wind, the importance of elevation and exposure in housing, and the application of zoning and other restrictions to assure provision of adequate open spaces.

In the chapters on economic and traffic problems there is a detailed discussion of the relation of size to the organization and location of cities. The author has developed, with respect to Roumania, formulae for achieving different perspective effects in street layouts, monumental building developments, and so forth, as well as an extraordinary range of examples and illustrations from contemporary planning in all parts of the world. The sections dealing with legislation include perhaps the most complete comparative digest of existing laws and administrative practice available except in specialized treatises. Altogether, Dr. Sfintescu has made a noteworthy contribution to the literature of planning which desires translation to make it more widely available.

PHILLIPS BRADLEY

HEALTH AND ENVIRONMENT. By EDGAR SYDENSTRICKER. New York, McGraw-Hill Book Company, Inc., 1933. 217 pages. Maps, charts, tables. $9\frac{1}{4} \times 6\frac{1}{4}$ inches. (Recent Social Trends Monographs.) Price \$2.50.

Dr. Sydenstricker's monograph undertakes the original task of gathering, digesting, and evaluating the scattered objective data on the health of populations, which reflect the fitness of the environment for human occupancy. Since the purpose of the study was to provide a material basis for certain opinions propounded in the more comprehensive report¹ of the Committee on Social Trends, the interpretation of "environment" is much broader than the integration of the physical surroundings encompassed in the ordinary conception of city, regional, or national planning. The approach is, moreover,

¹*Recent Social Trends in the United States: Report of the President's Research Committee on Social Trends.* 2 vols. New York, McGraw-Hill Book Company, Inc., 1933.

from the health side and follows a methodology perhaps somewhat unfamiliar to the engineer. For this very reason, the author's opinion is more convincing that "All evidence *at present* points to the conclusion that other factors have had a far greater influence than genetic factors within the comparatively short period of our history in determining the rate at which the American people survive."

The implications of the responsibility of the environmental planner for such factors in the physical environment as affect health are the principal values of the study to the city planner. They constitute a bridge which joins two otherwise separated fields and furnishes one of the most powerful incentives for planning. Consciously or unconsciously the engineer builds health or disease into the community. Even a faint comprehension of the accelerating changes in living conditions during the last century, in which time the expectancy of life at birth has almost doubled, cannot fail to impress anyone of the importance of this objective in a planned environment.

The chapter on "Environmental Changes and Health" treats of the more familiar phases of sanitation: the reduction of typhoid and cholera through pure water supply and adequate sewage disposal; the retreat of malaria with modified topography through community development; the lifting of the threat of yellow fever by elimination of the breeding places for domestic mosquitoes; freedom from vermin-spread scourges through facilities for community and personal hygiene; the elimination of the dysenteries through proper production, preservation, and distribution of food supplies; and the decline of tuberculosis, through industrial hygiene and proper housing and living conditions, including adequate recreational facilities. These again integrate in determining the magnitude of other health indices, until it becomes evident that every change accomplished by the planner affects the wholesomeness of an environment and the health of a community.

We may summarize by stating that the book is a valuable source of statistical data and references bearing upon the pathology of the community in terms of its anatomy and physiology. Community surgery is the only alternative to environmental planning.

W. F. WELLS

WATER SUPPLY ORGANIZATION IN THE CHICAGO REGION.

By MAX R. WHITE. Chicago, The University of Chicago Press, 1934. 170 pages. Maps, tables. $8\frac{1}{4}$ x $5\frac{3}{4}$ inches. (Social Science Studies No. XXX.) Price \$2.00.

This study, which might be entitled "a study in regional disorganization for water supply," is primarily concerned with the water-supply systems of the Chicago Metropolitan Region. The problems of water supply are considered from a governmental point of view and become of necessity representative of many governmental problems that are found in the metropolitan

regions in the United States. The study is one of a series that has been prepared at the University of Chicago on the Chicago Metropolitan Region. Surveys of metropolitan governmental organization, public-health organization, and the judicial system have already appeared; other studies in the field of government are in preparation. Surveys of population trends, geography, physiography, and agriculture have also received attention in published works.

With Lake Michigan at its front door, the Chicago Region, with a population close to five million, is one of the favored regions of the world for water supply. Yet water supplies in the many communities that lie within this region are often inadequate, expensive, of inferior quality, and poor in service. Mr. White ascribes this situation to the following conditions: the responsibility for supplying water in the Chicago Region is divided among 168 water systems, 208 governments, and 1500 officials, although, from an engineering point of view, the greater part of the Chicago Region is a potential unity for the purpose of supplying water; effective coöperation among governments is lacking, with resulting inferiority of service and waste of funds; the fact that the water area lies in three states complicates the organization of water supply, and long-time planning is almost impossible with the division of responsibility which exists in the Region.

A comparison with the water organization in other metropolitan areas emphasizes the disorganization in the Chicago Region and suggests possibilities of reconstruction. Mr. White suggests and discusses eight alternative plans for reorganization, as follows:

1. Voluntary coöperation instituted between governments.
2. Joint water districts created to include several municipalities.
3. Greater power and responsibility given to Chicago in supplying its suburbs.
4. Additional authority given to Chicago Sanitary District, an organization dealing at present with the sewage-disposal problems of a portion of the Region.
5. Coördination of water systems in Cook County.
6. Exercise of more control by the three state governments concerned.
7. Interstate action initiated to solve the problems common to two or three states.
8. Complete unification under a metropolitan government.

Allied to Mr. White's survey of water supply are discussions of the pollution of Lake Michigan and of the organization of water-supply systems in other metropolitan areas that have been successful in establishing their regional problem of water supply on a broad governmental basis.

A bibliography, a list of municipalities in the Chicago Region which gives their legal status, population, source of water supply, and water rates, and an index complete the book.

GORDON M. FAIR

CASES ON EQUITY: JURISDICTION AND SPECIFIC PERFORMANCE. By ZECHARIAH CHAFEE, JR., and SIDNEY POST SIMPSON. Cambridge, The Editors, 1934. p. 704-976. Plans. $9\frac{1}{4} \times 6\frac{1}{4}$ inches. Preliminary Pamphlet No. 3. Price \$1.50.

The legal aspects of restrictive covenants—or, as the lawyers call them, equitable servitudes—are authoritatively dealt with in this section of the new case book by Professors Chafee and Simpson (Part Two, Chapter III: Section 2, pages 704-870).

Among other cases the authors have pointed out the following as of particular interest to city planners:

The history of the vicissitudes of Leicester Square in London shows how narrowly this great open space escaped from being turned into buildings (pages 704-706 and 710, footnote 3.)

The case of London County Council *v.* Allen (page 768) held that a city does not have sufficient interest in land which it sold, to enforce a restrictive covenant made by its grantee when the land has passed into the hands of a sub-grantee. This decision has been followed by several cases in the United States (page 774, second paragraph of footnote). Consequently it would seem important that a public housing corporation or a municipality which sells land for a housing scheme should have statutory authority to enforce a restrictive covenant against later owners. A clause to this effect could easily be inserted in the housing law and an example is furnished by an English statute (Housing Act, 1925, 15 Geo. 5, c. 14, §110).

The question of the lapse of restrictions when conditions change is covered by a series of cases (pages 844-864, inclusive).

The effect of a provision giving a substantial fraction of neighboring landowners the power to modify restrictions is considered (pages 864-867).

The effect of zoning laws on private restrictions is covered (page 868, footnote).

ARTHUR C. COMEY

OTHER RECENT PUBLICATIONS RECEIVED

CITY PLANNING is glad to receive for listing in this department pamphlets and documents of professional interest to readers. The publications it thus receives are filed for permanent reference in the Library of the School of City Planning of Harvard University.

ADAMS, THOMAS. The design of residential areas. Cambridge, Harvard University Press, 1934. 296 pages. Illus., maps and plans, diagrams, charts, cross sections, tables. (Harvard City Planning Studies, Volume VI.) Price \$3.50.

To be reviewed.

AMERICAN CIVIC ASSOCIATION. American civic annual: a record of recent civic advance with a list of who's who in civic achievement among the members of the American Civic Association. Vol. V. Edited by Harlean James. Washington, The Association, Inc., 1934. 278 pages. Illus. Price \$3.00.

To be reviewed.

- BOSTON (MASS.) CITY PLANNING BOARD. Report on Civil Works Administration Project No. 3512. Boston, The Board, March 31, 1934, 296 pages + photos., maps, and plans. Planographed.
- CALIFORNIA COUNTY PLANNING COMMISSIONERS' ASSOCIATION and CALIFORNIA STATE CHAMBER OF COMMERCE. A manual of county planning. [Sacramento?], The Association and The Chamber, March 1934. unpub. Map. Mimeographed.
- CHAMBER OF COMMERCE OF THE UNITED STATES. CONSTRUCTION AND CIVIC DEVELOPMENT DEPARTMENT COMMITTEE. New opportunities for city planning: statement for Chambers of Commerce. Washington, The Chamber, Aug. 1934. 8 pages.
- CHICAGO PLAN COMMISSION. Twenty-fourth annual report for the year 1933. Chicago, The Commission, [1934]. [32] pages. Map, tables.
- COFFIN, GEO. H., JR. Zoned into oblivion: factors to be considered when zoning business property. Los Angeles, Civic Development and Real Estate Dept., Los Angeles Chamber of Commerce, June 20, 1934. 6 pages. Mimeographed.
- DEMANGEON, ALBERT. Paris: la ville et sa banlieue. Paris, Éditions Borellier et Cie, [1933?]. 62 pages. Illus., plans. Price 12 fr., 50.
- FAIRFIELD COUNTY (CONN.) PLANNING ASSOCIATION. New parks and homes number. Bridgeport, The Association, June 1934. 13 pages. Illus., plans.
- HARTFORD (CONN.) SLUM CLEARANCE STUDY COMMITTEE. Report on the preliminary survey of housing conditions in slum areas for the purpose of laying out a slum clearance and rehousing program in the city of Hartford, Connecticut. Hartford, The Committee, June 1934. 52 pages + folded plan.
- HOUSING STUDY GUILD. Housing study bulletin. No. 1. June 1934. New York, June 1934. Planographed. Price 20 cents a copy.
- INSTITUTO NACIONAL DE URBANISMO. COMITÉ LOCAL DE VALPARAISO, CHILE. Boletín no. 1, July 1934. Valparaíso, Chile, July 1934.
- LYNCHBURG (VA.) CITY PLANNING COMMISSION. Lynchburg city plan. Lynchburg, The Commission, Feb. 1934. Folded plan.
- MONSARRAT, GASTON. Le code de l'urbanisme: recueil annoté des lois, décrets, règlements, circulaires et instructions ministérielles concernant l'aménagement, l'embellissement et l'extension des villes. Paris, Publications administratives et Bibliothèque municipale et rurale, 1933. 197 pages. Tables. Price 30 fr.
- NATIONAL RESEARCH COUNCIL. HIGHWAY RESEARCH BOARD. Proceedings of the thirteenth annual meeting of the Highway Research Board. Part I. Edited by Roy W. Crum. Reports of research committees and papers. Washington, The Board, 1934. 410 pages. Illus., diagrams, charts, tables.
- NEW YORK. STATE BOARD OF HOUSING. Report to Governor Herbert H. Lehman and to the Legislature of the State of New York. Albany, The Board, 1934. 62 pages. Illus., plans, tables.
- PEORIA (ILL.) CITY PLANNING COMMISSION. Traffic survey. Peoria, Ill., March 1934. 8 pages. plans (part folded), tables. Mimeographed.
- POMEROY, HUGH R. Land use planning: a paper delivered at the annual meeting of the California Planners' Institute, Bakersfield, June 2, 1934. 11 pages. Mimeographed.
- RINGLAND, ARTHUR C. "Bonifica integrale": the Italian national plan of land utilization. A summarized report. [Washington, U. S. Dept. of Agriculture, Forest Service, 1933.] 50 pages. Illus. Mimeographed.
- ROE, H. B. Soil erosion: causes and methods of control. University of Minnesota, Agricultural Extension Division, Aug. 1933. 24 pages. Illus. (Special bulletin 160.)
- RUBIÓ I TUDURÍ, NICOLAU M., and SANTIAGO RUBIÓ I TUDURÍ. El pla de distribució en zones del territori català: examen preliminar i solucions provisionals. Estudis fets segons Decret del Govern de la Generalitat de Catalunya. Barcelona, 1932. 77 pages. Illus., plans, folded map.

- TILTON, L. DEMING. An analysis of the Santa Barbara Airport problem. [Santa Barbara, 1934.] [43] pages. Typewritten.
 Supplemented by Appendix A: California airports, municipal and commercial, a table showing the cities having airports, their population, the form of ownership of each airport, its rating, distance from business district, area, and length of runways; Appendix B: Statements from cities in California showing the methods employed in the acquisition and development of airports.
- . Building a beautiful community: an address to the Orange County Planning Commission before the Coast Council on Highway Beautification in Laguna Beach on March 8, [1934]. Reprinted from the *South Coast News*, March 16, [1934]. 3 pages.
- . State planning: [address before the] Pacific Southwest Academy (American Academy of Political and Social Science). Los Angeles, May 11, 1934. 20 pages. Typewritten.
- TRANSVAAL, PROVINCE OF. The townships and town planning ordinance, 1931. Together with the regulations. Pretoria, The Government Printer, 1932. 41 pages. Price 2s.
 In English and Dutch.
- U. S. BOARD OF SURVEYS AND MAPS. Standard symbols. Washington, The U. S. Geological Survey, 1932. 1 page, folded. Price 40 cents.
- U. S. LIBRARY OF CONGRESS. DIVISION OF BIBLIOGRAPHY. List of references on regional, city and town planning with special reference to the Tennessee Valley Project. Florence S. Hellman, compiler. Washington, The Library, 1933. 46 pages. Mimeographed.
- UNIVERSITY OF WISCONSIN. EXTENSION SERVICE OF THE COLLEGE OF AGRICULTURE. Making the best use of Wisconsin land through zoning. Madison, The University, March 1934. 19 pages. Illus., plans. Price 10 cents, on application to the Bulletin Mailing Office, College of Agriculture, Madison, Wis.
- WEHNER, BRUNO. Grenzen des Stadtraumes vom Standpunkt des innerstädtischen Verkehrs: ein Beitrag zum Problem der Wechselwirkung zwischen Städtebau und Verkehr. Würzburg, Verlag Konrad Tritsch, 1934. 85 pages. Diagrams, charts, tables.
- WHITNALL, C. B. How the Kinnickinnic should look. [Milwaukee, Public Land Commission], n.d. [16] pages. Illus., plan.
- . Open letter to our honorable mayor and Common Council of the City of Milwaukee. [9] pages. Illus. The second open letter to our honorable mayor and Common Council of the City of Milwaukee. [16] pages. Illus., plan.
- WITWATERSRAND, TRANSVAAL. First meeting of the Witwatersrand Joint Town Planning Committee held at Johannesburg on 2nd February, 1933. Johannesburg, Radford, Adlington, Ltd., [1933]. 18 pages.

DESIGN OF RESIDENTIAL AREAS

Of all things that contribute to the welfare of society, none is more important than the good quality of the homes in which people live. This does not mean that welfare depends solely on houses being strong enough to provide shelter against the elements, but also that they shall be agreeable enough in their environment to give reasonable satisfaction to other human wants.

The design of homes, together with their location, approaches, and surroundings, in well-arranged groups and neighborhoods, is one of the most important branches of the art of city planning.

—THOMAS ADAMS.

Town Planning Review

(Issued from the Department of Civic Design,
University of Liverpool)

The only English magazine devoted
entirely to this subject. It deals with the
monumental, historical, and domestic aspects.

WESLEY DOUGILL, Editor

Advisory Committee:

PATRICK ABERCROMBIE

S. D. ADSHEAD

C. H. REILLY

Editorial Offices:
Abercromby Square, Liverpool

Published at the
University Press of Liverpool
177 Brownlow Hill

Price four shillings a copy: fifteen shillings a volume (4 copies)

The first fifteen volumes (with the exception of Vol. I, Nos. 1 and 2 and Vol. II, No. 1) are obtainable
at 20/- the Volume, bound in fawn cloth (boarded), or 15/- the Volume, unbound.
Vol. I, Nos. 3 and 4, and Vol. II, Nos. 2, 3, and 4, 5/- each.

Subscriptions may be sent to *City Planning*

