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# CITY PLANNING PROGRESS

## 1917



AMERICAN INSTITUTE OF ARCHITECTS  
COMMITTEE ON TOWN PLANNING



AN INDEX FOR PUBLIC HEALTH LITERATURE.\*

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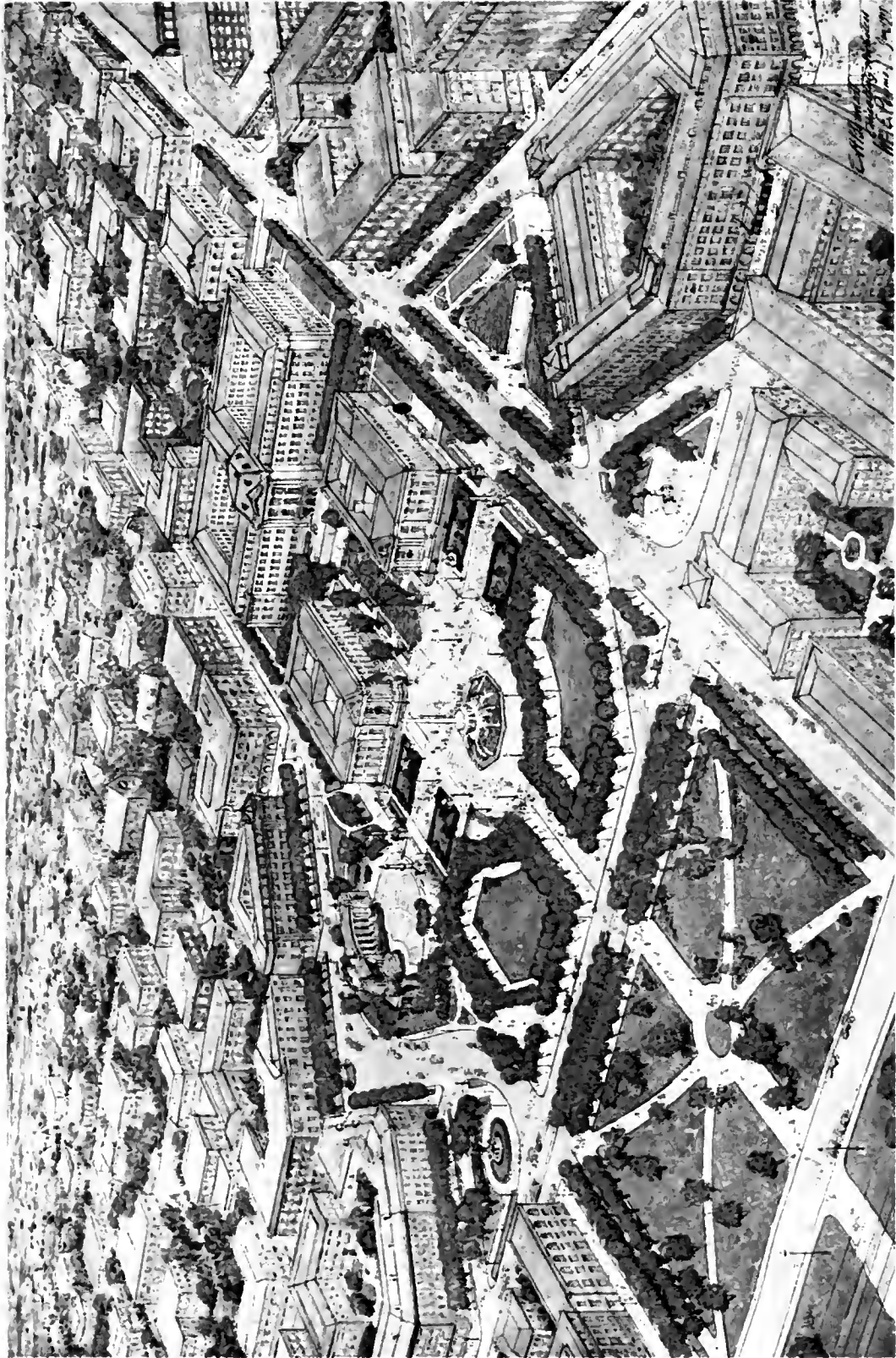
\* Reprinted from an article by R. R. Harkness and C. E. Turner, the AMERICAN JOURNAL OF PUBLIC HEALTH, July, 1918, Vol. VIII, No. 7.

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DENVER.—CIVIC CENTER, WITH COURT OF HONOR FOR CIVIC BENEFACTORS.

At the center of the picture is the new fountain and statue by Lorado Taft, typifying the State. To the left of the fountain is the Court of Honor, a semi-circular colonnade on the columns of which are to be inscribed the names of those who, by their gifts, contribute to the cultural or esthetic advantages of the city. A concert garden is shown in conjunction with the latter. The park fronting the State Capitol (the latter not shown) occupies the left foreground of the picture. On the small triangular island just to the right of Capitol Park is the MacMonnies "Pioneer" monument balancing with a site for a similar monument on the other side of the Civic Center. The three central buildings shown are the proposed art museum, enlarged library, and city hall (occupying an entire block) which with the broad paved spaces still-water pools and turfed areas complete the center.

# CITY PLANNING PROGRESS

IN THE UNITED STATES

1917

COMPILED BY

THE COMMITTEE ON TOWN PLANNING  
OF THE AMERICAN INSTITUTE  
OF ARCHITECTS

EDITED BY

GEORGE B. FORD  
*Assisted by* RALPH F. WARNER

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*The Town Planning Committee of the American Institute of Architects desires to make the material in this book of value to the largest possible number of persons engaged in city planning or interested in the extension of the ideals of city planning. To this end material may be reprinted in whole or in part in local newspapers, or in bulletins of commercial or civic bodies, providing only that proper mention be made of "City Planning Progress" as the source of information. If illustrations are desired, photographs will be loaned whenever available without charge.*

## Preface

THIS book has been compiled by the Town Planning Committee of the American Institute of Architects to meet the widespread and insistent demand for information about what the other man is doing in city planning. A recognition of the necessity of planning cities and towns, so as to take care of their future growth in a businesslike way and without waste, has sprung up all over the country. The general interest in "preparedness" has brought home to many people the fact that while their individual plants or enterprises were "prepared," their cities and towns were shamefully without foresight. However, when they began to look around to find the best way of planning the town for the future, they found that there was no satisfactory information available as to what other towns were accomplishing. What there was, was fragmentary and scattered through numerous books and pamphlets, with no guide to direct the attention to that which was a success or that which was not. The Town Planning Committee believes that this book will go far toward satisfying this need. It believes that the book has a great field for usefulness in arousing interest in city planning and in showing by example and experience the best way to undertake planning work.

*A report is presented on what has been accomplished or is projected in city planning in all cities in the United States of over 25,000 inhabitants, and in a few cities and towns with a smaller population\* where the work is of special interest.* Every statement in the book is taken either from authentic published reports or from signed statements made by responsible authorities in the respective communities. No statement is made by hearsay or on second-hand information. A full questionnaire was sent to one or more people actively interested in city planning in each of the cities and towns described and, in almost every case, full reports were received, so that the information is first-hand and up-to-date. We realize, however, that, even with these precautions, mistakes are bound to creep in, and the Committee will heartily welcome any corrections or amplifications, which it will be glad to note in the *Journal of the American Institute of Architects*, and also in the second edition of this book, which it is the intention of the Committee to publish early in 1919. At that time it is hoped that all of the cities and towns which show comparatively little progress in this volume will stand out markedly for their advance.

The illustrations in this book were chosen from a great number available as being those most typical of what was effective in the city planning work in each city and town and as a real contribution to the subject. We regret that no good illustrations were available of so many of the

\*Population figures given in the book are based on "Estimates of Population of the United States, 1916," Bulletin No. 133, United States Census Bureau, 1916.

important works which have been carried on throughout the country, and we certainly hope that the next edition will make up for this lack. The Committee on Town Planning of the Institute is under great obligations to various publishers and local city planning organizations who have furnished the Committee with original cuts for their use and which, in a number of instances, lack of space has prevented using at this time.

It is the intention of the Committee to continue the publication monthly of news notes with regard to city planning progress in the *Journal of the American Institute of Architects*; and in the *National Real Estate Journal*, where the information is of particular interest to real estate men and property owners. Further information will be found currently in *The City Plan*, the quarterly of the National Conference on City Planning, in *The American City* magazine, in *Landscape Architecture*, in the *National Municipal Review*, and in the *English Town Planning Review*. The Town Planning Committee heartily recommends that all those who are interested in city planning should attend the annual meetings of the National City Planning Conference, that for the year 1917 being held in Kansas City on May 7, 8 and 9. It also recommends the reading of the proceedings of the National City Planning Conference of which eight volumes are already available.

The Committee has not devoted so much attention to housing, especially industrial housing, in this book as it would like to have done. As the object has assumed such large proportions in itself, it believes it is worthy of a special book. A large quantity of data and illustrative material on this subject has, in fact, already reached the Committee's hands, as an incident to its work of assembling material on city planning. The Committee, in conjunction with other national organizations, is therefore planning to bring out a book on industrial housing in the near future.

Throughout the book the Committee has laid particular stress on the economic and engineering side of city planning, because it believes that that is fundamental to progress, and while, as architects, the members of the Committee are necessarily strongly interested in the esthetic side of city planning, they are firmly convinced that city planning in America has been retarded because the first emphasis has been given to the "City Beautiful" instead of to the "City Practical." They insist with vigor that all city planning should start on a foundation of economic practicableness and good business; that it must be something which will appeal to the business man, and to the manufacturer, as sane and reasonable.

The Committee is under the greatest obligation to all of the individuals and committees who have gone to so much trouble to make this book a success. It would never have been possible without their coöperation.



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# Introduction

## Getting Started on City Planning

**C**ITY PLANNING is the name given to a science and art which has existed since the beginning of civilization, but which recently has been given new direction and a much more vital and comprehensive purpose. Cities and towns have always grown according to some plan, but in the past that plan has almost always been one of immediate expediency, of a blind following of precedent. It is only quite recently that we have realized the urgent need of looking ahead in our planning with intelligent and practical imagination; of preparing our cities and towns to meet, in a logical way, the probable future demands of business, recreation, housing, and circulation. We are awakening to the fact that enormous sums of money have been wasted in our cities in so-called "improvements," which were constructed spasmodically, rather than according to a comprehensive, preconceived plan for general expansion, with the result that after a short time the city has been forced to tear them out and start over again.

*Find a Leader.*—The astonishing thing is that a large proportion of the cities and towns of American have, up to this time, failed to awaken to these glaring facts, and that there has not been a general demand from the people of the various cities and towns for city planning on a comprehensive scale. However, as in the case of most other obviously practical, but new, ideas, the actual undertaking of the work has awaited the consecrated advocacy of some one man. Therefore, the first step in getting started in city planning in any community is to find the man, or men, or in some cases, the woman, who is prepared to make any sacrifice to "see it through." In almost every case this individual has not been a city official. It is usually some citizen of standing in the community who is recognized as practical and not too much of a "dreamer," who can enthuse his fellows to the point of action. It means patience and a superabounding faith which laughs at rebuffs. It used to mean the willingness to endure the sobriquet of "crank." It means that infinite and never-ceasing tact by which divergent personal interests can be concentrated harmoniously on the common object. Every town has at least one such person. It only remains to convince him of the fact that planning his town so that it will be the ideal place for future generations to live, work, and play in is probably the noblest service that he could render to the community.

*Educating the Leaders.*—The first thing a leader would do would be to get together an informal group of men— or men and women—to study conscientiously what city planning means and how it can be applied to their town. It is sheer common-sense for them to look around over the country to see what other cities and towns of about their size have done, or are intending to do, in the way of planning, scientifically and comprehensively, to take care

of future growth. They ought to go to the annual National Conference on City Planning. They ought to steep themselves in the literature of the subject and, in particular, to read the proceedings of the National City Planning Conferences and the Quarterly Bulletin of the conference. Furthermore, they ought to make a point of inducing the leaders in city planning in other cities and various experts to stop off in their town, when they are in the vicinity, to talk over the subject in an open way, before as representative a group of citizens as can be brought together. In that way they will secure the different points of view and will have an opportunity to determine for themselves the outstanding essentials in city planning.

*Securing Adequate Powers.*—Meanwhile, it is important that the informal committee ascertain whether the town has the power to appoint a city planning commission and to grant to that commission certain advisory functions essential to the attainment of practical results. If no such powers exist, the informal committees should immediately proceed to the drafting of the needed law or ordinance, and then should present it before the proper legislative bodies and see that it is enacted. Help in the framing of such a law will be gladly furnished by the National City Planning Conference, of which Flavel Shurtleff, 19 Congress Street, Boston, Mass., is secretary, or by the Town Planning Committee of the American Institute of Architects, or by almost any of those who are active in city planning work throughout the country.

*A Citizens' Committee.*—The informal committee or group could, to very good advantage, organize itself into a general citizens' city planning committee. In many communities such a committee has been a part of the chamber of commerce or board of trade; in other communities it has been organized by the real estate men; in others, by a civic improvement association; in others, by a women's club, but the best results have usually been secured where these various interests and points of view have been amalgamated into one live coöperative committee or association. This committee then becomes the great energizing force for city planning in the community, and whether they actually make the plans themselves or not, they will, of necessity, have great influence in determining the character and the comprehensiveness of the plans. More than that, they will act as the "follow-up" body, independent of the vagaries of politics, who will see that the plans are gradually carried into effect, and that no serious departure from them is made in any public improvements undertaken by the city.

*An Official Commission.*—In most communities the next step is to have the city council, civic commission, or the mayor, as the case may be, appoint a city planning commission, arm it with certain advisory powers, and let it get to work. What the actual size or personnel of such

a commission should be is quite an important subject in itself and depends to some extent on local conditions. The organizations above referred to will be very glad to advise on this subject, and, furthermore, we particularly recommend reading the article by Robert H. Whitten on the "Constitution and Powers of a City Planning Authority," in the proceedings of the Seventh National Conference on City Planning, held in Detroit, in June, 1915.

*Private vs. Official Planning.*—In some cities, notably Chicago, they have felt that much better and quicker results could be secured by having the citizens' committee do all of the work, postponing the appointment of an official commission until after the citizens' committee had prepared complete plans. This has certain advantages, particularly in a large city, as it tends to create personal interest among the citizens in the development of the plans in a way that an official commission is not quite so likely to do, because in the largest cities the official commission tends to be lost in the great organization of city government, and, furthermore, it often fails to go out to the citizens and secure their cooperation at each stage of the proceedings. In the largest cities the citizens' committee has the further advantage of being able to enlist the cooperation of those who are interested in city planning in the surrounding communities, so that plans can be worked out effectively for the whole metropolitan area and not merely for the territory which happens to be within the corporate limits of the city. This is a decided advantage. It is most unfortunate that planning about the larger cities stops frequently at arbitrarily prescribed limits. Yet an official commission has difficulty in cooperating with surrounding communities on account of the natural feeling of these communities that the central city is trying to exploit them to its own advantage. However, this discussion applies to only a few of the larger cities. Elsewhere, experience has shown that unquestionably the best results are secured by an official city plan commission as it can stamp its planning with an imperativeness and finality to which the unofficial group could rarely attain.

*The Appropriation.*—Planning costs money. Very little adequate or satisfactory planning has been done without the expenditure of reasonable sums. No planning is permanently satisfactory that does not cover all of the phases of the physical development of the city. For the scope of city planning it is advisable to see "A City Planning Classification," by James Sturgis Pray and Theodora Kimball, published by the Harvard University Press. With such vital interests at stake, affecting the whole welfare and success of the community, it is absurd, and, to say the least, extremely short-sighted, to treat the matter of appropriation for city planning in a parsimonious or niggardly manner. If possible, the city government should be induced to make the whole appropriation, but in a number of cities where this has proved too difficult, or impossible, the chamber of commerce, or some other organization, or, in some cases, an individual or a small group of individuals, have furnished the necessary funds. In some cases the money has been raised partly by the city and partly outside.

*The Amount Needed.*—The amount of money necessary for making complete comprehensive plans varies more or

less according to the size of the community, but it requires somewhat more proportionally in a small community than it does in a large. No standard method of charging for city planning work has yet been determined upon by the professional city planners, but, in general, they determine how much time it is going to take them and their helpers to do the work and estimate the total cost of the work accordingly.

*Time Needed to Make Plans.*—As to the time required to make comprehensive plans, we find that it depends somewhat upon the size of the community. One year would be an absolute minimum, and three years should be a maximum. The minimum is determined from the fact that it takes a certain minimum amount of time to educate the public up to a point where they will cooperate in the drafting of the plans, and the maximum limit is based on the fact that public interest and enthusiasm tends to dwindle when spread over a considerable period of time, with a corresponding loss in the support of the plans when finished. Thus, if complete plans would cost \$50,000, it would be desirable to appropriate at least \$20,000 a year until they were finished. Upon the completion of the plans, a smaller appropriation—in the example under consideration—of \$10,000 a year would provide for the application of the plans and the making of such amendments as time and changing conditions proved necessary.

*Retaining Experts.*—With the funds available, the commission is ready to get to work. City planning is a highly technical subject, and one in which great responsibility is involved. No commission has a right to impose plans on a community until it is thoroughly convinced of their practicalness, based on experience with similar projects in other cities. This can be learned from books to only a very limited degree. The obvious way is to employ as experts and consultants to the commission, one or more men who, from current practice, are thoroughly familiar with the experience of other cities and towns generally. There are a number of such men in the country, some of them originally architects by training, some landscape architects, and some engineers. In most cases it is necessary to have two, and sometimes more than two, of them working together, each bringing into play his special training and experience, each supplementing the other in the work of investigation and planning, and together weighing their conclusions in the light of their common study. City Planning is so vast in its scope that it is physically impossible for anyone to be a safe adviser in all phases of it. All of these experts will be glad to advise as to their qualifications, methods, and charges.

*Experts' First Work: the "Survey."*—The first work of the experts, once appointed, would be to take account of stock—to determine the assets and liabilities of the town from a city planning standpoint. They would show by maps, charts, and tabulations just where the city stands, relatively, in each and every phase of its physical development. They would lay out a program of work and determine an order of relative urgency for the various problems which need to be studied, so that those matters which call for special attention could be studied first, while those of more remote interest could be left until later.

*Starting on a Small Sum.*—If, in securing an appropria-

tion or raising money for city planning work, it was found impossible to secure adequate funds for the work which ought to be done during the first year, and only a nominal sum could be secured, then it would be the work of the experts to secure as much value as possible for the money available and to concentrate particularly upon doing those things which would show up graphically and strikingly the urgency of city planning, with a view to their being used in a campaign to secure a reasonable appropriation the following year.

*Educational Campaign.*—Meanwhile, the citizens' committee will have enlisted the interest of all of the organizations of men or women in the community and, as far as practicable, will have secured the appointment within these organizations of coöperating city planning committees. Both for themselves and for the official commission, they will have secured a live secretary—possibly the same man for both bodies at the beginning—who will be a first-class publicity man, oftentimes a newspaper man by training. The committee will hold meetings in every part of the town before groups of people representing all phases of the city's life; they will publish articles as often as possible in the local newspapers and magazines; they will hold conferences with those who have new ideas about any phases of city planning, so as to bring out and make available for the use of the commission all of the suggestions which citizens can contribute from their imagination and experience; they will hold exhibitions of city planning and competitions for ideas or suggestions; they could, to good advantage, offer prizes for the best short essays on the different subjects pertaining to city planning; they could offer prizes among the school children or boy scouts for the best photographs of good or bad features of city planning locally; they could set groups of people, especially boys and girls, at work making local surveys of streets, housing, recreation, traffic conditions, and the like. In other words, they could conduct a general campaign for arousing public interest and an understanding of city planning. This campaign of education is fully half of city planning work. Without it the best of plans are liable to fall flat, as has happened in a number of instances.

*Publishing the "Survey."*—The preliminary stock-taking, or survey, with its accompanying program of work should be given full publicity in the local newspapers and magazines, and an attractive and graphic pamphlet should be distributed generally throughout the town. Full discussion and criticism should be invited, so that the commission, in proceeding with its work, would have the benefit, not only of the suggestions of the citizen body, but also of their support. If the appropriation for continuing the work has not already been made, this campaign of publicity should make it possible to secure the necessary additional funds.

*Detailed Studies.*—Then the commission should be ready to take up each of the items in the program and study them intensively and in detail, securing in each case

the essential data necessary to a scientific solution of the problem. Frequent conferences and hearings should be held to bring forth all practicable suggestions and to gain the confidence and enlist the support of the people.

*The Comprehensive Plan.*—After a number of months of study of these details, such as transit, street-widening, food-supply, housing, parks, civic art, building restrictions, and the like, they would be in a position where they could weave the detailed plans together into one great comprehensive plan for the future development of the whole city. Every feature would fit into its proper place in the general plan, and there would be a certain amount of give and take in adjusting the parts into the whole. Then again, the commission would secure full discussion before the public and, finally, after certain amendments, they would be in a position to ask the city to adopt the plans.

*Application of the Plans.*—This would mean that, in the future, all public improvements undertaken by the city, or any private improvements, in so far as the city could control them, would be required to conform to these plans. If new conditions should arise, the comprehensive plans would be amended to embrace the new projects in a way which would be in harmony with the underlying principles on which the comprehensive plans were based.

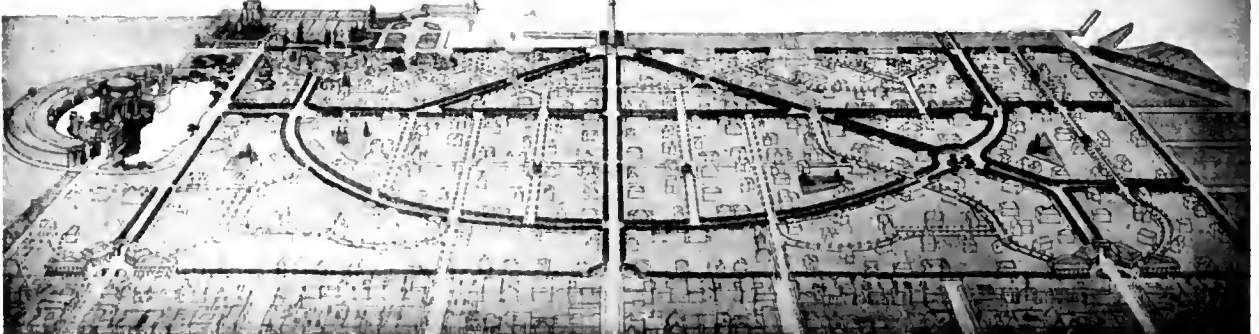
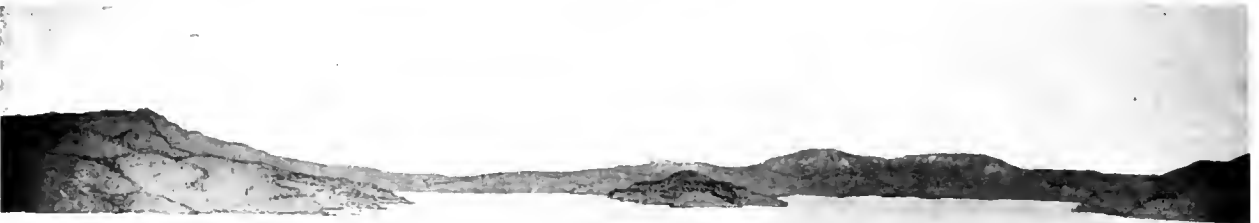
*Following Up the Plans.*—The official commission would continue as the custodian, or watch-dog, if you will, of the comprehensive plan to see that all improvements did conform to them. If variations from the original plans were absolutely necessary, then the commission would amend the general plans to include the new matter, so that it would be consistent with the commission's general policy. The citizens' committee would continue to serve as the monitor of the commission, to see that the commission itself was consistent in its policy and did preserve the integrity of the plans.

*Coöperating with Neighboring Communities.*—Meanwhile, both the commission and the committee would be coöperating officially, or unofficially, as the case might be, with the surrounding communities, with a view to securing harmony and unity in the development of the intervening area between the communities, or the whole metropolitan area.

*Conclusion.*—There is no royal road to city planning. Hardly anything that a city could undertake will more vitally affect the welfare, prosperity, and happiness of future generations. The responsibility that attaches to it is correspondingly great. It is one of the most important duties that confronts a city, and it should be undertaken in all seriousness, with an earnest desire to accomplish the best in the shortest time and in a way that will stand the test of time. If done in a desultory, unsystematic, and slipshod manner, it will cause great waste and endless difficulties in years to come; but if carried out in a workmanlike manner and with true foresight and vision, it will be the most striking contribution that the citizens of today can make to the welfare of those of tomorrow.



SAN FRANCISCO.—Plaza in Residence Park on the Site of the Panama-Pacific Exposition. View from a Point South of the Plaza, Looking toward Marine Boulevard and the Bay, with the Hilltops on the Other Side of the Bay in the Background. Water Color Sketch by C. K. Bonestell, Jr.



SAN FRANCISCO.—Perspective of the Adopted Plan, Showing the Three Heritages of the Exposition, the Fine Arts Palace, the California Building, and the Column of Progress, Preserved Permanently through the Efforts of the Exposition Preservation League.

An increased marine view is had by using diagonals as streets of entry to the Marine Boulevard. The broad avenue, the main north and south axis of the plan (identical with the vertical center line of the picture) centers on the Column of Progress. The east and west axis centers on the dome of the Palace of Fine Arts at the west. The two business centers are shown in the lower right- and left-hand corners.

# City Planning Progress

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## Akron Ohio

One of the rapidly expanding industrial centers of the Middle West, Akron (85,625), has been brought face to face with serious planning problems. The municipal authorities and public-spirited citizens have made earnest efforts to cope with the situation, and in August, 1916, John Nolen, landscape architect, was engaged to prepare a comprehensive city plan for the City Improvement Committee of the Chamber of Commerce, funds for which were provided by Frank Adams, a member of the Chamber of Commerce. Akron also has an official City Planning Commission organized in January, 1916, appointed by ordinance of the City Council and under the Ohio planning law of 1915. The expenses of the Commission are paid by the city.

*Housing.*—The great problem that is confronting Akron today is the more rational subdivision of acreage to provide home-sites for workingmen. The influx of industrial workers in the last year or two has placed a heavy demand upon the city for suitable sites for homes. Already the Goodyear Tire and Rubber Company has laid out a model workingmen's home district called "Goodyear Heights," containing about 400 acres and located about 2½ miles from the city center. The landscape plans for this development were prepared by Warren H. Manning, landscape architect, of Boston, and the houses were designed by Mann & McNeille, architects, of New York. Since that time, the Firestone Tire and Rubber Company has laid out a site for workingmen's houses called "Firestone Park"

and has erected many houses. The landscape planning was done by Alling S. de Forest, landscape architect, of Rochester, and Trowbridge & Ackerman, architects, of New York, prepared plans for some of the houses.

*General Plans.*—According to Mr. Nolen, the four most important things to be considered in connection with the Akron city plan are as follows:

1. The establishment of more and better streets for direct communication.
2. More land for public parks and open spaces.
3. Better housing accommodations for workingmen (low-cost houses for sale or rent).
4. The zoning of the city, or setting apart certain areas for specific uses, as industrial, business or residential sections.

## Alameda California

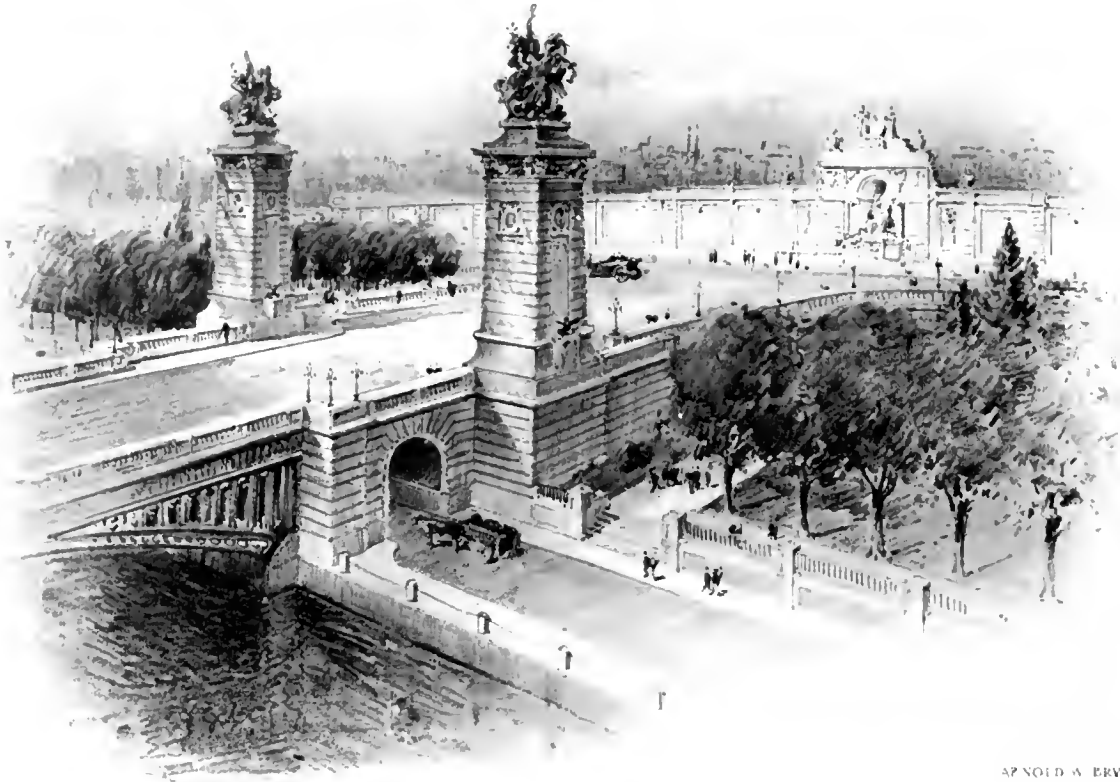
A city planning commission was created by a resolution of the City Council of Alameda (27,732), July 2, 1916, under the California City Planning Act of May 21, 1915.

The ordinance provided for a commission composed of four citizens and members of the Street Committee of the City Council. The terms of the ordinance were explicit and full, and the work which the commission evidently had before it was sufficient in scope to keep them occupied for many years to come. It is now officially stated that the commission has ceased to exist.



AKRON.—Glendale Park, One Block from Business Center, on the Site of a Former Dumping Ground, Converted to Park Usage in 1910 on Recommendation of the Chamber of Commerce.

The Chamber of Commerce through its Civic Improvement Committee is now having a comprehensive city plan prepared.

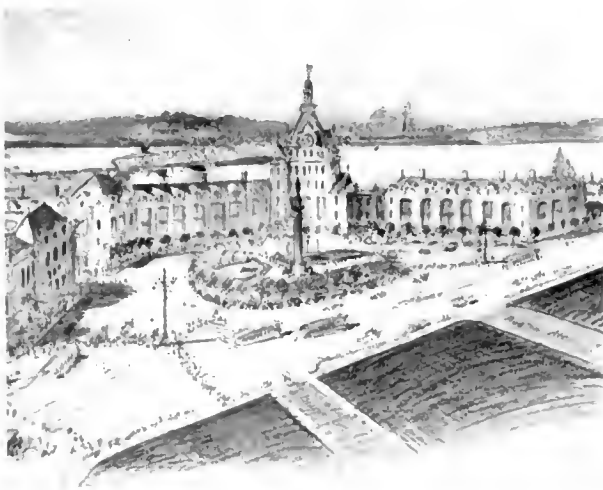


ARNOLD W. BRUNNER  
ARCHITECT

ALBANY.—Proposed City Entrance.

Albany possesses not only a splendid waterfront but a real city entrance in a bridge across the Hudson. It is not too much to expect that a dignified entrance to the city, like that suggested above, will be constructed in the future.

## Albany New York



ALBANY.—Study for Plaza with Central Park and Fountain.  
The construction of buildings is now under way, with high tower seen from the river or from the city side.

Although the population of Albany (104,199), is but slightly more than that of Akron, the fact that it is the capital of the Empire State, the oldest chartered city in the United States, and a city with many historical traditions, makes the discussion of city planning there of more than ordinary interest. The city has officially recognized city planning retaining Arnold W. Brunner, architect, and Charles Downing Lay, landscape architect, of New York, to make studies for the improvement of the city plan. This action on the part of the city is largely the result of public sentiment, aroused by the City Planning Association, which was organized in 1912. This Association was an offspring of the Civic League and the Chamber of Commerce, which had previously energetically supported all movements for the better planning of Albany. The City Planning Association dissolved in 1914, when the city engaged Messrs. Brunner and Lay to make studies, as noted above. The investigations and recommendations of these advisers were published in a charmingly





ALBANY.—Sketch for Bridge Pylons City Entrance, Showing also Archway Permitting Continuation of Quay Street.



ALBANY.—Sketch of Riverfront, Showing Tower in Plaza.

illustrated report entitled "Studies for Albany," published in 1914. The experts frankly state that they have made no attempt to make a complete city planning survey or to prepare comprehensive plans, and that their suggestions apply only to the improvement of those features of the city plan which demand immediate consideration. These cover a considerable number of details of the existing plans, such as the improvement of Capitol Hill, State Street, the waterfront, and of certain parks and squares, the revision of certain details in the street system, and the extension of the existing parks (of which there are now about 300 acres). Many of the recommendations in the "Studies for Albany" are now being carried out by the city, and some of them have been completed.

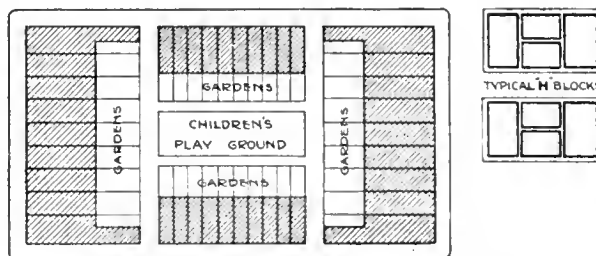
*Organization.*—The city planning work of Albany is now in charge of the Commissioners of Public Works and the City Engineer, Frank R. Lanagan, who have the benefit of the advice of the previously named experts. The architects of Albany have taken no part in city planning, as a body, although there was recently formed the Albany Architects' and Consulting Engineers' Association, of which Charles V. Merrick is secretary. This Association has recently promoted a friendly competition for designs for city gates for Albany. With this beginning, the Association is expected to do much in the future to help along city planning projects.

*Housing.*—Mention should be made here also of the work of the Albany Home Building Association and its

two developments for workingmen. This association was organized to help home-seekers and not to exploit them, and it has succeeded in accomplishing much in providing simple homes of the detached type, each provided with a lawn and garden.

## Allentown Pennsylvania

Allentown (63,505) has a City Planning Commission organized on June 24, 1915, under the Act of Assembly of 1913. A serious effort has been made by this Commission to solve some of the many planning problems. With an appropriation of \$1,950 to date, with the promise of



ALLENTOWN.—Proposed Modification of City Blocks to Include Children's Playgrounds.

further increase from time to time as needed, the Commission has centered its attention mainly on the preparation of a comprehensive city plan, including territory extending 3 miles beyond the city limits. Frank Koester, consulting engineer, of New York, has been engaged as adviser and is now at work on a report which is soon to be published. To the support of this work, Colonel H. C. Trexler, President of the City Planning Commission, Malcolm W. Gross, City Solicitor and Secretary to the Commission, and F. J. Lumley, of the Chamber of Commerce, have given much thought and time. A local architect is serving as a member of the Commission.

## Alton Illinois

Alton (22,824) is one of the smaller cities that has seized the opportunity for really constructive planning which its limited size, population, and intensity of development presents. Charles Mulford Robinson, of Rochester, N. Y., was engaged in 1913 to make a city planning study for the Board of Trade. Mr. Robinson submitted his report, entitled "The Advancement of Alton," in January, 1914. It is not only a worthy contribution to the solution of city planning problems, but it is interesting reading, as all of Mr. Robinson's reports are. He presents his recommendations by discussing, first, the results of his survey of the situation in Alton, and takes up in order the railroads, the riverfront, the street and park systems, and concludes with a discussion of civic art and municipal engineering. Although Mr. Robinson finds many things to criticize in Alton, he commends its picturesque site, so wonderfully rich in natural beauty, its bright industrial future, the view which it has taken in city planning, its segregation of the industrial section, its splendid park, and, best of all, the alert, forward-looking spirit which has made even the Board of Trade ready to listen to unpleasant facts if the advancement of the city may be so secured. Alton has so plainly the making of a beautiful, livable, and efficient city, and is so clearly on the threshold of opportunity, that he devotes much of his report to pointing out the untoward things that stand in the way of this progress.

## Altoona Pennsylvania

In March, 1916, the City Council of Altoona (58,659) appointed a City Planning Commission under the Act of 1913 for third class cities of Pennsylvania. The appointment was the result of a strong public demand. A majority of the City Commissioners were actually opposed to the creation of a commission, and so no financial support has been forthcoming. Nevertheless, the City Planning Commission is gaining influence, and several cases have been referred to it for investigation and advice. So far, no comprehensive plan for the entire city and the surrounding districts has been attempted, but the Commission will take up this work as soon as the citizens can induce the City Commissioners to appropriate money for necessary investigations and for the preparation of such a plan.

*Accomplishments.*—There are at present three parks owned by the city, having an aggregate area of about 12 acres. Outside the city limits there is a city-owned park of 19 acres. There are no boulevards in the city, and street trees are lacking, but there is a strong movement to have more trees planted and to secure the development of grass strips along the sidewalks. In the downtown sections, overhead wires, excepting trolley wires, have been entirely eliminated, and lighting standards of good design have been installed along the main thoroughfares. There are four grade crossings in the city on a branch line of the Pennsylvania Railroad but none on the main line. The Pennsylvania Railroad is working on plans to make extensive improvements in its passenger terminal facilities and for a proper station building.

*Work of the Commission.*—The first work that the City Planning Commission undertook was to prepare plans for the widening of certain streets. With no money appropriated to carry out these plans, they have merely been placed on the accepted street map but will serve as a guide for the future. A Pennsylvania law forbids building across an established street line, and so, whenever a new building goes up, it will stand back from the present street and within the lines established by the Commission. Ultimately, therefore, the recommended widenings will be accomplished throughout the length of the various streets. In a similar way, the City Planning Commission has also provided for the opening in the future of a necessary thoroughfare.

*Those Active in City Planning.*—The Chamber of Commerce and the Real Estate Exchange are the organizations that have most actively pushed city planning in Altoona. In 1916 the City Planning Exhibit of the American City Bureau was brought to the city. S. J. Shollar, architect, is president of the City Planning Commission, and R. Max Lewis is secretary. Henry E. Bodine, manager of the Chamber of Commerce, W. C. Westfall, president of the Chamber of Commerce, F. Woods Beckman, secretary of the Chamber of Commerce, and E. M. S. McKee, president of the Altoona Real Estate Exchange, are a few of those active in city planning work.

## Atascadero California

In July, 1913, the Atascadero estate of 23,000 acres, located in San Luis Obispo County, Cal., was purchased by the Colony Holding Corporation for approximately \$1,000,000. The corporation was chartered under the



ATASCADERO.—The Printery in the Civic Center, Now Completed. The town is the home of a widely circulated magazine.



ATASCADERO.—Administration Building in the Civic Center, Now Completed.

There are 23,000 acres in the entire development.

laws of California for the purpose of establishing a colony providing ideal conditions for residence and industry.

*Preliminary Work.*—The entire community, covering an area about twice the size of the island of Manhattan, New York, with its residential district, its civic and industrial centers, its agricultural and horticultural sections, its parks, roads, sanitary system, and public institutions, was laid out in advance. The surveys of the property occupied a year and a half and cost over \$250,000, including exhaustive soil, lineal, thermal, and mineral surveys. The purpose of these surveys was to determine the character and best use of the soil throughout the area, and only such lands as were found to reach the standard of quality which had been fixed are sold for agricultural or horticultural purposes.

*The Site Plan.*—The site is located on the coastline of the Southern Pacific Railway, halfway between San Francisco and Los Angeles, but a few miles from the seashore. The civic and industrial centers were laid out on plans drawn by Bliss & Faville, architects, of San Francisco. The administration building and a printery in the civic center are now completed, and a large department store is being constructed. Surrounding the civic and industrial centers is the residential district of some 2,400 acres, and surrounding that, the orchard area of 12,000 acres, of which 3,000 acres have already been planted. Approximately 5,000 acres have been reserved throughout the entire estate for parks. The banks of all streams, and from 20 to 70 acres surrounding each lake, have also been reserved for parks.

*Improvements.*—Up to the present time, 60 miles of roads and 17 miles of streets have been permanently paved; 21 miles of permanent water mains have been installed throughout the residential section; over 3,000 acres of the orchard planted; and nearly 1,000 dwellings have been erected. The sum of \$2,000,000 has been expended on improvements, and the state of California has recently authorized a bond issue of \$1,750,000 for the completion of the permanent improvements.

E. G. Lewis is president of the Colony Holding Corporation.

## Atlanta Georgia

The people of Atlanta (190,558) have been vitally interested for a number of years in a civic enterprise which, if carried out, will be the largest ever undertaken by them, namely, the construction of what is known as "The Plaza." The city is now almost equally divided by railroad tracks. In the heart of the business district these tracks are spanned by three bridges. Such restricted routes for traffic across the railroad barrier, combined with the fact that without other aggravating conditions, the city's street system in this section is quite irregular and likely to produce congestion, make "The Plaza" plan of peculiar interest from the traffic standpoint. Further along the railroad are unattractive wholesale houses and conditions that are unsanitary and offensive to the eye. The freight terminals and the old passenger station called "Union Station," built in 1871, and a newer station built in 1904, the two latter lying about five blocks apart, and the depressed right of way, constitute the present transportation development which is causing, and has caused, great inconvenience to the city.

*"The Plaza" Plan.*—Early in 1909 Atlanta's Chamber of Commerce requested the members of the Atlanta Chapter of the American Institute of Architects to submit to them any tentative sketches which the architects might devise for the improvement of the city. A meeting of the Chapter was called shortly after to consider the request, and the members present were assigned to those problems which most interested them. To Haralson Bleckley fell the problem of devising a solution for the conditions above outlined. Mr. Bleckley had previously given much thought and study to the railroad situation, even as early as 1895, and his "Plaza" plan, submitted after careful study, contemplated a street to be built over the tracks, level with the viaduct grades and running parallel to and over the rails. The area affected was to be all the land now occupied by the railroad for a distance of five blocks, or a total length of 1,875 feet and varying in width from 125 to



ATLANTA.—The First Plaza Plan, the Railroad Tracks Decked Over in a Broad, Park-like Approach to the Railroad Terminal.



stamp and approval of the profession locally, it felt that the Chapter took a distinct step forward in the estimation of the public by its harmonious and generous participation in a work of such peculiar interest.

### Atlantic City New Jersey

A City Planning Commission was appointed in Atlantic City (57,660) several years ago. Dr. J. B. Thompson, a member of the Commission, was particularly active in its work. Carrere and Hastings, architects, of New York, have prepared tentative plans for the improvement of the city. There is a City Beautiful Committee, of which William B. Bell is secretary. J. W. Hackney, City Engineer, is interested in comprehensive planning.

### Auburn New York

Situated in the very heart of the lake country of central New York, and served by a network of railroad and trolley lines, Auburn (37,385) has enjoyed a normal physical development. Streets are bordered by fine shade trees; slum districts are noticeably absent; there is excellent natural drainage, and a splendid water-supply is obtained from the Owasco Lake, which with its 7,400 acres of water surface borders the city. But the city has taken no steps looking to the preparation of a rational plan for its future growth. No comprehensive scheme has been devised. The city is possessed of only 20 acres of parks. This is an absurdly small proportion for a city of

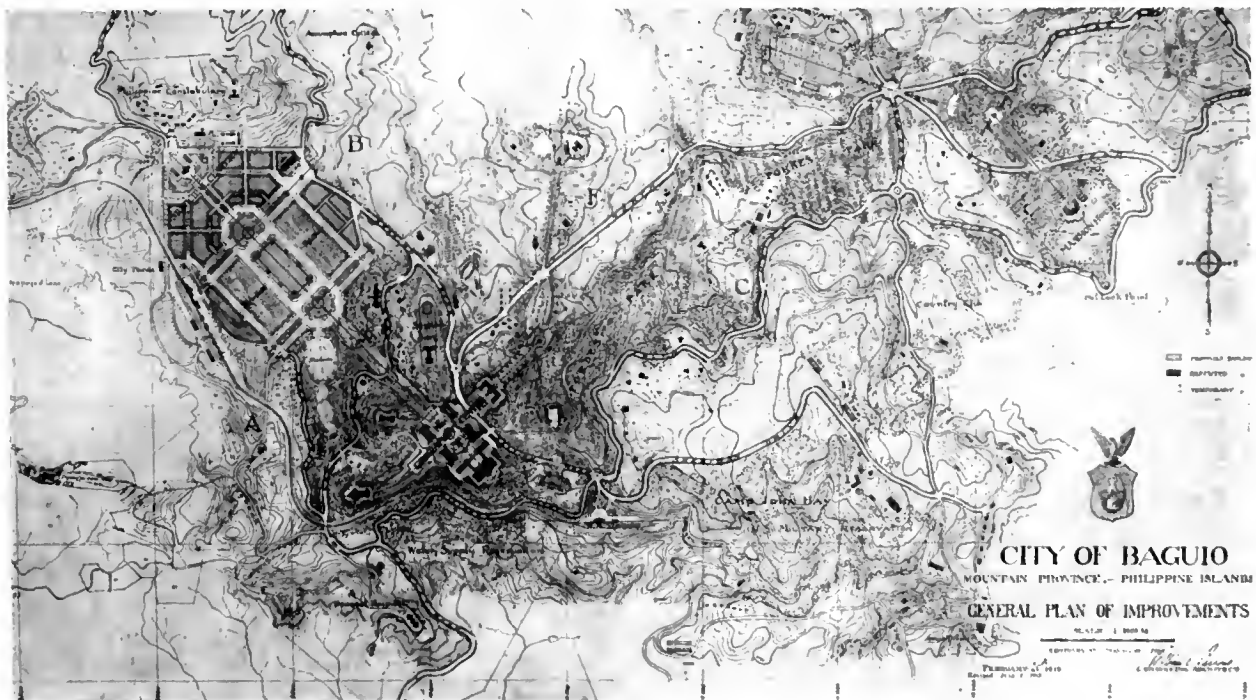
this size, where 300 or more acres is the modern requirement, and shows that present needs in one direction at least, and wise foresight in others, demand that Auburn undertake the work of comprehensive planning.

### Austin Texas

In Austin (34,814), the seat of the State University, with two exceptions, namely, work on public parks and recreation, the problems of city planning have not been studied nor their solution attempted. The park system consists of 43 acres of city parks, 220 acres of state-owned parks and public grounds, and 4½ miles of park boulevards, the latter financed jointly by the city and abutting property owners. Honorable A. P. Wooldridge, Mayor, Prof. Herman James, Edward T. Paxton, Secretary of the Bureau of Municipal Research and Reference, Hugo F. Kuhne, and F. F. Giesecke, the latter a member of the American Institute of Architects' Committee on Town Planning, are the persons actively interested in local city planning.

### Baguio Philippine Islands

In 1902, soon after the inception of Civil Government in the Philippine Islands, the Philippine Commission, of which William Howard Taft was then chairman, felt the pressing need of providing a mountain resort where, not only the Filipinos, but Americans and foreigners, might find ready means of recuperation in a temperate climate.



BAGUIO.—Summer Capital of the Philippines, Planned by the United States Government about 1905. The plan shown has now been executed, including the roads and nearly all the public buildings.

As soon as this idea was broached, many prospects revealed themselves to the Commission. In the first place, this resort was to become the summer capital, where several thousand officials and employees of the Government might work to better advantage, especially during the three or four months of extreme hot weather in Manila; it might serve, also, as a general health resort with sanitarium and hospitals, both public and private; again, it might provide special opportunities for physical and mental development for boys and girls at ages when development proceeds to much better advantage in temperate rather than in tropical climates. Also, it was expected that the United States Army, as well as the United States Navy, would establish military and naval posts, and that various social and religious institutions would locate there. This great project, conceived in 1902, has now been realized. The city of Baguio, as the new town is called, lies at an elevation of about 5,000 feet, on a mountain plateau of extremely irregular topography. As soon as the site was made accessible by the completion of the Benguet road in 1905, the Philippine Commission sought the best possible advice in planning the city and had the late Daniel H. Burnham, after visiting the city, make a general preliminary plan. At the end of the year 1905, William E. Parsons arrived in the Philippines and took up the duties of consulting architect for the Government. His first work was to make a plan for actual and immediate execution, and, in doing so, he followed the general lines of the Burnham preliminary plan, as far as topographical and other conditions would permit, at the same time extending the plan so as to include a much larger area. The plan shown herewith has now been executed, including the roads and nearly all of the public buildings. In addition to the physical plan there was a complete districting or zoning plan. The restrictions as to the use of land, both for business and residence, as drafted by the consulting architect in 1906, have been in successful operation since that time.

## Baltimore Maryland

As in most other American cities, early planning work in Baltimore (589,621) had the serious defect that, in attempting to provide completely for the future, it put all streets upon substantially the same footing, regardless of their relative importance and probable character, and entirely disregarded the best uses for lands of varying character. In 1900, the Municipal Art Society, of which Theodore Marburg was president, called in Olmsted Brothers, of Brookline, Mass., to undertake a careful general examination of the suburban portion of the city and to report on the best treatment adapted to that area, particularly with a view to the reservations of park spaces and to the development of main lines of communication. In spite of the limited funds available for the studies outlined, the report, which was published in 1904, presented a remarkably interesting and fairly complete analysis of the city planning situation in Baltimore and outlined a program for the acquisition of new park areas and boulevards. Shortly after the presentation of the report to the city, \$1,000,000 was authorized for the acquisition of park land.

*Suburban Planning.*—One important feature which it was hoped to embody in the Olmsted report of 1904, but which it was found impracticable to include because of the expense involved in its preparation, was a plan for the extension of the city into the undeveloped suburbs to replace the prevailing gridiron system. The cost of such a plan, involving minute topographical work, was so great that it was postponed, but subsequently taken up by the municipality under the direction of Mayor Joseph W. Shirley, as noted hereafter.

*Jones Falls and Civic Center Improvements.*—The Olmsted park plan being well under way, the Municipal Art Society and the Merchants' and Manufacturers' Associa-



BALTIMORE.—The Civic Center Now Being Constructed with Appropriations Made Annually by the City.

tion presently felt that the time had come to provide a plan for certain desirable improvements in the city proper. Accordingly, in January, 1906, they jointly employed John M. Carrere, Arnold W. Brunner, and Frederick Law Olmsted to study the central section. In approaching their problem the experts adopted the plan of considering various pressing needs of the city as they arose. The results of their studies are embodied in a volume entitled "Partial Report on City Plan," published in 1910. This was regarded simply as the first step toward a comprehensive city plan.

The proposals submitted dealt with:

1. Modification of the railway crossings in south Baltimore.
2. A project for a great union station for all the railroads.
3. A civic center project.
4. A boulevard development over Jones Falls, a stream running through the heart of the city.
5. Plan for extension of Howard Street as a new thoroughfare.

As a result of these studies, a portion of the land necessary for the civic center has already been acquired, the city being required by ordinance to appropriate \$100,000 annually for this purpose. The treatment recommended for Jones Falls has been carried out and is now completed. The stream is carried in conduits, and a boulevard has been built above it. Owing to insufficient public support, the project for establishing a union station failed of realization and is still far from being solved, although much more attention is now being given by the city to the location of, and approaches to, station buildings.

*Official City Plan Commission.*—After the submission of the partial city plan report, a commission known as the "Commission on City Plan" was appointed in 1910 under act of the Maryland Legislature (Chapter 114) and is, still in existence. No fixed yearly appropriation for its work is made, although from time to time appropriations are made by the Mayor and City Council. Of this Commission, Josias Pennington, member of the American Institute of Architects, is chairman.

*General Street Plan of Topographical Survey Commission.*—During the past five years, under the direction of the Topographical Survey Commission, of which Mayor Joseph W. Shirley is Chief Engineer, a general street plan for the layout of undeveloped areas has been adopted, and no street can be made public unless the same conforms to this plan or this plan amended in accordance with the provisions of the law. An effort is made to gain the confidence of all land-developers with a view to working out a street system which will follow this general plan and at the same time give to the owners the results they desire. It has been found that much good can be accomplished by this coöperation between the city's planning department and the developers of private lands.

*Streets.*—A general study for the widening and extending of existing streets has also been made, and the plans are being carried to completion as rapidly as the funds of the city will permit. A general system of grades has been adopted for all existing and proposed streets, and on this system of grades has been established the sanitary system and a storm-water drain system.

*Railroads.*—There have been, up to the present time,

no plans adopted for the establishment of rapid-transit facilities other than the ordinary electric surface cars. The location of new railway lines and the rerouting and rescheduling of present lines are controlled by the Public Service Commission. In the distribution of freight, a belt-line railroad, to be operated by the municipality, is now being installed, and a project for the building of a tunnel for all the through freight of all the railroads is being agitated. A general effort is being made to eliminate all railroad crossings, and in the laying out of new streets the prevention of grade crossings is an important objective.

*Piers.*—Nine municipal piers have recently been built, costing over \$9,000,000; the harbor has been deepened, and a channel 35 feet deep made for outgoing ocean freight, at a cost of nearly \$3,000,000. Certain local corporations are proposing to spend about \$75,000,000 on their terminals in the harbor.

*Housing.*—The housing of the man of very moderate means is accomplished, as a rule, by the building of two-story brick houses in rows. Certain large industrial plants, recently established in Baltimore and vicinity, have been purchasing ground for the housing of their employees. Baltimore has high-class residential developments known as Roland Park and Guilford, both of which have been developed along the most modern lines under the direction of E. H. Bouton.

*Recreation.*—In the matter of recreation, distinct progress is being made, but no plan has been established for purchasing areas for playgrounds in a forehanded manner.

*Zoning.*—Districting and zoning on a comprehensive scale have not been attempted but are now being agitated. A law (Chapter 42, Laws of Maryland, 1904) regulates the height of buildings on Mount Vernon Place and Washington Place, surrounding the Washington Monument. A law has also been passed restricting the height of buildings, so that no building shall be made more than 175 feet high. No tenement or apartment house may be built higher than ten stories and a basement, nor more than 125 feet high, and no tenement or apartment house may be made more than five stories and a basement in height, nor more than 70 feet high, without being made a fire-proof building. Every building more than 85 feet in height must be made a fireproof.

## Bangor Maine

When, in April, 1911, a sweeping fire destroyed 55 acres of highly developed property in Bangor (26,659), the citizens immediately held a mass meeting to consider ways and means of building wisely in the destroyed district. As a result, the Mayor appointed a Civic Commission to study the burned district and to report on it with suggestions for improvements. F. F. Bragg was appointed secretary of the Commission, of which P. H. Coombs was chairman. The Commission retained Warren H. Manning, of Boston, as adviser, and building permits were withheld until his report could be publicly considered and acted upon. Mr. Manning's report, which was prepared in record time, was printed in a small pamphlet of about a



BANGOR.—Kenduskeag Basin and Proposed Treatment, the Most Important Recommendation in the Plan for the Burned District.

dozen pages, and presents a brief analysis of the city plan and its relation to the outlying districts, followed by ten recommendations for improvement, each presented in one definite sentence. Later, each recommendation is repeated and amplified. As the success of the report depended on the strong immediate support of the public at large, and as time did not allow the use of photographs to attract the eye, it was printed in this cheaper form so that it could be widely distributed. The report recognizes that radial streets and street-terminal vistas give Bangor its greatest city plan distinction, and that the Penobscot and Kenduskeag Valleys are the city's greatest natural features. The introduction emphasizes the great commercial future of Bangor as a distributing center and makes recommendations for the improvements of these elements of the plan. A civic center is recommended, and miscellaneous matters are discussed briefly.

*Results.*—The work of the Commission did not end with the presentation of the report but began in earnest. At a mass meeting the city was astonished at the enthusiasm which was displayed for the report. The City Commissioners were instructed to carry out the plan as far as possible. Then it was presented to the city fathers, and, though some opposition was found in that quarter, the plan was eventually endorsed. Finally, a number of streets were widened and straightened, and sites for public buildings were acquired in accordance with the plans. At the present time, the continuation of the work is held in check.

## Battle Creek Michigan

Among the definite aims of the Chamber of Commerce of Battle Creek (29,480) for the year 1917, is the organization of forces for city planning work. The Chamber has a Civic Committee of which A. L. Miller is chairman, and this Committee, in addition to its interest in city planning for Battle Creek, is endeavoring to secure needed street improvements and betterment in street-car service, and

to provide for the relief of street congestion. It is also planning to make a detailed study of grade crossings and for adequate provisions for recreational facilities and parks. E. W. Arnold, architect, and Willis H. Post, of the Postum Cereal Company, are among the actively interested persons.

## Bay City Michigan

The Board of Commerce of Bay City (47,942) is the medium through which the citizens, and especially the business and professional men, are working for the upbuilding of the city, both from a commercial and a civic standpoint. Comprehensive city planning has not yet received attention.

The city has an area of over 11 square miles and 193 miles of street, of which 50 miles are paved. There are ten parks with a total area of 35 acres. Wenonah Park, on the riverfront, is one of the city's chief assets. The city has already expended \$250,000 on it. Nevertheless, there is urgent need for additional reservations for recreation and parks. In 1916 the Park Commission, of which W. F. Jennison is president, had an allowance of \$15,000. James M. McCabe is secretary of the Board of Commerce.

## Bayonne New Jersey

Following the initiatory work on a comprehensive plan for a marine terminal and industrial city on the waterfront of New York Bay, Bayonne (69,893) began to realize that the proposed waterfront development was but one, although an important, phase of city planning, and that, if the city itself was to measure up to the opportunities which the new business and industry created at its proposed new terminal would bring, it should have a city planning commission to plan for the further developments of the central and suburban districts in the same way as the waterfront was being planned. Such a commission was officially appointed in 1916 with Preston H. Smith, Chairman. The Commission is now studying the work that has been done by city planning commissions in various parts of the country, and the near future will see it started in preparing a comprehensive plan.

*A Marine Terminal.*—It is no secret that the upper New York Bay frontage, a large part of which Bayonne possesses, has long been regarded by many whose judgment in these matters is unquestioned, as possessing possibilities for coördinating docking and railroad facilities into a great industrial development second to none at the port of New York. The New Jersey Harbor Commission has made tentative plans for the development of the waterfront and published them in two of its reports. Previous to this, studies had been made by capitalists from other cities in America, and even in Europe, but the most recent and comprehensive plans were promoted by the Chamber of Commerce which furthered legislation and initiated proceedings looking to active steps in development. As a result, the New Jersey State Board of Commerce and Navigation





Courtesy The American City

BAYONNE.—Proposed Marine Terminal and Industrial City on the Upper New York Bay Frontage.

An example of modern industrial and transportation coordination, a primary principle of scientific city planning.

presented to the Commissioners of Bayonne, in the winter of 1916, a detailed report prepared under the immediate direction of N. F. Cresson, Jr., Chief Engineer of the New Jersey State Board, and F. Van Z. Lane, Engineer of the Bayonne Chamber of Commerce. This report is comprehensive and contains many original maps, detailed drawings, and other matter. Recognizing the wisdom and importance of planning in a big way for the development of the waterfront, Bayonne's existing civic assets are not, however, commensurate with its increasing importance and a rapidly growing population. It is now at work enlarging and reconstructing its parks, and it has had a playground survey made by the Playground and Recreation Association of America. But one of the greatest needs today is a comprehensive city plan.

## Beaumont Texas

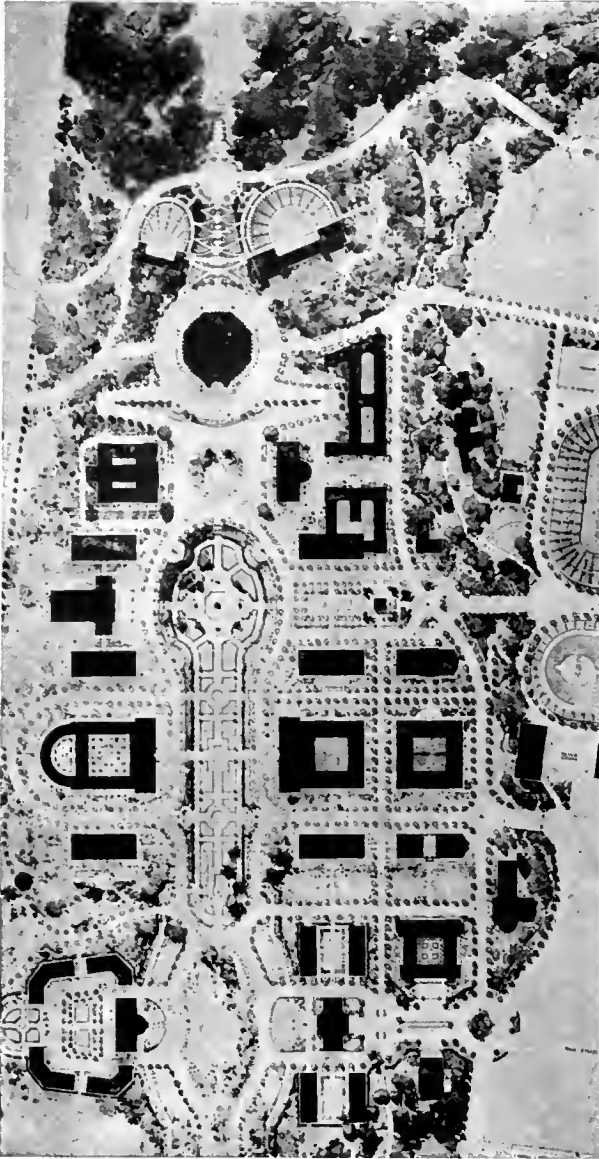
A complete and elaborate plan for Beaumont (27,711) was laid down in 1836, providing for well-balanced civic improvements and including, among other things, a factory section laid out apart from the rest of the city. With the coming of the Mexican and Civil Wars these far-seeing plans were completely upset. Later, that is in the latter sixties, men began to erect sawmills, to cut vast forests of yellow pine that stretched about the city. These vast mills were erected where it was most convenient, and the rest of the town was accommodated to them. Street-lines were obliterated, whole blocks were preempted, and public lands donated for ambitious civic projects passed from the city under squatter's title. Then came the discovery of oil. When this last event took place, the big mills had begun to pass, and big corporations still held claim to the city's land. Eleven railroads had come to complicate conditions yet further. The influx of people

with the oil boom still more complicated matters, but it lead to an awakening of the people. A city administration was elected that succeeded in rescuing much of the property withheld from the city, and the development of parks, squares, and the riverfront were undertaken.

*Results.*—Today, in gradual steps, streets are being opened and straightened as possession of the land can be obtained. There is a general awakening of civic pride, extending even to the care of private property. In 1916 a Civic Bureau of the Chamber of Commerce was organized, succeeding a former committee. This Bureau is working on all of the general problems of city planning, including a plan for a civic center on a block of land 14 acres in extent in the heart of the city. A particularly noteworthy achievement are the plans by J. Mc. L. Harding, Consulting Engineer, of New York, which are being carried out, for a waterfront and a railway terminal, equipped with wharves, quays, warehouses, and freight-sheds, all municipally owned.

## Berkeley California

Of the California cities none has evidenced a livelier interest in, nor actually accomplished more in proportion to size, than Berkeley (57,653). The basis of a city plan has been laid in the "Report on a City Plan for the Municipalities of Oakland and Berkeley," by Dr. Werner Hegeman. This is one of the most studious city planning reports which America has produced. It was fathered jointly by the authorities of the two cities and by local civic and commercial organizations, including the Civic Art Commission of Berkeley, appointed in August, 1915, as provided in the city charter. The latter body has received small appropriations ranging from \$500 to \$2,000 annually for the work of city planning. The

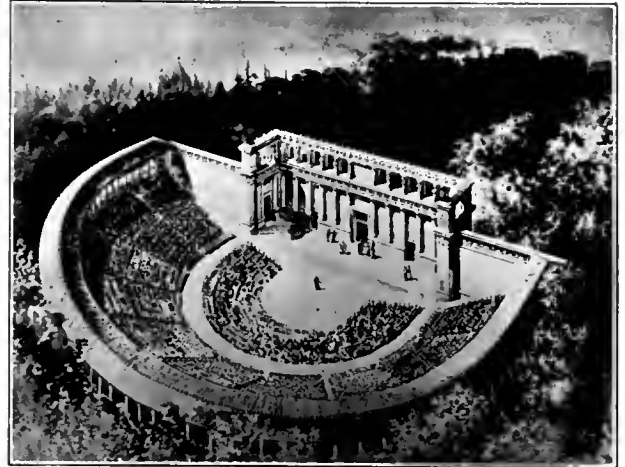


BERKELEY.—University of California Group Plan, the Outcome of Two International Competitions.

The orderly grouping of public and semi-public structures in which consideration is given to civic, architectural, and landscape requirements is an important objective of modern city planning.

chief accomplishments of the Civic Art Commission, aside from its coöperation in securing Dr. Hegeman's report, has been the preparation of a zoning ordinance recently adopted by the city. In addition to this districting work, the Commission is now undertaking a report on street improvements and a survey of schools and playgrounds. An amendment of the city charter now provides for a city plan commission instead of the Civic Art Commission, as the old designation was misleading.

*Practical Planning.*—Other recent planning work in Berkeley consists of the preparation of a model housing code, the rerouting and rescheduling of transportation



BERKELEY.—University of California, Open Air Theatre, a Necessary Element of the Modern City's Recreational Plant.

lines, the preparation of a plan for a general park system, the latter in a tentative stage. Two proposals to issue bonds for the construction of a civic center have been defeated at the polls. In the work of general planning and city extension, the report by Dr. Werner Hegeman, referred to previously, will serve as a guide to the city authorities in the future. In all of the above work the City Club, of which Duncan McDuffie is president, has been the leading influence.

## Beverly Massachusetts

The Planning Board of Beverly (21,645), appointed under the Massachusetts Acts of 1913, Chap. 494, engaged Arthur C. Comey, of Cambridge, Mass., in 1916, to prepare a preliminary report with maps, covering the foundation facts upon the knowledge and proper application of which the rational development of Beverly's city plan must depend. Mr. Comey has submitted a report, which has not been published, under the title of "Beverly's Civic Surveys," dealing with the use of property, the distribution of population, and the range in assessed land values. The data is superimposed on a topographic map prepared locally and at a scale of 800 feet to an inch. Mr. Comey recommends that a more accurate topographic map be prepared for future use, containing full data as to the physical status of the city. His property map shows areas devoted to industrial, commercial, and residential uses. This map will be of service in many ways—for example, in a study of thoroughfares and grade lines, in locating schools and other public buildings or utilities by studying their probable relation to existing public properties as well as to areas they should serve.

The distribution-of-population map will be of special value in comparison with other maps of similar character made in future years. The drift of population will be graphically indicated—the most potent element affecting the planning or extension of all public utilities. It indicates at a glance the number of people to be served by

public utilities or the children to be served by playgrounds and the like.

By comparison with this map, the range-of-assessed-land-value map shows the effect of various degrees of urban congestion on land values.

All of these maps and surveys indicate important facts graphically. The direction of the growth of the city, the location of cheap land, and of sites for possible use as parks and playgrounds, and opportunities for more equitable assessments on land values, viz., on the bases of potential forces indicated by the surveys, are but a few of the possible uses of the fundamental data which Beverly is assembling.

## Binghamton New York

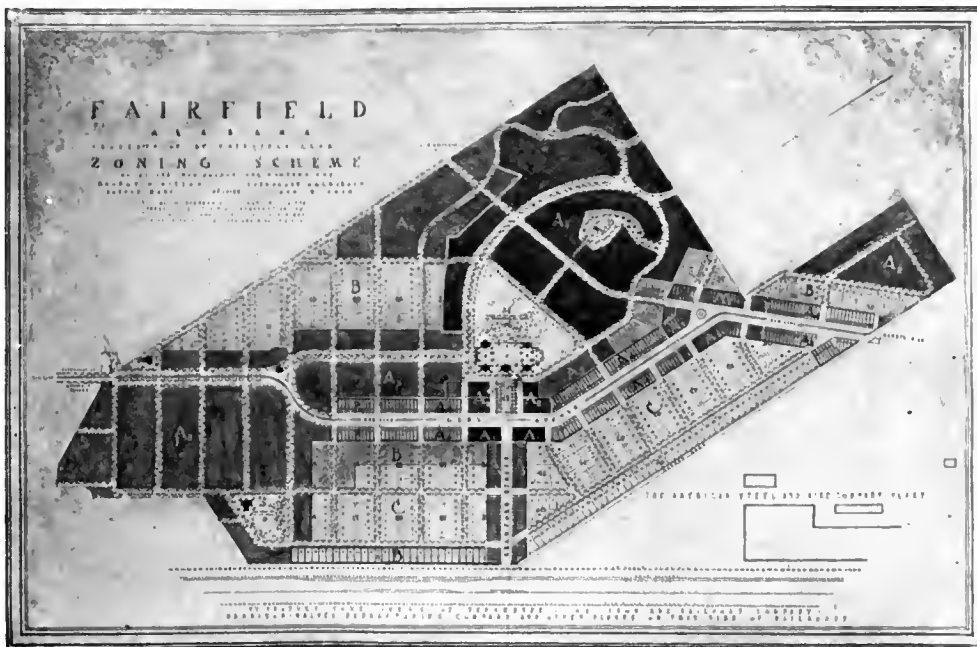
A City Planning Commission was appointed by the Mayor of Binghamton (53,973) in December, 1914, under the provision of the New York state law for second class cities (Chap. 699, Laws of 1913). The Commission secured an appropriation of \$5,000 in 1915 and the same amount in 1916. It has published no reports. Its principal activity has centered about playgrounds and small parks, some of which the Commission has purchased, improved, and turned over to the Board of Education. The Commission established thirteen playgrounds in schoolyards in 1915. These were supervised and gave excellent results. They are now being put in charge of the Board of Education. The Commission has improved three small parks and is now working on a plan to improve the city's large parks under a special appropriation from the city. The membership of the Commission consists of Messrs. Ash, Kellam, Brownlow, Rubin, Weller, Mrs. Toppliff, and Miss

McNamara. Unofficially, Mrs. R. T. Spalding and Miss Mary Leverett have been active. The architects have not taken any part in the work up to this time, but are organizing, and as a body will lend support to city planning. Mr. Weller, city engineer, is working on a comprehensive plan.

*Recommendations by an Expert.*—In September, 1911, Charles Mulford Robinson, of Rochester, New York, submitted to the Mercantile Press Club, of which B. F. Welden was president, a report on city planning and improvement. The report was entitled "Better Binghamton." Mr. Robinson divided his study into three parts: First, the elementary needs or primary requirements, looking merely to the present condition of the city; second, provisions for future extension; third, a system of parks, playgrounds and pleasure drives. He emphasizes the fact that Binghamton's future must depend on the success of her industries, and that a city plan must therefore, primarily, give consideration to those things that will tend to attract industrial activity, but that a healthy and efficient citizenship is as important an element of industrial efficiency as the purely industrial features, and Binghamton must be planned with this in mind.

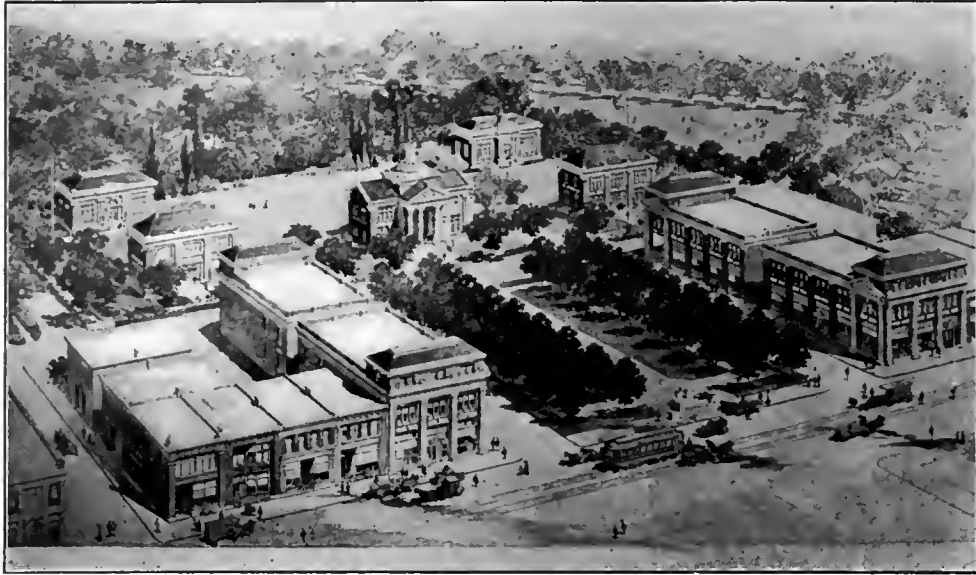
## Birmingham Alabama

There has been no legislative action in the state of Alabama placing town planning on an official basis, and the fact that there is only one city, Birmingham (181,762), with over 100,000 inhabitants, and but one with over 50,000 population, probably accounts for the fact that town planning problems have not been considered to any



*Courtesy The American City*

BIRMINGHAM.—Plan of Fairfield, a Satellite City, One of the Most Successful Town Planning Enterprises Carried Out as a Part of a Great Industrial Scheme.



Courtesy The American City

BIRMINGHAM.—Civic Center of Fairfield, an Industrial Village, the Central Feature about Which the Scheme of the Town Revolves.

large extent in the towns and cities of the state. The first and most striking instance where town planning has been actually applied is in the case of the model town of Corey, now called Fairfield, which is solely the result of private enterprise. The land on which this model town is laid out is the property of the local branch of the United States Steel Corporation, and the building and supervision of this development and the building of the houses has been under the direction of a local real estate company. Much has been written and published about the town of Fairfield, its civic center, ample house plots, and comfortable homes of the bungalow type. The scheme of the town revolves about the central park area where are located a civic center, plaza park, and business buildings. The residential sections have been divided into zones in order to insure a reasonable stability in the value of properties.

*City Plan in Preparation.*—Town planning under public authority had received little attention up to the year 1916. In 1912 a City Park Commission was appointed, but without sufficient authority or financial support, and without the coöperation of the City Commission, the members of the Park Commission were able to achieve very little. In 1915, therefore, the City Park Commission was dissolved and the work taken over by the City Commissioners. Since that time Warren H. Manning, landscape architect, of Boston, has been selected to prepare a town plan, and this work is now proceeding under Mr. Manning's direction.

*Results.*—While not parts of Mr. Manning's city plan, certain improvements bearing on the city plan have recently been taken up. Grade-crossing elimination is now being carried out, the first of a number of modern reinforced concrete viaducts has just been completed, and the problem of finding access to water transportation facilities is now being broached. Quite a little, also, has been accomplished in the unification of the city's recrea-

tion facilities, in the development of parks and playgrounds, and in the use of schools for community work.

## Bloomington

### Illinois

A city planning campaign was launched by the Association of Commerce, of Bloomington (27,258), in September, 1916. A Committee on City Planning was appointed, with F. Mark Evans, a member of the Association and president of the Civic League, as chairman. This Committee has lost no time in giving publicity to their work and has carefully investigated the work of city planning in other communities. In its first report to the Association of Commerce, it recommends a course of action that will immediately bring about needed improvements in the city plan, while rounding out a comprehensive plan that will provide for the city's growth. The Committee has been corresponding with experts and has obtained figures on the cost of preparing a comprehensive plan. It has submitted proposals to the City Council for the employment of competent city planners and for the appropriation by the city, from the tax budget, of funds sufficient to carry on all, or part, of the work planned. It further recommends that a public subscription list be opened to give opportunity to citizens of Bloomington to participate in the work.

Bloomington is essentially a residential city. It has been fortunate in securing a number of fine civic improvements which were not, however, traceable to any forehanded planning. The proposed city plan will cover the most important problems confronting the city at this time, namely, better methods of communication and transportation, elimination of grade crossings, improvement of sanitary services, the designation of well-considered sites for public buildings, the preparation of a

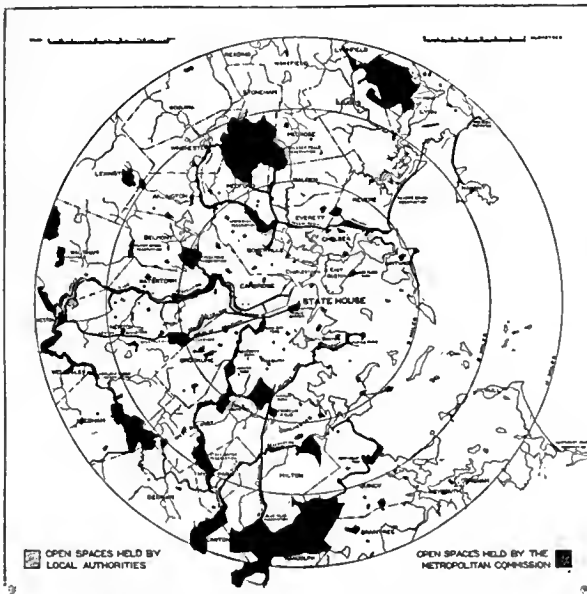
comprehensive plan of parks, playgrounds, etc. It is more than probable that Bloomington will within the next year engage in comprehensive city planning. A. L. Pillsbury and T. Simmons, architects, are actively interested in city planning work.

## Boston Massachusetts

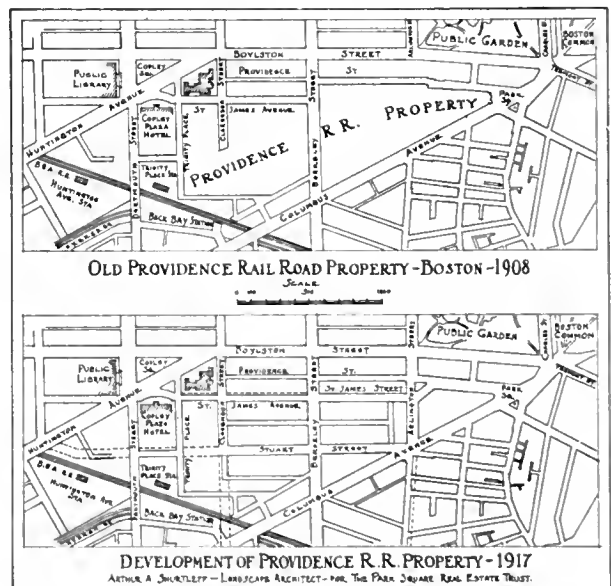
Twenty-five years ago, Boston (756,476) and its environs suffered from three clearly recognized handicaps, two of which then endangered the health of the thirty-nine cities and towns of the district, and one of which promised to endanger it at a later period. To relieve the situation and to overcome the handicaps, three great public works were undertaken. The city and its environs provided themselves with the best system of water-supply, of drainage, and of parks in the world. In any great city in, or outside of, America, one may inquire about these great works in metropolitan Boston and find a ready answer. The success of this work was assured by methodical and comprehensive planning. Conditions were mapped, methods of relief were studied, plans and systems were prepared, separate municipalities were united to secure powers and funds, executive authorities were created and, finally, after years of consideration and publication, these greater works were satisfactorily completed. Boston has learned, too, that it must deal with its city planning problems in the same way that it dealt with great plans for these metropolitan districts previously mentioned. But it has not been so fortunate in its subsequent city planning work as it was in its plans for parks, water-supply, and drainage. However, there has been a steady and consistent forward movement through the intervening years, and the whole trend is now toward more scientific city-building in all its branches.

*Early Planning.*—It is interesting to note here that, as early as 1843, comprehensive city planning in Boston had received painstaking and farsighted consideration. One has only to read the digest of the report of Robert Fleming Gourlay's "Plans for Enlarging and Improving the City of Boston," in *Landscape Architecture* for October, 1915 (Vol. VI, No. 1.), to realize the truth of the saying, "that events happening around us every day are but a recurrence of similar events, which are now matters of history." Gourlay brought to his work in Boston, in 1843, an experience gained through city planning work in London, Edinburgh, New York, Cleveland, and Kingston, Canada. Measured in the light of actual results, Gourlay's plan, unfortunately for Boston, may have accomplished little, but in the remarkable accuracy of its prediction and the foresight manifested in his recommendations, has given, by later events, ample justification to the principles of city planning.

*Metropolitan District Planning.*—Comprehensive planning in Boston did not get much beyond the propagandist stage until 1892, when the metropolitan park movement previously referred to got well under way. At that time Boston had 1,900 acres of parks and a population of 470,000. The fact that every large tract of natural scenery and every large piece of seashore within the metropolitan area was liable, sooner or later, to invasion and despoilment by the spreading tide of the suburbs, roused the people to action. It was realized that the future millions of the rapidly growing metropolis would desperately need the kind of refreshment and recreation to be found in spacious sylvan scenery and along the shores of a great body of water, and would be forever cut off from such recreation if the present generation did not act to save the woodlands and river banks and ocean shores upon a scale sufficient, not merely for the people of today, but for the swarming multitudes of the future. And so



BOSTON.—Metropolitan Park System, Showing the Complete and Well-Distributed System of Parks and Parkways. Open spaces held by the Metropolitan Commission are in black.



BOSTON.—Opening Up a Former Railroad Property in the Heart of the City, Including Extension of Arlington Street. Dotted lines show work to be done.

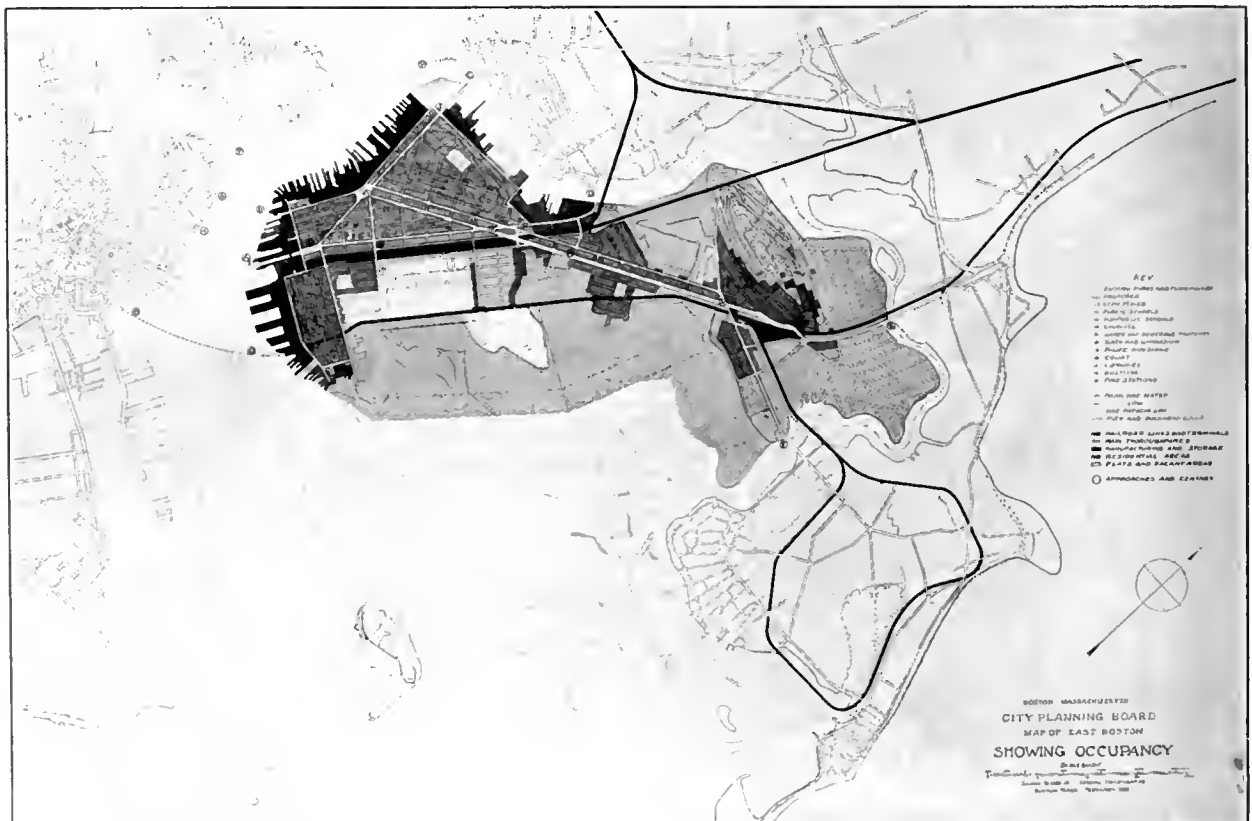
Boston took hold of this problem, and during the ten years following 1892, the area of public parkland in Greater Boston was increased to more than 13,000 acres, and the amount of ocean shore owned by the public for purposes of recreation increased to 19 miles in length. This work was done by the Metropolitan Park Commission, established in 1893, following the report of the preliminary Investigating Commission of 1892.

*Recent Plans.*—But while Boston was engaged in the great work of developing a comprehensive system of water-supply, drainage, and parks for the metropolitan district, people in Boston, particularly the architects, began to realize that Boston's own problems, those which had to do with the intensively developed area within her corporate limits, were not such as could be left to the haphazard development of the future, as had been the custom in the past, and in 1907 we find the Boston Society of Architects engaged in studying a large number of specific problems for the improvement of the central sections. They published a report in that year, through their Committee on Municipal Improvements, which emphasized the lack of adequate cross-lines of communication and suggested an inner and an outer boulevard; the development of the fenway and the Charles River bank; the extension and improvement of Arlington and Commercial Streets; the improvement of Copley Square; the utilization of the site of the old station of the Boston and Providence Railroad Company; and particularly

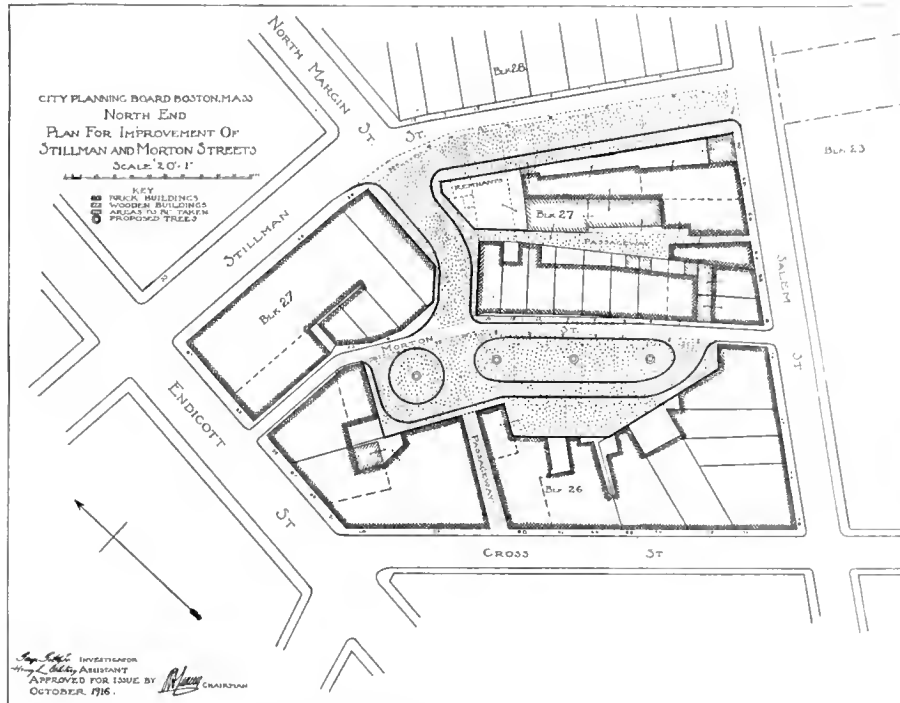
the improvement of the port of Boston, on the ground that the people of Boston have only to avail themselves of the advantage offered to secure for the city commercial preponderance in America. A number of these studies have led to actual accomplishments, or paved the way for developments that will be realized in the near future.

*Metropolitan Improvements Commission.*—Increased interest in city planning problems led next to a scientific investigation of the traffic, transportation, commercial and industrial development of Boston, and then to the appointment in 1907 by legislative act of the Metropolitan Improvements Commission. This Commission, after a study of their problem, declared that the question of transportation was the most urgent one to be studied, and that the future commercial and industrial interests of the community depended in a great measure upon its proper solution, and that such transportation efficiency was largely, if not altogether, a terminal problem. The scientific character of their investigation and the emphasis placed on the economic factors, and the thoroughness in which all of the matters under their consideration were studied, marked a new era. This report, a volume of 300 pages, was published in 1909.

*Joint Board.*—In 1911 the so-called Joint Board of Metropolitan Improvement, composed of members of the Board of Railroad Commissioners, the Harbor and Land Commissioners, the Boston Transit Commission, and the Metropolitan Park Commission submitted its



BOSTON.—Occupancy Map, Showing Present Usage, Part of a Survey for a Comprehensive Plan for East Boston. Storage and manufacturing, dark; residential areas, medium.



BOSTON.—A Plan to Convert an Unsanitary and Congested Block by Removing a Portion of the Interior and Rebuilding the Remaining Areas with More Ample Light and Air Space.

report, particularly with reference to the various matters which seemed to it to call for immediate action, i. e., the harbor and terminals, highways, the tunnel between the north and south station, and railway electrification.

*Metropolitan Plan Commission.*—In 1912 we have the report of the Metropolitan Plan Commission appointed by the Governor, in conformity to legislative act, to investigate the matter of a metropolitan plan for coördinating civic development. The Commission reported that such a plan was feasible and recommended the establishment of a metropolitan planning board, which should be authorized to collect data for a metropolitan plan through a systematic consultation with all local authorities, and that it should work out and publish from time to time a comprehensive serial plan for the metropolitan district. However, Boston did not succeed in the metropolitan planning work, although public sentiment in Boston and in the surrounding towns is strongly in favor of it, and it is more than likely that the near future will see the beginning of this important phase of planning work.

*City Planning Board.*—In 1914 the City Planning Board was appointed under the Massachusetts Acts of 1913 (Chap. 494), with Ralph Adams Cram, architect, as chairman and Elisabeth M. Herlihy as secretary. The Board received an appropriation of \$3,000 in its first year, \$5,000 the next year, and \$7,500 for 1916. In that year, George Gibbs, architect, was engaged to assist the Board in making its investigations and reports. As Boston is made up practically of separate units, that is, East Boston, South Boston, Roxbury, Charlestown, Dorchester, Hyde Park, Brighton, West Roxbury, and Boston proper, each of these districts is being studied by the City Planning

Board as an entity, keeping in mind at all times its relation to the other sections in matters of transportation and the like. On this basis the Board has, through George Gibbs, prepared a comprehensive plan for East Boston, published in 1916, and is now at work on a similar plan for the North End. A brief but suggestive report on the larger aspects, including transportation in metropolitan Boston, was published in 1914, and two annual reports to the Mayor, covering the work of the Board in general, have been made in 1915 and 1916, respectively. On the market problem in Boston, the Board has submitted the most careful and authoritative report on the local market system that has yet been made.

*Recent Traffic Studies.*—The most recent plans submitted by the City Planning Board are first those for the relief of congestion in the vicinity of Morton Street, North End, providing for the removal of buildings, widening of Morton Street, and for connections between the two streets, and second those for the development of the westerly and southerly end of the down-town district, prepared at the request of the City Council, to relieve traffic conditions and to afford a better chance for the further extension of the business limits of the city into the Back Bay and South End. The latter report is accompanied with a careful survey of existing conditions, gives strong reasons for developing an adequate connection at this point, and proposes definite steps for realizing a much-needed improvement.

*Zoning.*—Boston has resorted to both police power and the power of eminent domain in controlling the developing of private property through districting. In 1892 the legislature imposed stringent limitations on the heights

of buildings in Boston, under the Massachusetts Acts of 1892 (Chap. 419, Sec. 25), and in furtherance of the principle, the legislature passed an act in 1904 (Chap. 333) providing for the appointment of a Heights of Buildings Commission by the Mayor of the city. The Commission had power to hold public hearings and to divide the city into two districts, which were to be known respectively as District A and District B. These boundaries were to remain unchanged for a period of fifteen years. In its report of December 3, 1904, the Commission made its recommendations which, with a few minor exceptions, restrict the height of buildings above the grade of the street to 125 feet in District A and to 80 feet in District B.

In 1905 the legislature passed an amendatory act slightly modifying the Commission's orders. With these regulations in force, there followed a number of important court decisions on the right of the city to regulate heights of buildings, which are among the most important legal precedents on districting and zoning. A complete statement on this matter is to be found in the report of the Heights of Buildings Commission of New York City, dated December 23, 1913.

A Commission on Heights of Buildings was created by Chapter 333 of the Special Acts of the year 1915, to determine and revise the boundaries of Districts A and B, as heretofore designated by former Commissions. The deliberations of this Commission have extended over nearly a year. Their report, dated November 2, 1916, contains a plan for revising the two areas in question, and the new boundary lines have been carefully worked out.



BOULDER.—Entrance to Chautauqua (City) Park.

Few cities of the size have accomplished so much. Achievements are traceable to the efforts of an improvement association.

## Boulder Colorado

The quite imposing list of achievements of Boulder (11,669) in city planning and extension, equaled by few cities of its size in America, are traceable to the activities of the City Improvement Association, of which William J. Baird is secretary. The Association was formed in 1903, and in 1909 engaged Frederick Law Olmsted, of

Brookline, Mass., to report on Boulder's city planning problems. Mr. Olmsted, after a limited study of the city and its needs and opportunities, presented a report full of helpful suggestions bearing upon nearly all the broad fundamental questions behind municipal development and activity. The form of presentation adopted in the report makes it of peculiar value to many other small cities struggling with the issues of uncontrolled and unscientific development.

*Results.*—Since the submission of the report and plan, the City Improvement Association has conducted a city-wide campaign for improvement along the lines advocated by Mr. Olmsted, with remarkable success. In fact, the work of the Association is completely making over the city. Park lands and playgrounds have been acquired, improved, and placed under supervision; all school-grounds have been parked and equipped with playground apparatus; land for two athletic fields has been purchased; courthouse grounds, the University campus and the Chautauqua grounds have been put in more attractive condition; private citizens have been stimulated to put their own lands in order; a complete storm sewer system has been installed; alleys and streets have been paved; sewage-disposal work has been started and plans for sanitary drainage adopted. The latter were prepared by Metcalf & Eddy, Boston, in 1912. Bridges have been built, river-channels improved, the banks of Boulder Creek are being parked, as also are those of the drainage canals, and measures looking to the preservation of natural scenery, such as mountain peaks and waterfalls in the surrounding districts, have been forwarded and perfected. As the result of gift and purchase from the general fund of the city, 3,600 acres of park reservation have been added to the city's possessions—all in accordance with the plan proposed by Mr. Olmsted in 1910. Street-tree and grass-border planting have become city-wide. Street paving, to the amount of \$200,000, has been carried through; a concrete river bridge has been erected; and nineteen concrete bridges over irrigation canals are in the course of construction. Schoolhouses are used as social centers; many fountains have been installed in parks and schoolgrounds and lighting and trolley wires have been placed underground in the central districts and in alleys, and the like.

## Bridgeport Connecticut

Bridgeport had a population of 115,000 in 1914; today it has a population of over 175,000, an increase of over 60,000 in two years. Perhaps the nearest thing to a precedent for this remarkable growth was the case of Boulogne, France, in the Napoleonic era. The phenomenal growth of the latter town, as in the case of Bridgeport, more than a century later, was due to the manufacturing of arms and ammunition, but the significant point of difference between Boulogne and Bridgeport is that the Connecticut city intends to hold her gain by comprehensive city planning and is enlarging herself tremendously by building and developing on a permanent basis.

*One Million Dollars for Improved Dwellings.*—The Bridgeport Chamber of Commerce was recently organized





BRIDGEPORT.—Bird's-Eye View of Proposed Civic Group, Including a Site for the City Hall, Post Office, Fire Headquarters, Library, and Other Buildings.

The Library is the central feature in this view. Two of the intersecting streets are important downtown thoroughfares, which it is proposed to widen.

by all the business men of the city—manufacturers, merchants, and bankers—to steer the city in the way it should go if something more than a war boom, a prosperity flash-in-the-pan, is to come from the development of the last two years. The most tangible, perhaps, the most socially vital thing that this Chamber has accomplished so far is the organization of the Housing Committee, incorporated

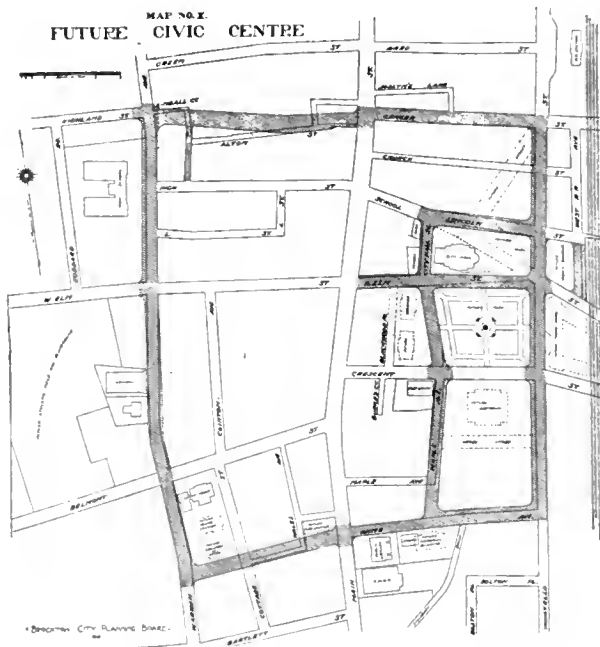
with a capital of \$1,000,000, to see that there is as much care and skill and thought for the future put into the building of the homes as into the construction of the many acres of industrial plants. In addition, the city has just had a bond issue of \$2,275,000, something unprecedented in the history of the city, and every cent of which is to be expended in making it a better town.



BRIDGEPORT.—General Plan for Proposed Development.

Existing main traffic routes are shown in black lines; proposed new routes, in broken lines; dotted areas show existing and proposed parks.

*A Comprehensive Plan—1916.*—But it is Bridgeport's peculiar good fortune that she has at this time a city planning commission, created in August, 1913, just a year before the outbreak of the war, to undertake a study of the problems of housing, health, recreation, street traffic, civic and neighborhood centers, in a comprehensive way. The funds for this study were contributed jointly by the city and members of the Chamber of Commerce, a total of about \$11,000. John Nolen, of Cambridge, Mass., was engaged to prepare the plans. In 1914 a preliminary report containing the results of a survey of existing conditions was submitted. In October, 1915, a special report on East Bridgeport, as a suggestion for the guidance of the city in the laying out of an actual tract of about 300 acres, was published, and in January, 1916, a final report called "Better Planning for Bridgeport" was issued. This report covers the main streets in the down-town district, the platting of outlying land, the establishment of building districts, etc., and the development of parks and playgrounds. The report with its recommendations is backed up by carefully prepared plans, sketches, diagrams, and photographs. There is also an important supplement and report prepared by Frank B. Williams, member of the New York bar, dealing directly with the legal methods of carrying out the city plan of Bridgeport.



BROCKTON.—Plan of Civic Circuit, in Lieu of a Civic Center, Providing for the Extension of Important Streets or the Cutting Through of New Streets to Form a Quadrangular Traffic Circuit.

## Brockton Massachusetts

Of the fifty-odd city planning boards organized in the state of Massachusetts under the state law (Chap. 494 of the Acts of 1913), that in Brockton (67,449), of which Willard F. Jackson, architect, is chairman, has results to

show comparing favorably with the accomplishments of the most active of the other boards, particularly in considering the small appropriation which the Board has had—only \$700 in two years. The Board has published a very interesting report for the year ending November 30, 1915, in which are set forth the specific accomplishments and certain recommendations for detailed improvements. The report also contains some interesting matter of a general character. Perhaps the most striking feature of the report is the plan for a system of main thoroughfares and parks. Another very interesting proposal is that for the development of a civic circuit in lieu of a civic center. The circuit is in essence similar to that proposed in Philadelphia by the Comprehensive Plans Commission, which is there called a traffic circuit. The civic circuit of Brockton is planned so as to link the various civic buildings, which have now no connection between them, and to provide frontage for future buildings of public or semi-public importance. This scheme involves the cutting through of broad streets in the form of a square in the heart of the city. The Board has had the advice of Arthur C. Comey, landscape architect and city planner, of Cambridge, in some of the matters which it has had under consideration.

*The Problem.*—Notwithstanding its excellent natural advantages, Brockton is today quite commonplace and in some localities distinctly unsightly. It possesses practically no parks, an insufficient number of playgrounds, although a recreational and playground survey was made by the Playgrounds Association of America in 1916; no plazas, no wide avenues, no segregated fine residence sections, and very few public buildings of distinction. Little has been done to ameliorate congested traffic or transportation conditions. The Chamber of Commerce is now giving its full support to the proposals of the Board, particularly for the improvement of the central districts of the city.

## Brookline Massachusetts

Brookline (32,730) has a planning board organized in 1914 in pursuance of Chapter 494 of the Massachusetts Acts of 1913. The Board is fortunate in having among its members Frederick Law Olmsted, Chairman of the National City Planning Conference, J. Randolph Coolidge, a member of the Committee on Town Planning of the American Institute of Architects, and Walter H. Kilham, architect, of Boston. Two reports have been issued to date. The last report, dated in 1915, contains a most interesting survey of the matters pertaining to the establishment of building lines, with some very telling illustrations on the need of official action on this point. Cities might well read this report for its valuable presentation of this important aspect of modern city planning. The crying need is for a more effective legal mechanism for determining betterments and damages in condemnation of setbacks, and an effort is being made toward securing legislation that will enable the town to deal effectively, equitably, and economically with this aspect of the building-line problem.



BROOKLINE.—Once a Model Suburb of Boston, now Confronted with Serious Problems of Uncontrolled Growth; a Store Projecting beyond the Accepted (Though not Legal) Building Line.

The Board has considered the improvement of the village square and has requested suggestions for the improvement of the easterly entrance to the town. A start has been made in investigations "with respect to conditions which may be injurious to the public health or otherwise injurious in and about rented dwellings." It has given considerable study from time to time to the question of metropolitan thoroughfares as they affect the town of Brookline, and is cooperating with several committees of the metropolitan district. Study has also been given to several street extensions and connections with the idea of improving the system of primary and secondary thoroughfares within the town.

## Buffalo New York

A recent report of the Civic Improvement Committee of the Chamber of Commerce of Buffalo (468,558) urges the employment of experts who, in cooperation with those best informed on the city's needs, will make a survey of the city and devise a comprehensive plan for its physical development. Quoting from this report—"Such a plan should embrace the placing of public buildings, the furnishing of adequate railroad, harbor, and street railway facilities, the establishment of parks, playgrounds and recreation places,



BROOKLINE.—As the City Fathers Planned the Town; a Restricted District which Gave Brookline Its Fame.

the creating of residence and industrial zones, and the ensuring of proper housing conditions for all of our people." Allen L. Hollaway is chairman, and Geo. Cary, Edward B. Greene and James Walker, architects, of Buffalo, are among the members of the Committee.



BROOKLINE.—An Apartment House Projected into the Accepted Set-back Area.

The Planning Board is working for the control of such unreasonable growth.



BUFFALO.—Cary Plan for Union Station and Docks, Triangular Plaza, and Civic Center; View Looking East. The buildings of the Civic Center are shown fronting on Delaware Avenue, south of Niagara Square.

*Early Planning—The Railroads.*—Buffalo has been making progress in the last five years and, coupled with this progress, has had exceptionally substantial prosperity. But the absence of a definite and comprehensive city plan for the guidance of the city authorities has been a serious handicap. The lack of a definite program has resulted in an improperly located post office, in a failure to have proper railroad terminals and dockage facilities, in serious breaks in the street and street railway system in the outskirts of the city, and a failure to provide sufficient playgrounds and recreation places. It has meant that the opportunity for long and beautiful drives along the lake and riverfront has not been embraced, that adequate inducements for important industries to come to Buffalo have not been offered, that certain residence sections have been greatly injured by the unnecessary encroachment of factories or business establishments, and that a large part of her foreign population are living under unsanitary and overcrowded conditions. In these and many other ways the absence of a city plan has retarded Buffalo's growth. Buffalo has, however, an exceptionally good street system, particularly in the central districts, which were laid out according to plans by Joseph Ellicott, in 1804.\* In fact, there are few cities that have a more distinctly modern and up-to-date arrangement of their major thoroughfares in the central district than Buffalo. But with the advent of the railroad, Buffalo was invaded to such an extent that the city now has acquired the unusual position of being the possessor of the greatest number of

\*Joseph Ellicott was a brother of Andrew A. Ellicott, Surveyor-General of the United States, and was employed at the time by the owners of the Holland Land Company, as surveyor for their large purchase in western New York. Later he became the Company's local agent at New Amsterdam, which was the early name for Buffalo.

Joseph Ellicott began the survey of the entire Holland purchase in western New York in 1798. He realized from the beginning that the site upon which Buffalo now stands would be very important on account of its harbor, and he therefore made his headquarters at the mouth of Buffalo Creek.

The present plan of Buffalo is essentially Ellicott's original plan. His plan embraced the area from the waterfront back as far as North Street. All the streets on the west side of Main Street were laid out exactly in accordance with the plan, and also the principal streets on the east side. Many of them still retain the names he gave them.

railroads and greatest mileage of tracks within its limits of any city in the Union, except Chicago. Yet, Buffalo was known hardly a decade ago as having the most inadequate and meanest railroad stations of any city in the world. It was this situation that prompted George Cary, member of the American Institute of Architects, to prepare, in 1904, a comprehensive plan for the grouping of public buildings and gardens with adjoining waterfront, excursion docks, and a union station that would adequately meet the needs from a city planning and architectural standpoint of a city of the importance of Buffalo. His plan was published in 1905 and nearly put into effect. It contained complete preliminary plans for redeeming the waterfront and adequately providing for the railroads and public buildings of Buffalo.

*Civic Center Projects.*—More recently Messrs. Green and Wicks, members of the American Institute of Architects, made plans for a civic center around Niagara Square. The plans show an economic adaptation of a property which the original planner of the central section of Buffalo designed for just this purpose. Plans for a similar project have been presented by James Walker, architect, and member of the Institute. Mr. Walker's plans for a civic center around Niagara Square were prepared for the Civic Improvement Committee of the Real Estate Association, of which John W. Gibbs is chairman. The Chamber of Commerce has also recommended that the city acquire the eight blocks around the square, with an area of 9 acres, and that it build all its future buildings

Ellicott selected for himself his favorite lot, which embraced the area between Eagle and Swan Streets on the east side of Main Street, and ran back an indefinite distance. Here he intended to build a mansion in which to spend his declining years, but which should be given to the town for a museum and park after his death. He therefore planned the city with the view of giving this location the commanding position. The principal streets radiated on the west from here.

Ellicott also planned Niagara Square upon which the city has recently built the McKinley Monument, and around which it now wishes to build all its public buildings to make a civic center.

Ellicott naturally did not have any conception of the future growth of the city and therefore planned the city principally on the west side of Main Street. However, the city has grown strictly in accordance with his plan so far as it went, with few minor changes.

there. Buffalo is considering building a new courthouse, a new municipal building, and a new fire and police headquarters. The state is also considering the erection of a state building. These buildings would provide the nucleus for a civic center.

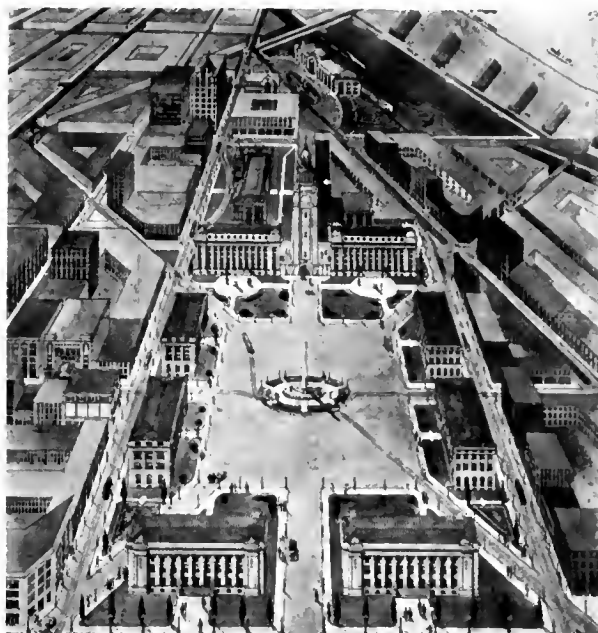
*Terminals.*—The Chamber of Commerce has, through its Civic Improvement Committee, also given study to the industrial problem. The logical destiny of Buffalo is believed to be a great manufacturing center. With this in view, the development of the waterfront along comprehensive lines and under expert guidance is a fundamental requirement. In order to make Buffalo what it ought to be, terminal facilities by lake, by canal and by railroads should be improved and correlated, and made adequate for present and future demands. An appropriate development of the Niagara River will give to Buffalo one of the best inland harbors in the world.

*Parks and Parkways.*—While the city has now 1,200 acres of parks, practically all of these were acquired and laid out forty-five years ago. But Buffalo has grown to such an extent since that time that twice this area should now be provided in order to properly care for the recreational needs of the people. The Chamber of Commerce proposes an outer park system that will connect with the boulevards and parks of Niagara Falls and, necessarily, with the splendid boulevard system now being developed by the Canadian Government on the riverfront from Niagara Falls to Fort Erie. The advantage of united effort in this respect is realized, and since Buffalo and Niagara Falls have lost the opportunity of securing riverfrontage on the American side, it is very much to the advantage of both sides to unite their park systems with that of their Canadian neighbor in the development of what might be called an International Park System, in order to take advantage of the beautiful boulevard paralleling one of the most marvelous rivers in the world.

## Burlington

Vermont

Burlington (21,617) has a particularly noteworthy location, bordering on Lake Champlain. Within a few rods of the Lake the land rises like an escarpment to a height sufficient to command a view of the Lake and a glimpse of the mountains beyond. Thence there is a



BUFFALO.—Civic Center Plan of the Real Estate Association, by James Walker; View Looking South along Delaware Avenue and toward Railroad Terminal and Waterfront.



BUFFALO.—Civic Center Plan of Messrs. Green and Wicks; View Looking South on Axis of Delaware Avenue, toward Railroad Terminal.

The plan calls for the immediate acquisition of all the triangular areas facing Niagara Square and formed by the streets radiating from that square; the division of the north and south triangles by two new streets; the sale of the four additional blocks (not facing on the square) for business purposes; and the erection of various state and city buildings on the remaining triangles, beginning with two city buildings on the two easterly triangles.

gradual rise, culminating a mile or more from the lake-shore and more than 300 feet above the waters of Lake Champlain. On this eminence is the University of Vermont; before it, the wonderful Champlain Valley and the Adirondacks; to the east, the peaks of the Green Mountains completing the rim of the cup. To the north of the city the Winooski River winds toward the Lake. A deep ravine, zigzagging across the heart of the city, issues at the northern end in the Intervale. This is a low, almost level, stretch of open country between the hills.

*Housing.*—Burlington is the largest city in Vermont and has some characteristics usually associated with cities of a larger growth. It is far more self-dependent than cities of the same size located near first- or second-class cities. Up to the present time the chief problem confronting those who have been interested in the social and civic advance of the city is the housing of the people, which is assuming increasing importance with the growth of the industries of the town. In 1914 a Committee on Social Survey was privately organized, of which Prof. G. G. Groat is chairman and Prof. A. R. Gifford, secretary. This Committee raised \$1,500 and had two reports prepared, one by Francis H. McLean, general secretary of the American Association of Societies for Organized Charity, and the other by Miss Udetta D. Brown of the staff of the National Housing Association. Miss Brown's report, which is bound in with that of Mr. McLean, published under the title of "Survey of the City of Burlington," contains the following statement:

"For a city of some twenty-one thousand people, Burlington has a housing problem of unusual significance. Unless precautions are taken to regulate the future growth of the city, the situation promises to become serious. As this growth promises to be steady and regular, rather than

spasmodic, the situation *can* be handled so as to control the tendencies toward unwholesome development."

*Other Planning.*—Evidently the time has come when Burlington must undertake to plan for its development on comprehensive lines and, particularly, to take measures to district or zone the city. There are about three parks today, with an area of only 75 acres, and no boulevards. Notwithstanding its fine location on Lake Champlain, no waterfront facilities for recreation have been established, but a movement in this direction is on foot.

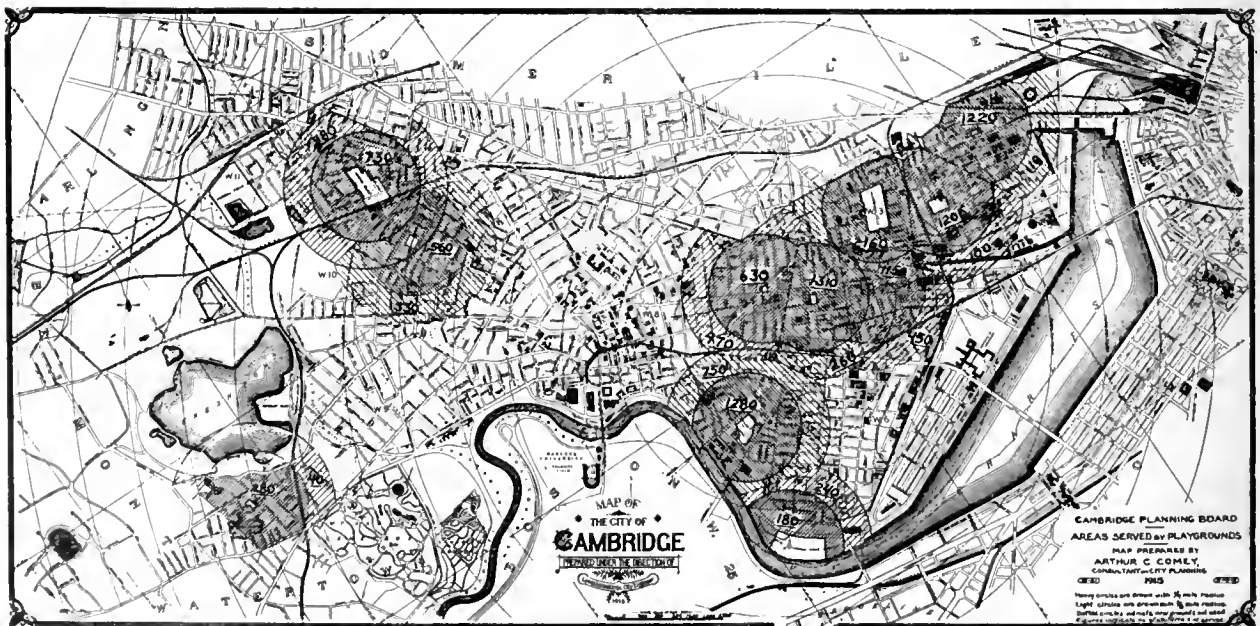
## Butler Pennsylvania

The Chamber of Commerce of Butler (27,632) has shown some interest in city planning and has made an attempt to do educational work along this line by inviting experts to make addresses in the city. William A. Duffy has shown the liveliest interest in the work.

Butler has no public parks, only one small public square, and there is only one playground, and that one leased by the Playground Association. The paucity of civic accomplishment should soon be realized by leaders in the community, and then it is hoped that steps will be taken to prepare a comprehensive plan.

## Cambridge Massachusetts

The Planning Board of Cambridge (112,981), organized in December, 1913, under Chapter 494 of the Massachusetts Acts of 1913, has devoted itself mainly to work of a



CAMBRIDGE.—Area Served by Playgrounds.

Heavy circles are drawn with  $\frac{1}{4}$ -mile radius, light circles with  $\frac{3}{8}$ -mile radius. Figures indicate number of children, ages 5 to 15, served.

fundamental character, looking to comprehensive planning as soon as funds are provided by the city. Its total appropriation to date has been but \$2,000. Prof. James Sturgis Pray, Chairman of the School of Landscape Architecture of Harvard University, who was appointed by President Lowell to assist the Planning Board in its work, has made certain valuable recommendations to the Board as to methods of procedure, which are contained in the report of the Planning Board for 1915. He particularly emphasizes the need of a full and careful survey of existing conditions in the first place, and, secondly, that the Planning Board work with the idea constantly in view that Cambridge is not an isolated community, but merely a small integral part of the metropolitan district of Boston, and that such planning as is done can only be intelligent, efficient, and economical as a part of a comprehensive metropolitan plan. The Board has had the advice and assistance of Arthur C. Comey, landscape architect, of Cambridge, in carrying out its program.

*Survey.*—Among the things which the Board has completed is the preparation of a map showing the range of land values as assessed in 1914, which is reproduced in color in the 1915 report, and a second map made under the direction of the Board, showing the development of all property in the city. The study of these maps has revealed many interesting relations, particularly in regard to the effect of city planning on land values and of the need of adequate districting measures.

*Parks and Squares.*—Cambridge is well supplied with parks, part of an excellent system which is now practically complete and which includes parks under local authority and those under the jurisdiction of the Metropolitan Park Commission. Plans for the improvement of one of the open spaces in the city, Harvard Square, were made by Professor Duquesne in 1913, with a view to its architectural development and its better arrangement for traffic currents. These plans were published in a pamphlet in 1913 entitled, "Future Development of Harvard Square and Its Neighborhood."

*Housing and Transit.*—Cambridge's housing problems are well in hand, under the able direction of the Cambridge Housing Committee, organized in 1911, of which Dr. James Ford is chairman and Arthur C. Comey is secretary. The Committee has published a number of reports and has recently embarked on a project for the erection of dwelling houses for workmen with small incomes. Cambridge is intimately connected with the heart of Boston by an excellent transit system which was planned as an integral part of the Metropolitan Rapid Transit System.

## Camden New Jersey

Camden (106,233) has a City Planning Commission, authorized by Chapter 170 of the New Jersey state laws of 1913. The appointment of this Commission can be directly traced to the influence of the Camden Board of Trade, and, particularly, to Ralph D. Childrey, president of the Board in 1914. The favorable geographical

location of Camden and the large manufacturing plants there portend that Camden is destined to rank as one of the country's important industrial and shipping centers. Associated with such increased importance and possibilities will be increased municipal responsibility and such vital concurrent problems as improved transit, shipping and transportation facilities, the location of manufacturing areas, business and commercial sections, and the protection of residential districts, as well as the development of a park system and the grouping of buildings.

*Survey.*—The commission of which John A. Mather, Jr., is president and Lewis T. Derosse is secretary, received an appropriation of \$5,000 from the city in 1915 when the Commission was organized, and employed Dr. Joseph Caccavajo, Consulting Engineer, of New York, to prepare a comprehensive plan for the future growth of the city. Maps, books, pamphlets, and other data relating to Camden are being collected, and the Commission is gradually accumulating a municipal reference library. In order to arrive at a basis for comprehensive and effective study, a complete civic survey is being made. The basis for this survey, published in the first report of the Commission, is reprinted from the proceedings of the National Conference on City Planning.

*Study.*—While the work of collating the facts and data necessary to comprehensive planning is being conducted, there are many practical improvements to which the Commission is giving careful consideration. Although the work of the first year was largely initiatory and foundation work, the fruit from this will materialize in the subsequent investigations and reports. The Commission is studying the commercial development of the waterfront, street widening and paving problems, the removal of unsightly wires and poles, the location of public buildings, the better and more artistic lighting of the city, and is devoting particular attention to the preparation of a new map of the entire city, on a scale of 300 feet to the inch, upon which will be shown, not only the streets, parks, playgrounds, and riverfront, but also the usage of all private property, the character of paving, the transportation lines, the location and character of the municipal services, etc.

## Canton Ohio

Through the activity of the Chamber of Commerce and the Real Estate Association of Canton (60,852), a City Planning Committee was appointed by the Mayor in the fall of 1916 (under the Ohio state law of 1915). Although the Commission has requested an appropriation for its work, no funds have been allowed by the city as yet. The Commission is considering the better platting of subdivisions, the extension and improvement of parks, the straightening of streets laid out in recent years, the elevation of railway tracks through the city, the widening and repairing of business streets, and the like. Only a suggestion for a comprehensive city plan has been made, but a relief map of the city is in preparation.



CEDAR RAPIDS.—Civic Center on May's Island; New Bridges and General Riverfront Improvements.

The island has been acquired and its development for municipal purposes is being pushed; four of the bridges have been completed; river walls are in course of construction; and other improvements are being carried out or have been completed; all at a cost of over \$800,000.

## Cedar Rapids

Iowa

A general report on the improvement of Cedar Rapids (37,308) was made in 1908 by Charles Mulford Robinson, of Rochester, N. Y.; to the Mayor and City Council. Mr. Robinson recommended certain changes in the street plan, the acquisition of specific areas for parks and park connections, and certain improvements in details of the

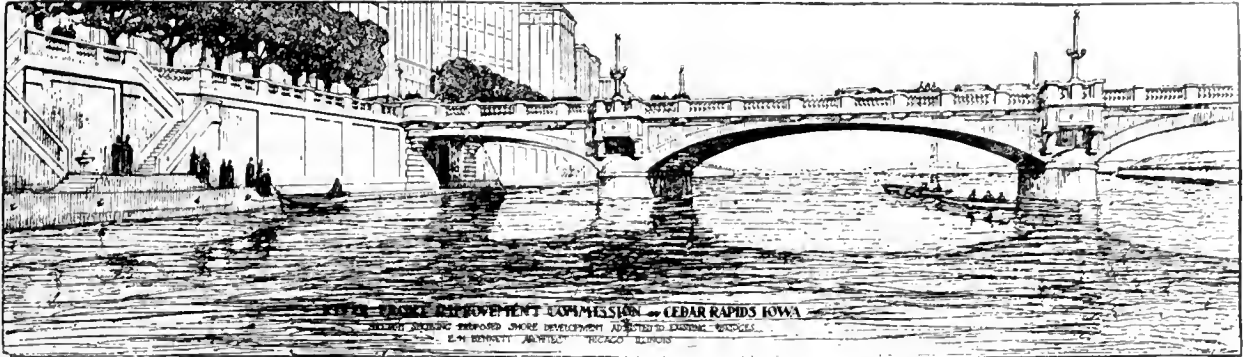
city plan. His suggestions met with general favor, and most of them have since been carried out.

*Riverfront Improvement Commission.*—In 1911, E. H. Bennett, of Chicago, made a survey and plan for the development of the river island and for the landscape and architectural treatment of the riverfront for the Riverfront Improvement Commission. The work of improving the riverfront was first suggested by a communication, dated March 29, 1901, from T. H. Simmons to the Board of Directors of the Commercial Club, and unanimously



CEDAR RAPIDS.—Riverfront Improvement Commission's Plan, Showing Projects Completed or in Course of Completion.





CEDAR RAPIDS.—Sketch of the Riverfront, Showing River Wall and Bridge.  
A section of the wall is now complete and four bridges have been erected.

approved by them in April, 1901. Publicity was given to the suggestions by the issuance of a supplement to the daily newspapers, together with a view of the unsightly island and shores and proposed plans for the suggested improvement. The Riverfront Improvement Law was drawn and approved March 14, 1902. The first commission was appointed by the Governor in May, 1902, with T. H. Simmons, chairman. After a long legal battle and much energetic work, particularly on the solution of channel problems in which the United States Government was interested, the Commission engaged Mr. Bennett. The latter's studies included the whole city as an incident to the solution of the island and riverfront problems. It was assumed that Mr. Bennett's plans would be sufficiently near to the practicable to furnish an ideal toward which the Commission could effectively work.

*Accomplishments.*—In the fourteen years of its existence, the Riverfront Improvement Commission has made quite remarkable progress. Improvements completed as proposed in the general plan include the purchase of the island; the construction of an island wall (two blocks long on each side); the building of four concrete bridges, a concrete dam and mill-race and a wall and walk on the west river wall for two blocks, all involving a total expenditure of \$800,000. In 1917 the building of the east-side river wall, walks, and driveways, for three and one-half blocks, was consummated at a cost of \$100,000. Since the passage of the Riverfront Law, the work of construction has been carried on by the City Council rather than by the Commission.

*Future Work.*—Future improvements planned include the construction of a plaza on the island; the completion of the island wall and extension of the island by filling; the development of banks and islands and the building of a new bridge and dam. The river driveway and river bank developments outside of the city center will be much less costly. Instead of sheer concrete walls, a sloping bank will be used.

*Financing the Improvements.*—The financing of all of the above improvements, except the east and west river walls, has been by appropriations of the City Council and by bond issue. The cost of the east and west shore improvements will be met generally by the abutting property owners. The property owners pay in installments, secured by special assessment or mortgage liens on the abutting property.

Cedar Rapids owns over half of the water power (of 10 feet) at the new concrete dam which was built as a part of the riverfront improvement. The dam was built by the issue of bonds, and the water-power was leased to the Iowa Railway and Light Company which owns the other half of the water-power. The rentals will pay interest on the bonds and retire them in about twenty-five years, at which time the city may acquire the Company's electric power plant at the then appraised value and so own the water-power, the dam, and the power-house.

## Charlotte North Carolina

Funds for the employment of an expert city planner for the city of Charlotte (39,823) are being raised by the City Planning Committee of the Chamber of Commerce, organized in 1915. Interest in city planning has been stimulated by the work done at Myers Parks, a heavily restricted private real estate development laid out a few years ago on plans prepared by John Nolen, landscape architect. George Stephens, president of the Stephens Company, developers of Myers Park, is an active supporter of city planning and is keenly interested in the movement looking for the preparation of a comprehensive plan for Charlotte.

## Chattanooga Tennessee

Chattanooga (60,075) has great natural advantages. Its noble river, its bold ridges, its unique Lookout Mountain, its fertile land, are its real resources. In historic associations it is equaled by few American cities, and, as a result, we have the great parks and their approaches created by the Federal Government.\*

In his report of 1911 to the Board of Park Commissioners, entitled "General Features of a Park System for Chattanooga," John Nolen, of Cambridge, Mass., points out that one of the greatest needs of the city is a modern city park system—a comprehensive plan for the prompt

\*In the neighborhood of Chattanooga, the Federal Government has acquired as parks or park approaches 6,875 acres at a total cost of \$314,900, and appropriates for their maintenance nearly \$100,000 a year.

acquisition and orderly development of parks and other pleasure grounds. The city's park possessions in 1911 were small. They included 60 acres in Jackson Park, given by the Federal Government, and 100 acres acquired by the city. It had no playgrounds at that time and, what was more surprising, no parkways or pleasure drives connecting the city with the national parks in the neighborhood.

*The Park Plans.*—Mr. Nolen embodied in his report a plan providing fairly adequately for every feature of a park system except city squares and large outlying scenic reservations. The former it is too late to obtain; the latter are unusually well provided for in the parks belonging to the National Government. In particular the report recommends that more attention be given to the detailed planning of playgrounds about the schools in outlying sections, now quite liberal in extent. At the time the report was made, reservations had been proposed on the Tennessee River and on two small local streams. Here it was recommended that playgrounds be set aside for different neighborhoods throughout the city. One of Chattanooga's famous points, Moccasin Bend, it was urged should not remain in private hands, but several hundred acres or more should be acquired at the present time and set aside for future development. Unfortunately, a satisfactory parkway along the Tennessee River, in front of the built-up section of the city, cannot be secured. Mr. Nolen recommended a narrow drive directly on the river, so planned and constructed as not to interfere seriously with the industrial and business interests of the riverfront. This was one of the most practical improvements and was urgently recommended. A parkway along Chattanooga Creek, 1,000 feet in width and 6 miles in length, was recommended, furnishing a location for drives and open spaces which it would be hard to duplicate. In addition to the parkways and drives, Mr. Nolen points out certain city streets that should be developed as main avenues and others, which it is not practical to widen, to be regulated and rendered more attractive.\*

Taking the actual average provision for parks and public grounds for American cities as an acre for every 200 population, the actual cost of parks land (expensive and inexpensive property together) \$1,000 an acre, and the average cost of construction \$1,000 an acre, the average outlay for maintenance \$100 or \$120 an acre per annum, and assuming that Chattanooga will soon have a population of 100,000, Mr. Nolen points out that these figures would justify a city park system of at least 500 acres, an outlay for land and construction of at least \$5,000, and an annual expenditure for maintenance of \$25,000, rising gradually as the system develops to \$50,000.

Herman Ferger, member of the City Planning Committee of the American Civic Association, is interested in the further development of Chattanooga's city plan.

\*The lack of foresight displayed by Chattanooga's City Council in 1849 is illustrated in the adoption of ordinances reducing the width of streets. Several were reduced from 100 feet to 60 feet. Market Street was reduced to 100 feet. Others were reduced from 60 to 40 feet, or from 66 to 44 feet. The ordinance states "that the ground taken from the street should be added to the lots respectively to which it adjoins, and shall be taken and held as constituting a part of said lots and shall belong to the owners thereof."

## Chelsea Massachusetts

The Planning Board of Chelsea (46,192) organized in January, 1914, under the Massachusetts Acts of 1913, Chap. 494, is devoting itself to the collection of data on existing conditions in the city from which to make a comprehensive plan. Consideration has been given mainly to housing and sanitary conditions. The Board has prepared a housing code and building ordinance, but no action has been taken as yet. W. L. Bennett is secretary of the Board.

## Chicago Illinois

Six of the major fundamentals of the magnificent plan of Chicago (2,497,722) are about to culminate in actual achievement, as a result of the six years' work of the Chicago Plan Commission. The plan of Chicago was created



CHICAGO.—Plan of a Complete System of Street Circulation and System of Parks and Playgrounds, Presenting the City as an Organism in Which All of the Functions are Related One to Another.



CHICAGO.—View Looking South over the Lagoon on the Lakefront Along the South Shore.

The creation of this and other lakefront park lands valued at \$50,000,000, will be made possible by the utilization of Chicago's annual product of approximately three million cubic yards of water material.

by the late Daniel Hudson Burnham, under the direction of the Commercial Club of Chicago, an organization of one hundred of the city's leading men in all branches of business. The Commercial Club furnished the original fund of \$85,000 for technical work in organizing the plan and for the publication of its report entitled "Plan of Chicago," to be found in all public and municipal libraries. The Club also furnished \$10,000 per annum for five years for the maintenance of a large staff of technical experts.

*The Plan Commission.*—In 1909 the Commercial Club presented the plan of Chicago to the city as a gift, and, by act of the City Council, the Chicago Plan Commission was created to study and develop the plan. The Commission is truly representative of the entire city and all elements in it, as its personnel includes 328 citizens and all the municipal authorities as well as one alderman from each of Chicago's thirty-five wards. The work of the Chicago Plan Commission has been made possible by the further contribution of members of the Commercial Club of the sum of \$140,000 and the appropriation of \$69,000 from the city's treasury.

The plan of Chicago, in brief, proposes the following public improvements:

(a) The widening, extension, and opening of 198 miles of streets for the purpose of creating a centralized street system.

(b) An exterior highway system of good roads radiating

from Chicago and encircling the city in three great circuits, now in existence with the exception of about 5 per cent.

(c) The reclamation of 1,280 acres of park lands along the shore of Lake Michigan, from Grant Park in the center of the city south for 5 miles; the extension of Lincoln Park northward along the lakefront for an equal distance; and the connection of these two park systems.

(d) The creation of parks and playgrounds in all sections of the city properly identified with the general street and boulevard system.

(e) The creation of 50,000 acres of country playgrounds, or forest preserves, outside the city limits, but accessible from every section of Chicago.

(f) The complete rehabilitation of transportation facilities, both rail and water, including the passenger and freight services of all railroads entering the city, and provision for a lakefront harbor with 9 miles of docks, in addition to the present harbor at the mouth of the Chicago River.

(g) The proper, effective, and dignified location of public buildings.

Collaterally, it is identified with zoning and housing and is aimed to promote the social, industrial, and commercial advantages of all Chicago through the relief of congestion, the facilitation of traffic, and the safeguarding of the public health by the provision of ample means for healthful recreation. In its development there is a tenta-



CHICAGO.—Michigan Avenue, the Base Line of the City's Traffic, Narrowing at Randolph Street, from 130 Feet to 66 Feet.



CHICAGO.—Michigan Avenue, as It Will Appear When Completed at a Cost of \$8,000,000, Forming One Side of the Inner Traffic Circuit or Quadrangle.

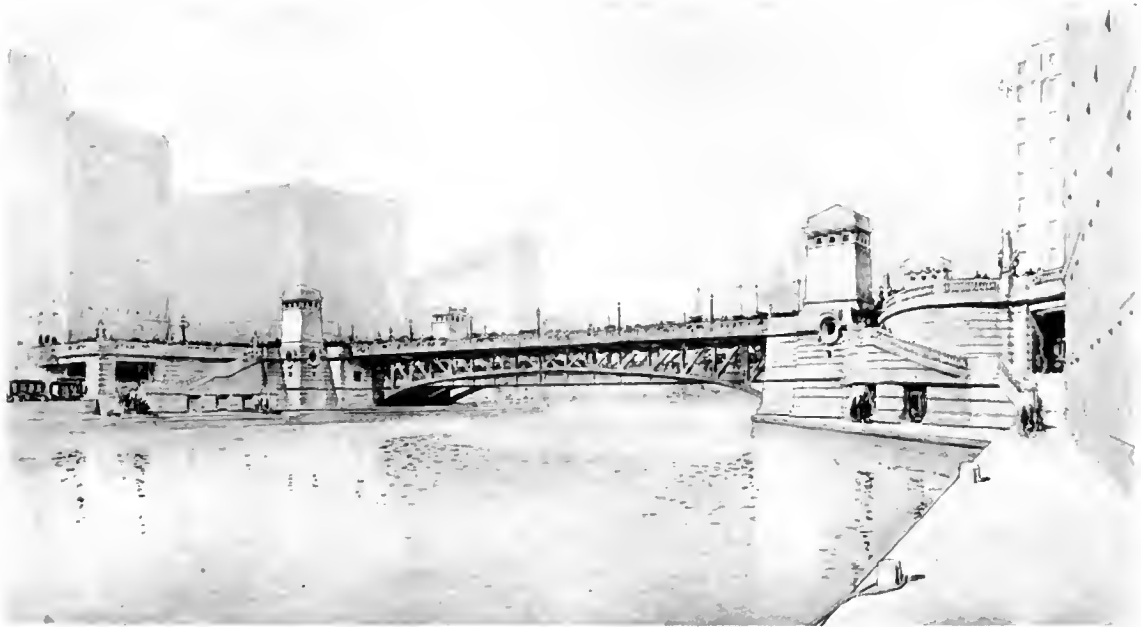
tive understanding with the municipal authorities that no major public improvements shall be initiated by the city without their being referred to the Chicago Plan Commission in order that they may be coordinated with the plan of Chicago.

*Adopting the "Plan."*—Yesterday the plan of Chicago was called a "talk plan and a picture plan" by "Doubting Thomases," obstructionists, superficial thinkers, and citizens of little vision. Then it was "Burnham's Plan," the splendid project of a splendid man. Next it was the "Commercial Club Plan," the hope and ambition of a limited body of the city's most representative men, bringing to its development the energies of minds which had achieved success and distinction in their respective lines.

*The Plan of All the People of Chicago.*—Today, through the work of the Chicago Plan Commission, supported by a united and powerful press, approved by city authorities, aided by the Board of Education, and endorsed by all civic, social, and commercial organizations, it has become the heart-and-soul plan of all Chicago, with scores of millions of dollars' worth of actual city improvements being constructed or advanced to the point of construction.

*Specific Accomplishments.*—The specific accomplishments to date cover the following phases of the general plan of Chicago:

1. The foundation of the street circulatory system, through the creation of a traffic quadrangle encircling the heart of the city, for the relief of congestion, the facilitation of traffic, and the expansion of the business district.
2. The \$4,500,000 improvement of Twelfth Street for 2 miles from Michigan Avenue on the east to Ashland Avenue on the west. For approximately half this distance, Twelfth Street forms the southern boundary of the traffic quadrangle encircling the business district.
3. The \$8,000,000 improvement of Michigan Avenue, the eastern boundary of the quadrangle, for a distance of a mile north from Randolph Street to Chicago Avenue. It is expected that construction work upon the widening and extension of Michigan Avenue will commence about July 1, 1917.
4. The creation of parkland, valued at \$50,000,000, upon the lakefront, through the utilization of Chicago's annual product of approximately three million cubic yards of waste material. After years of discussions and hearings, the whole matter is now receiving the active final consideration of City Council committees, with prospects of an early settlement.
5. The reconstruction of Chicago's railway terminals, both passenger and freight. The development of the proposed new Illinois Central terminal.
6. The widening of Canal Street from 80 to 100 feet for  $1\frac{1}{4}$  miles alongside the central business district. Its development includes a complete rehabilitation of the passenger and freight services of all roads using the Union Station.
7. The establishment of a system of more than 50,000 acres of forest preserves—country playgrounds for city toilers—has been made possible by a state enactment empowering the creation within counties of forest preserve commissions. The Board of Forest Preserve District Commissioners of Cook County has already purchased a considerable amount of land and has other sites selected



CHICAGO.—Two-level Bascule Bridge in Line with Michigan Avenue and Across the Chicago River.

ready for condemnation. Likewise, under a state enactment, the County Board is extending good roads to properly connect these preserves with each other and with Chicago. The roads being constructed are 14-foot-wide concrete roads. The forest preserves, for the most part, are outside the city limits but are convenient and accessible from any part of Chicago.

*Collateral Improvements.*—Many collateral improvements, such as the new Municipal Pier, new bridges across the Chicago River, the straightening of the river, the investigation of the zoning and housing questions, and other civic betterments, grew out of and are in line with

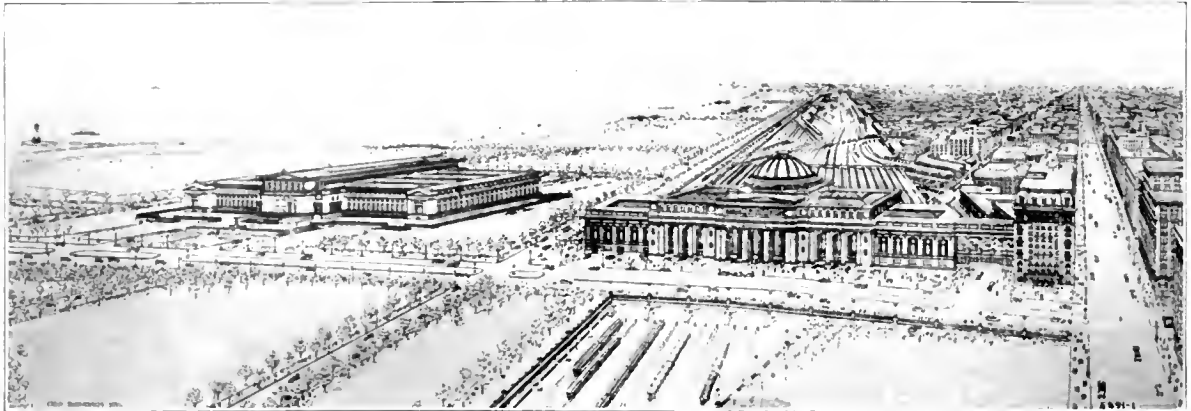
the plan of Chicago and the work of the Chicago Plan Commission.

The latest recommendations of the Chicago Plan Commission have embraced \$8,000,000 worth of street improvements upon the west side of the city. Also, studies are being made for the widening and improvement of three leading west-side thoroughfares, each extending more than 20 miles between the northern and southern city limits. There is also under immediate consideration the two-level improvement of a riverbank street to extend along the south line of the main branch of the river from Michigan Avenue to Lake Street, a distance of approxi-



CHICAGO.—New Union Station, Post-Office Site, and Chicago and Northwestern Depot, Facing Widened Canal Street.

The reconstruction of Chicago's railway terminals, both passenger and freight, is one of the major accomplishments of the Chicago Plan Commission.



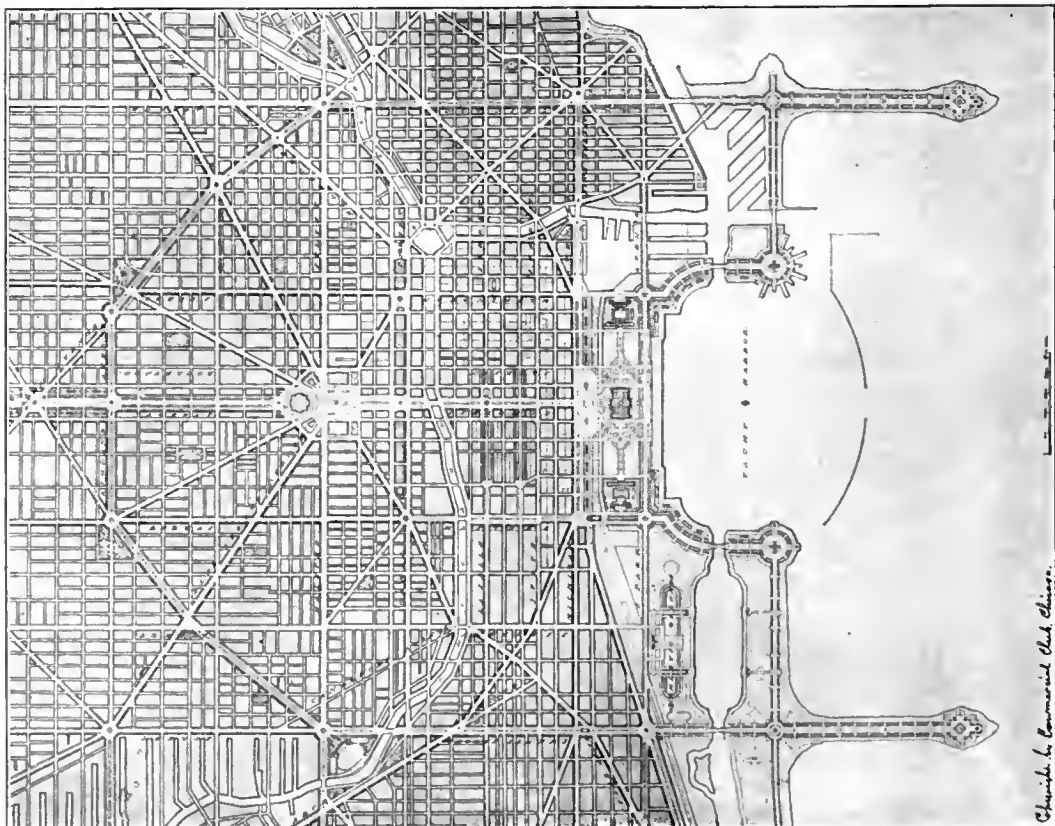
CHICAGO.—New East Twelfth Street, with New Field Museum (on the left) near the Lakefront, and New Illinois Central Passenger Station at Indiana Avenue, Extended.

mately a mile. The realization of this plan will wipe out the famous South Water Street fruit- and produce-market, throwing that property into the area of the street and making the thoroughfare approximately 140 feet wide.

*Propaganda.*—The work of the Chicago Plan Commission has been carried on with the public through an extensive literary propaganda, which has included a pamphlet covering the whole plan, sent broadcast throughout the city, a textbook entitled “Wacker’s Manual of the Plan of Chicago,” studied in the schools and published in several

editions, and many other brochures, as well as the delivery of nearly 400 stereopticon lectures and the exhibition in local theaters of a motion-picture production.

The Chairman of the Commission is Charles H. Wacker, and the Managing Director is Walter D. Moody. Edward H. Bennett is the consultant in charge of the technical work. The headquarters of the Chicago Plan Commission are in the Hotel Sherman. From the Commission’s headquarters can be obtained more detailed information of Chicago’s city planning accomplishment.



CHICAGO.—Plan of the Central District, as Proposed by the Chicago Plan Commission and Now Being Gradually Realized.

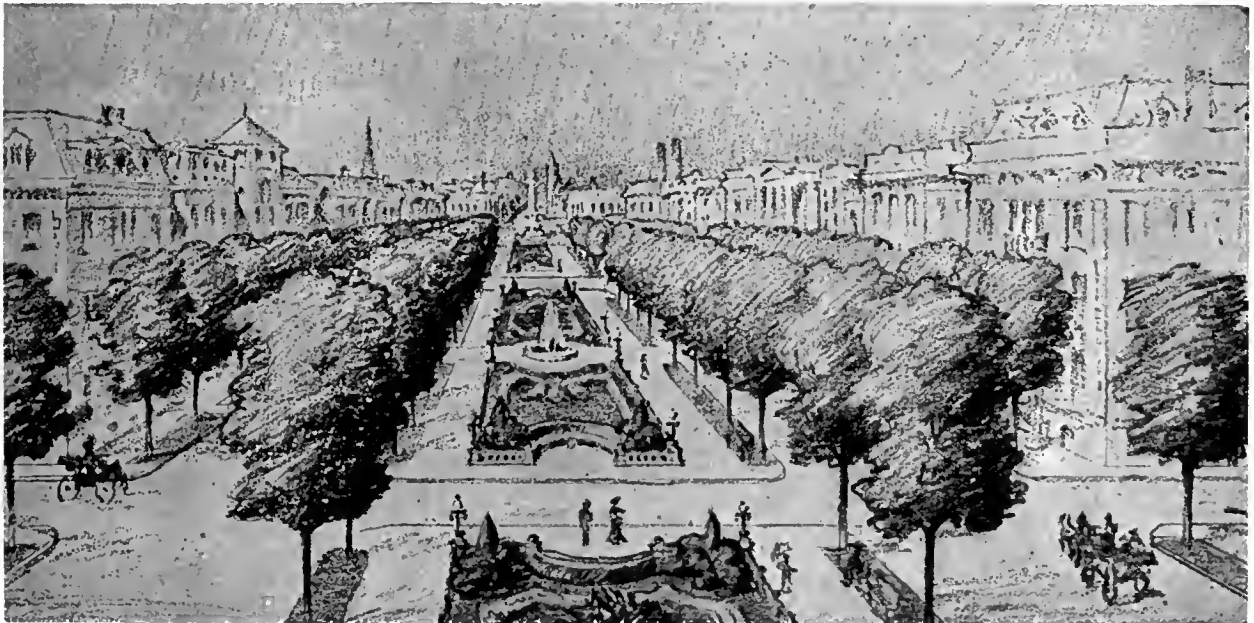
## Chicopee Massachusetts

The Planning Board of Chicopee (29,319) is endeavoring to create conditions favorable to the initiation of work on a comprehensive plan. Pending the outcome of its efforts in this direction, it is exerting its energies in a study of housing and labor conditions in the city, in planning for new streets, new parks, and the widening of the main street.

*Housing.*—Chicopee, a manufacturing city, finds the housing problem a serious question. Many three-deckers, some of flimsy and unsanitary construction, are built on narrow streets. The Board of Health has ordered a number of these buildings vacated, or reconstructed and made sanitary.

*Recommendations.*—The City Planning Board recommends that a municipal labor bureau be appointed; that overhead wires be placed underground; that the city adopt measures for controlling the subdivision of land; and that a systematic study of street lighting and street tree planting be undertaken.

In 1915, the city planning committees of various civic organizations in the city banded together in a Joint City Planning Committee, with C. R. Hebble, manager of the civic and industrial department of the Chamber of Commerce, as secretary. This Committee has acted as a clearing-house of ideas and as the leader in the effort to secure official support for city planning. Persistent efforts on the part of the Committee have up to this date failed to move the City Council to appoint a city planning commission as provided under the Ohio permissive city planning law of 1915. The Council took the stand that such action would curtail the privileges accorded them at present under the municipal code of Ohio. Instead of providing for an official commission, the Council passed a resolution asking the Mayor to appoint an unofficial commission to act in an advisory capacity to Council. The Mayor followed this suggestion and appointed an unofficial commission several months ago. The personnel of the Commission was made up according to the rule laid down by the state law. The present membership of the non-official Commission consists of L. Ault, president of the Board of Park Commissioners, Prof. L. S. Moore, W. S. S. Oskamp, E. L. Heinsheimer, and Thomas C. Powell. Others backing city



CINCINNATI.—Proposed Central Parkway, Occupying the Route of a Canal and Serving as a Wide Passage into the Very Heart of the Business Center.

This is the fundamental development upon which the success of the plan for the city's park system is based and is the most important single feature of the entire project.

## Cincinnati Ohio

Of the leading cities in America, in point of size and population, Cincinnati (410,476) is one of the few that has been tardy in giving official recognition to city planning, though the evidence of potential energy back of a movement in this direction is more apparent now than before.

planning in an unofficial capacity are: A. Lincoln Fecheimer, George Anderson, A. V. Elzner, F. W. Garber, all architects, Alfred Bettman, attorney at law, certain members of the Women's City Club, particularly Mrs. Buckner Wallingford, and members of the City Club, notably Alfred Knight.

No active steps have been taken to date in the preparation of a plan, but George E. Kessler, of St. Louis, Mo., and Thomas Adams, Town Planning Advisor to the Com-

mission of Conservation of Canada, have met with the Commission and given their views on procedure in initiating planning work.

*Planning Work Done.*—Much good work has been done in Cincinnati in the preparation and execution of plans for features allied to comprehensive planning. In 1907 the Board of Park Commissioners employed George E. Kessler, of St. Louis, Mo., to prepare a plan for a comprehensive system of parks. This has been adopted and is now the official guide in the extension of the park system. Notable progress has been made by the Park Board under this plan. There are now 2,500 acres of parks and 2½ miles of boulevards which are constantly being increased. The parks are paid for by bond issue authorized by public vote, and \$3,000,000 have been spent for this purpose from funds raised in this way. Twenty-one public athletic fields, seventeen tennis-courts, and twenty-four equipped playgrounds with wading-pools and shelter-houses have been established by the Park Commissioners. More playgrounds are being added, some schools are used for social centers, and there is general police supervision of dance-halls, bowling-alleys, and the like.

*Circulation.*—Market and general terminal facilities have not been progressively studied, but the abolition of some of the most dangerous grade crossings, by means of viaducts, has been accomplished. Terminal unification is now being discussed, but nothing has been definitely settled. Freight-yards are scattered and most inadequate. A partial rerouting of street-car lines was made a few years ago, and a rapid transit system, municipally owned, and an interurban entrance for the same, in the shape of a loop connecting nearly all suburban points with the downtown district, is now under consideration. This system will bring to a central terminal most of the interurban lines which have hitherto terminated near the outskirts of the city. This plan, adopted by the Rapid Transit Commission, will cost between \$6,000,000 and \$10,000,000, and was endorsed by public vote in 1915. The Rapid Transit Commission is now studying the form of franchise and lease, which is to be submitted to the public for approval by vote on April 17, 1917, before being adopted. The waterfront facilities have been left in a primitive stage with no plans yet issued and no development of any sort carried out.

*Platting.*—All subdivisions are made without any public supervision. Before a new thoroughfare can become a city street, however, it must be accepted by the city, although there are no regulations defining acceptability, except minimum width.

*Housing.*—The Model Homes Company of Cincinnati, backed by J. G. Schmidlapp, a public-spirited citizen, has built a number of groups of sanitary dwellings for working people. Probably \$400,000 has been expended in this way.

No community centers exist in the city proper, although something in this line has been accomplished around the town halls of suburban areas as they have been annexed by the city.

*State Planning Law.*—The Ohio state law, enacted in 1915, provides for city planning commissions in municipalities, making city planning, regulation of building-lines, heights and uses, etc., permissive, but nothing has been

done and no advantage taken of the statute. There is a state law containing a clause on excess condemnation, but the city has never taken advantage of it. The financing of local improvements is now accomplished by bond issues and local assessments.

## Cleveland Ohio

Since the year 1796, when Moses Cleaveland laid out the Public Square and the central section of the city, the physical development of Cleveland (674,073) has been more or less haphazard, the effort always being to keep up with present requirements instead of planning for the future. Cleveland has developed in a surprisingly successful manner notwithstanding. Compare its broad thoroughfares with the narrow, crooked streets of Boston and Pittsburgh in their central district, or compare its physical and social growth in general with the growth of other great American cities, and the total of Cleveland's accomplishments appear in a favorable light. However, the time has come when the people of Cleveland have taken the stand that their future development must be carefully planned.

*The New Commission.*—The City Planning Commission, appointed by the Mayor in 1916, consists of eleven members—five citizen members and six directors of city government departments. The citizen members are F. F. Prentiss, chairman, Morris A. Black, H. M. Farnsworth, William G. Mather, and O. P. Van Sweringen. The official members are Messrs. Beeman, Bernstein, Farrell, Fitzgerald, Neal, and Sprosty. William Ganson Rose is secretary. The City Council, in its budget for 1917, appropriated \$20,000 for the work of the City Planning Com-



CLEVELAND.—The Group Plan.

The plan clears out a rundown district in the heart of the city. The city now owns most of the land and has completed four of the buildings.



mission which is now engaged in the selection of experts to advise them in the preparation of a comprehensive city plan.

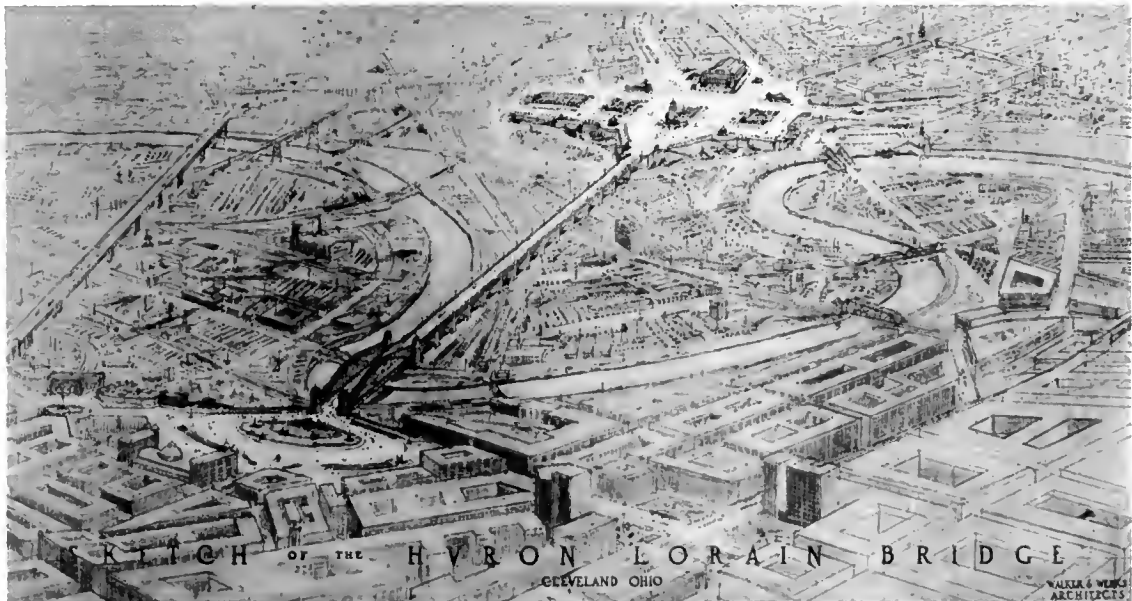
*Creating the Commission.*—In 1912, following the enactment of a state law permitting home rule to Ohio cities, the Cleveland Chapter of the American Institute of Architects undertook to secure a provision for a City Planning Commission in the new city charter which was then being drafted. The Chapter, by grace of the Mayor, Hon. Newton B. Baker, now Secretary of War, was permitted to write the actual law governing the appointment of the Commission. As prepared by the Chapter, the law provided for the appointment of a commission composed of citizen members only, and it was so written into the charter and adopted by the electors in 1913. This provision was not acceptable to the city officials as a whole, and the charter was amended to provide for official members only. In this form the charter amendment was criticized and eventually redrafted to provide for a commission composed of official and citizen members. In that form the charter amendment has been adopted and the commission appointed as noted above.

*Earlier Civic Center Plan.*—Nearly a score of years ago the city of Cleveland, always public-spirited and progressive, took steps toward the building of a great group of civic buildings. At that time the city, the county, and the United States Government were all about to erect public buildings, and the Cleveland Chapter of the American Institute of Architects made a plea for an orderly and comprehensive group plan for these buildings and other public buildings to be erected in the future. Ordinarily, a city is apt to realize its artistic possibilities only when it is too late and the opportunity has been lost, but Cleveland, with unbounded faith, born of deep conviction in its ultimate development, and inspired by the magnificent group plan of the World's Fair Buildings in Chicago,

erected in 1893, was anxious to meet the issue adequately. The Board of Supervision for Public Buildings and Grounds in the city of Cleveland, generally known as the Group Plan Commission, was created by Governor Nash on June 20, 1902. The Governor appointed Daniel H. Burnham, John M. Carrere, and Arnold W. Brunner to serve as members of the Board. Their report was presented to Mayor Johnson and the Director of Public Surveys on August 17, 1903, and was formally accepted by them for the city. Work was started and substantial progress was made, but there came a period in the history of the group plan when the progress of the work was interrupted by what seemed unsurmountable legal obstacles. But after much loss of time, these obstacles were removed.

*Recent Civic Center Results.*—In 1911, Frank B. Meade, architect, of Cleveland, and Frederick Law Olmsted, landscape architect, of Brookline, Mass., were appointed to fill vacancies on the Board. On the whole, the civic pride of Cleveland has manifested itself splendidly in the work on the group plan. The press has encouraged the labors of the Commission, and the Chamber of Commerce, always efficient in such matters, has freely and continuously lent its assistance and support to the Commission. The plan clears out a large, rundown, backwater district in the center of the city and replaces it by a great plaza and esplanade, running from the Post Office and Library at one end, to the new Union Station on the Lake at the other. The city already owns almost all of the land and has built four of the most important buildings. The group plan is now an assured part of Cleveland's city plan and is identified with its history.

*Belt Line Railroad.*—To mention all of the advances that have been made in Cleveland in details of the city plan would require much more space than we have available, but, to refer to them briefly, mention should be made of the belt line railway and its correlated features. This



CLEVELAND.—The Cuyahoga Valley and a Suggestion for a High-Level Double-Deck Bridge with Monumental Approaches. This problem is of peculiar importance to the city of Cleveland.



CLEVELAND.—Bridge Pylons and Plaza to High-Level Bridge.

scheme, which has been in operation for a number of years, has done much to promote Cleveland's industrial advance. It involved the comprehensive planning of areas especially adapted to manufacturing and industrial usage, to suit the needs of various types of industry, and the linking of such areas together by a general belt railroad, serving all of the trunk line railroads in the Cleveland district.

*Bridges and Their Approaches.*—The design of bridges and viaducts for spanning the wide and tortuous valley of the navigable Cuyahoga River and its small tributary streams is a subject which has claimed the attention of the city for years. Such bridges are closely related to the arterial street system of the city's plan. Cleveland has learned from experience that the entire problem is one which must be studied on a broad basis, particularly in matters connected with approaches. Frederick Law Olmsted is now engaged in preparing plans for approaches to a new high-level bridge, now about completed. The imminent construction of another bridge, similar in character, called the Huron-Lorain bridge, lends value and interest to the studies by Messrs. Walker and Weeks, architects, of Cleveland. The illustration produced herewith is evidence of the fact that the need of proper terminal features has not been overlooked. This study is one of a number made by members of the Cleveland Chapter of the American Institute of Architects for the development and improvement of Cleveland's city plan, all of which were exhibited at the National City Planning Conference in Cleveland last June.

Of these latter studies special mention should be made of that by B. S. Hubbell, member of the Committee on Town Planning of the American Institute of Architects,

and a member of the firm of Hubbell and Benes, of Cleveland, who presented a valuable suggestion for a University of Cleveland group plan.

*Transit.*—Cleveland's long struggle with the transit problem is well known throughout the country. Of peculiar interest, however, is the remarkable rapid transit scheme carried out by private interests for linking up what was, a few years ago, a virgin tract of land, called Shaker Heights, outlying from the city and, at that time, nearly an hour by trolley from the city center. The rapid transit line developed by a syndicate, of which O. P. Van Sweringen is the most active member, brings Shaker Heights within twenty minutes of the city center. The Shaker Heights district has now been platted on modern town planning lines and is rapidly becoming one of the fine residential sections of the Middle West. But transit in Cleveland has been developing so rapidly that the capacity of the terminus of the majority of the radiating trolley lines, namely, the Public Square, is being overtaxed; so now Cleveland is about to begin the construction of a \$12,000,000 subway terminal beneath the Public Square that will care for most of the trolley traffic in the central district. Street traffic congestion, too, is becoming more intense, and, recently, E. P. Goodrich, of New York, has made recommendations for its relief.

*Markets.*—Cleveland has already spent considerable sums of money in developing its market facilities. Recently, a subcommittee of the City Plan Commission, of which O. P. Van Sweringen is chairman, submitted a plan for a great municipal central market costing \$2,000,000, with railroad connections. The plan calls for the expenditure of \$1,000,000 for a site and \$1,000,000 for the market building, which will be provided with storage plants, 1,600 stalls, and space for handling and storage of food acquired by direct purchase by the city in the event of a threatened shortage.

*Housing.*—Newton D. Baker, as Mayor of Cleveland, gave serious consideration to a plan for the development of a model suburb of 500 houses on a municipally owned tract of 93 acres. Paul Feiss, chairman of the Housing Committee of the Chamber of Commerce, was one of the chief supporters of this plan which, however, never actually came to realization. The scheme was unique, and, if carried through, housing in America would have made a long step forward. However, the Housing Committee of the Chamber of Commerce and a similar committee of the Real Estate Board are about to launch a \$300,000 project for the purchase of land and erection thereon of low-priced houses.

*Recreation.*—The Cleveland Foundation, organized a few years ago, of which Frederick H. Goff is chairman and Allen T. Burns, formerly secretary of the Pittsburgh Civic Commission, is director, has recently instituted a comprehensive survey and investigation of Cleveland's recreational facilities, and Rowland Haynes, secretary of the Committee on Recreation of the Board of Estimate and Apportionment of New York City, has been engaged to direct this work.

*The Beginnings of Comprehensive Planning.*—In their studies for the group plan for public buildings, referred to above, the commission of experts were not unmindful of the rest of the city. They had visions of a great compre-

hensive plan for Cleveland, but the time had not yet come for its preparation. They recommended in their report that attention be given, at the same time that the group plan was being evolved, to outlying parks and other park sections within the city itself, so that these might be developed with as much harmony as possible and that a study be made with a view to utilizing the most important avenues as parkways to connect these parks.

*The Immediate Problem.*—Cleveland has now, very fortunately, reached the point where she is about to undertake the work of drafting comprehensive plans for the entire city area, and it is not too much to expect that she will exercise the same discrimination, attention to details, and wise foresight in this work that she did in the study and solution of her group plan problems.

## Clinton

### Iowa

A preliminary city plan for Clinton (27,386) is being prepared by Charles P. Chase, consulting engineer for the Clinton Commercial Club, of which O. P. Roberts is secretary. A draft of this plan accompanies the annual report of the Commercial Club for the year ending January 31, 1917. A feature of the work is an industrial survey now being made which will give the necessary data on which to plan for the commercial and industrial expansion of the city.

*Railroads.*—In line with the work of the Commercial Club for a broad and well-considered plan for Clinton, various committees of the Club have conferred with the representatives of the several railroad companies entering the city, in an effort to solve the transportation problem in a big way and one that will serve for fifty years to come. The Commercial Club takes the stand that in city building the way is open to great development in all lines once a favorable solution of the transportation problem is attained. The Club is making an effort to secure the building of joint railroad facilities for all railroads entering the city, with proper surroundings and approaches. The Northwestern Railway has already started on a plan to make Clinton's railroad facilities second to none in the state, and the other railroads are starting to improve their facilities. The Northwestern is building a new dual station, new freight depots, three subway grade crossing eliminations, and is undertaking the betterment of the whole freight railway situation.

*Docks.*—The Rivers and Harbors Committee of the Commercial Club is attempting to secure adequate dockage facilities for big modern river freight barges, the construction of wharves, and the installation of handling machinery.

*Park Board.*—While not a part of the Commercial Club organization, the Park Board is receiving its earnest support. Through the activities of this Board, a new riverfront park has been built on a former city dumping-ground and developed into a modern recreational facility. A plan of the new park, drawn by Charles P. Chase, is shown in the annual report of the Commercial Club. For park purposes, 18 acres have been secured directly north of the present park in the township of Lyons. The next

improvement that the Park Board plans to make will be a 120-acre tract, recently donated, north of the present riverfront park.

## Colorado Springs

### Colorado

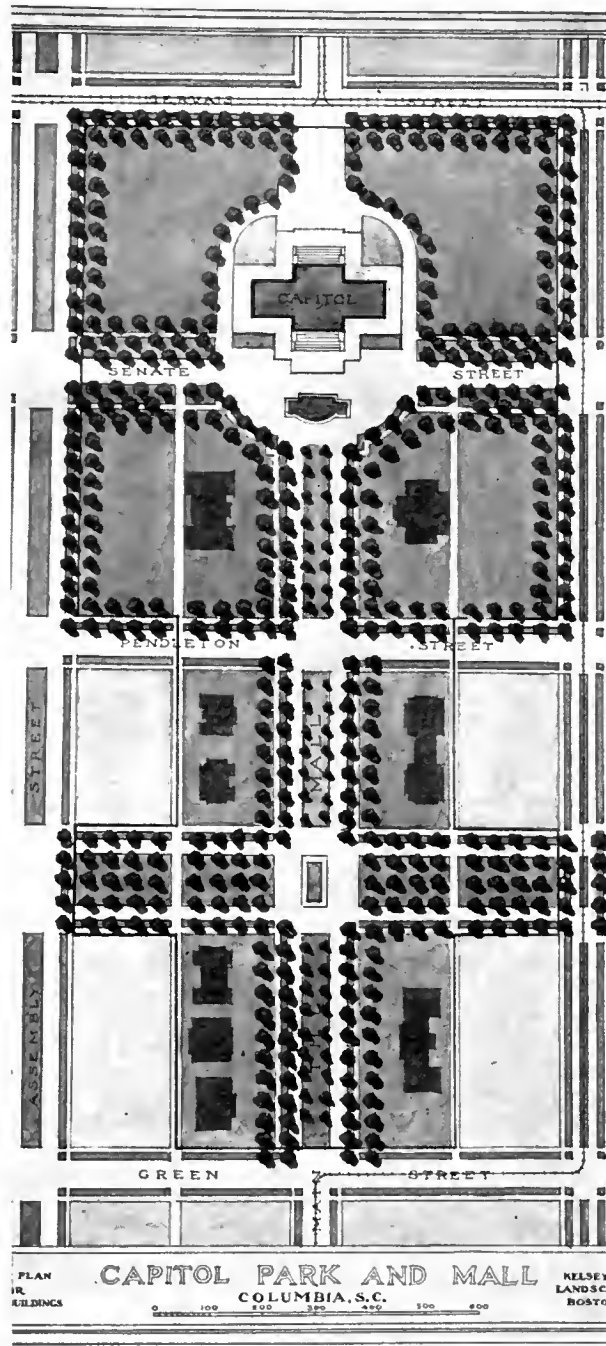
In May, 1912, Charles Mulford Robinson, of Rochester, N. Y., submitted a report to the Department of Public Works and Property (32,971) on a general plan for the improvement of Colorado Springs. The report was published in an illustrated volume attractively printed and bound.

*Recommendations.*—In presenting his report he groups his recommendations under the following headings: steam railroads, city plan, street development, recreative provisions, and miscellaneous details for the improvement of the plan. He recommended a union station in which one of the railroads will combine its facilities with another on the site now used for terminal purposes.

Colorado Springs, as a tourist and health resort, sought for its scenery and climate, might be expected to have three distinct foci, or types of foci: one, the railroad station; another, the hotels; and a third, the parks or pleasure grounds. To anyone who looks at the street plan of Colorado Springs it is clear that these three groups of foci have not been adequately emphasized. The original town-site plat, laid out by Gen. William J. Palmer in 1871, included wide streets on the conventional checkerboard plan. This tiresome system is relieved by two diagonals, each, however, with a useful length of only two blocks. The only railroad station which has a situation civically admissible is lacking in a direct street approach and appears to be in the back yard of a hotel; the hotels are located beside the gridiron streets; and the parks, with two exceptions, are so far out of the town as to be off the map. Mr. Robinson lays down suggestions for the street system of Colorado Springs which will give those strong through lines which constitute the city's framework or skeleton.

In the plat of the original central portion of Colorado Springs, the narrowest streets are 100 feet wide. In fact, in all of Colorado Springs, it is only occasionally that one finds a street, or even a section of a street, that is less than 80 feet wide. In a majority of the streets there is an excess of 20 to 60 feet in width for every traffic need and for a normal amount of decoration. In that excess Mr. Robinson finds Colorado Springs' unusual opportunity; in the utilization of it, the development of the city's most marked characteristic. In a report made by Mr. Robinson for Colorado Springs in 1905, when he was called upon to advise with regard to the parking of the city's streets, he went into the subject of parking these broad streets with much thoroughness, and he discusses the development of the city's streets with more brevity in the 1912 report than would otherwise be the case.

*No Neighborhood Parks.*—Colorado Springs has probably the largest park acreage per capita of any city in the United States. These great parks were largely acquired through the munificence of General Palmer, who gave 1,500 acres of land for park purposes and had it laid out at



COLUMBIA.—A Suggested Civic Center for the Grouping of Columbia's Future Public Buildings; Part of a Comprehensive Plan for the Improvement of the City.

his own expense with boulevards, driveways, and foot-paths, on plans drawn by Olmsted Brothers, of Brookline, Mass. Part of this land lay in the city and part extended over mesas and the adjacent mountains. Perhaps the most valuable of these gifts was that of Monument Valley Park, bordering Monument Creek, which, before the work was begun, was an unsightly 2-mile tract. Although the city has the largest park acreage per capita of any

city in the country, it has less than 182 acres of developed park close enough to the built-up sections of the city, to have neighborhood value. Mr. Robinson points out the immediate practical bearing of this situation in the city's plan. The park system is plainly deficient as far as service to the bulk of people of the city is concerned, but the disproportion of financial resources to acreage represents one of the given conditions with which the city has to work. To solve this problem with the least addition to present possessions, and to supplement and develop the park lands of today so that these shall perform for Colorado Springs a social service, he recommends a logical and natural extension of Monument Valley Park, following the stream banks down to the principal cross street, completing the only considerable park within the built-up portion of the city, destroying a slum, changing an eyesore into a beauty spot, providing opportunity for active and needed social service, and enhancing the value of a great deal of property.

## Columbia South Carolina

Like Washington, Columbia (34,611) had the remarkable and unusual privilege of "choosing its own site" and the fortune to have had its plan laid out by those who looked far enough into the future to provide streets wide enough for a metropolis and capable, under proper treatment, of giving to the entire city a unique parklike effect enjoyed by but few cities in America. Unfortunately, however, the gridiron plan drafted and laid out for the site of the capital in 1787 gave apparently little, if any, consideration to topography. The site is on a broad, undulating plateau with sudden depressions, so that the wide, right-angled streets adopted often give almost impossible grades or terminate altogether in dead ends.

*Original Plan Disappearing.*—Unfortunately, too, the tendency has been to ignore entirely the original street-plan on which the city was founded, for the seeming profit or convenience of the moment. This has resulted in the partial obliteration of some streets and the narrowing of others. Further, the only park within the corporate limits—once a cool, natural forest of magnificent trees—has already disappeared and is now being used as railroad property.

*New Plans.*—In devising a plan for the extension and improvement of the city for the Civic League, in 1905, Messrs. Kelsey and Guild, of Boston, gave consideration to these and a number of other urgent problems, with particular emphasis on the necessity for controlling the subdivision of land beyond the broad lines of Columbia as originally planned. At present these plats promise to hedge in the city with an iron-bound network of narrow, inconvenient, alley-like streets and roads, totally unfit to become an integral part of any city. The report entitled "The Improvement of Columbia, S. C.," presented a plan for the grouping of the public buildings, with the capitol as the chief feature, and especially recommends that consideration be given to the development of the Congaree River, the best landscape feature in the city, and the preservation of portions of its boundary for public use.

## Columbus Ohio

The Chamber of Commerce of Columbus (214,878), of which George W. Gillette is secretary, has a subcommittee now at work on city planning problems. The Chamber is at this writing considering the appointment of experts to work out a comprehensive plan.

*General Civic Improvement Work to Date.*—The Municipal Recreation Division of the city is the only agency guiding playground activities. This department supervises vacant-lot gardens and attempts to regulate commercialized amusements. Three local civic organizations are now studying the rerouting of the local street railway system. Plans are under way for the abolishment of all grade crossings within the city limits, and work is being carried on with an appropriation from a bond issue of \$700,000. Nothing is being done to develop the waterfront, other than the flood protection measures in the Scioto and Olentangy Rivers, for which an expenditure of \$3,500,000 is to be made. The widening of North High Street, the main north and south artery, is progressing. About \$100,000 has already been appropriated for this work, and \$300,000 additional will be needed to complete the project. Two new bridges are to be constructed and part of the flood improvement project referred to above.

*The Civic Awakening.*—The city planning movement began about 1900 in a systematic agitation by the Columbus Board of Trade for a "Better and Greater Columbus." The Board represented 1,000 business men, including the heaviest taxpayers, and its campaign was largely instrumental in starting the much-needed public works subsequently undertaken to provide a better water-supply, improved sewerage, and sewage disposal. These were the unromantic practical necessities of a rapidly growing and prosperous manufacturing city. When this work was under way, consideration was given to parks, parkways, and playgrounds. Columbus occupied a humiliating position among the other cities of the country in this respect.

*Getting Under Way—The Park Commission.*—Public lectures by outside authorities stirred many citizens to a realization of the great need for improvement in this field, yet the movement was slow. Largely, through the influence of one man, however, the City Council passed, in December, 1904, a resolution appointing a park commission to consider plans for a general park system. But the Council, yet timid, required that no expense attach to the city for the commission. In accordance with the resolution, Mayor Jeffry appointed a commission of eighteen, representative of the different sections of Columbus. At the Commission's first meeting, George W. Lattimer was elected chairman. The Board of Trade appropriated \$350 for preliminary expenses and to secure such professional advice as could be obtained with the means available. Advice was secured from an architect, a landscape architect, and a general civic adviser, who came independently from three distant cities. The latter were unanimous in their conclusions and recommendations that the park and improvement needs of Columbus, not from the esthetic point of view only, but for the comfort of the citizens and the betterment of



COLUMBUS.—Scheme Proposed by the Columbus Plan Commission for a State and Civic Center.

From the river the approach to the Capitol is along a mall. On the east side of the Capitol a square was proposed around which buildings were to be grouped. The whole problem is soon to be restudied by a special State commission.

living conditions, were urgent; and that the opportunities were commensurate with the needs. These reports, as separately rendered, were made public, increasing, both in its extent and vigor, the popular interest. Then the Commission made, as required by the resolution under which it was appointed, a report to the City Council. This report, based on the statistics and other information that had been obtained, and on the reports of the experts, recited the city's needs of parks and the arguments for them.

*Appropriation for Preliminary Plan.*—The Public Improvement Committee of the Board of Trade (Mr. Lattimer had now become the president of the latter body), the City Federation of Women's Clubs, the Playground Association, and the newspapers endorsed the report with its accompanying recommendation. On September 17, 1906, the City Council passed an ordinance appropriating the maximum sum for which the Committee had asked and authorizing and directing its expenditure for the employment of experts "to make a study of the streets, alleys, parks, boulevards, and public grounds."

*Composition of the Plan Commission.*—Meanwhile, the Park Commission, also perceiving how the project had grown in importance and scope since the citizens,

as a whole, had been aroused, concluded that a commission of five would be able to handle so many-sided a project to greater advantage than could one or two. After deliberation, the appointees named were: Austin W. Lord, architect, of New York; Charles N. Lowrie, landscape architect, of New York; Albert Kelsey, architect, of Philadelphia; H. A. MacNeil, sculptor, of New York; and Charles Mulford Robinson, civic adviser, of Rochester, N. Y. Three of the five were those from whom the preliminary reports had been previously secured, and the other two had been associated in designing the McKinley monument in Columbus.

*Work of the Plan Commission.*—On January 29, 1907, the Columbus Plan Commission, as it was formally to be known, composed of these five experts, held its first meeting in Columbus, organized with Mr. Lord as chairman and Mr. Robinson as secretary. Their studies included the whole city of Columbus and the contiguous territory over which the growing city is spreading. In aim their report submitted in February, 1908, attempts to cover the broad field as comprehensively and carefully as possible. It outlined only a tentative scheme, suggestive and inspiring, but needing subsequent amplification and development in various details. The study, in short, was preliminary. As such it divides the subjects of its discussion into three main groups: (1) Those having to do with the city as a whole—the general survey; (2) those having to do with a park system; (3) those having to do with a state or civic center.

*The Problem.*—As to the problem, the city of Columbus represents the mingling of two distinct types of cities, with a considerable injection of a third type. It is at once a capital city and an industrial city, and, secondly, it is an educational center. The three types are theoretically antithetical, and, even in Columbus, join rather than combine; they present diverse problems—the capital city of a great state calling for spectacular effectiveness—for the magnificent and splendid in its development; the industrial community demanding the facilitation of commerce, and the utilitarian provision of ample recreative facilities for a working population; and the educational aspect of the city, inviting an exceedingly artistic development of restful beauty and refinement.

*Recommendations of the Plan Commission.*—With all its prosperity and wealth, Columbus is near the bottom of the list in the matter of park provision, and no civic center has been developed. The various institutions of city and state are still unrelated, waiting to be tied together in a comprehensive scheme. It is clear that a first necessity is unification of the city plan. This does not mean impracticable suggestions for a radical remaking of the urban structure or street system. In creating this, the first point, geographically, politically, and historically, and from every point of view, is the State House as stated in the report of the Plan Commission. It is here that a civic center was located in the plan of the Commission. Very briefly, the design worked out by the Commission for Columbus proposed an approach to the Capitol from the river—a mall, or dignified green, ultimately to be adorned with sculpture. On the other, or east side of the Capitol, a square was proposed, surrounded by public buildings—municipal and county. From the foot of the

mall, trunk avenues, branching to the right and left, are proposed, connecting with parkways, and these in turn connect with scattered parks and extend through the city to the suburbs and beyond to distant communities. Within the three-mile zone, a girdle parkway, encircling the city, was recommended. At the intersection of this by the radial streets, oval spaces were proposed to be developed as neighborhood centers for street-car transfers, local shopping centers, and especially for the public and semi-public buildings of the neighborhood. A scheme for parks, supplementing the present small reserved areas in the city, providing athletic and truly recreative spaces, preserving beautiful natural scenery, utilizing the public ownership of land at the great public works—such as the storage dam and filter beds—was worked out in a general way. The Commission also recommended a codification of rules for the railway bridges and street depressions of Columbus, these rules to include recommendations for their design, painting, planting and ornamentation, this coördination and systematizing of railroads to be made the subject of a future report.

*The Future.*—If Columbus is to become a truly well-planned city providing the conveniences and commercial economies expected of the modern municipality; if it is to be made up of that happy blending of city and country which renders urban life healthful and enjoyable; and if the taxpayers are to have the maximum of benefit from their expenditure, it is absolutely necessary to prepare for a gradual readjustment on coöperative lines. To overtake the cities of her size, Columbus has not only to strike their gait, but, being behind, she must do more than they in order to get abreast of them.

## Council Bluffs

### Iowa

We hear so much about the beauty and attractiveness of foreign cities and wonder why those of America are not so fine. Citing Council Bluffs (31,484) as an example, Charles Mulford Robinson, of Rochester, in his "Report on a Park System for Council Bluffs" says that natural opportunities are not lacking there to equal any of the foreign cities, but that there is a lack of courage and faith in its own future—things which it is almost inexcusable for an American city to want, situated like Council Bluffs. The resulting timidity on the part of the city to appropriate even a moderate annual sum for the development of open spaces and connecting boulevards accounts for the poor showing which it now makes. The city is fortunate in the possession of a Park Board which has a proper conception of its duty to the public and a conscientious regard for the city's future growth. Mr. Robinson's duty was to point out the deficiencies and prepare an outline for a complete park system to serve as a guide in future work.

*Selection of Park Lands.*—The six general principles which he states as the guide for the selection of park lands for Council Bluffs are applicable to most other cities, namely:

1. That the best typical scenery should be preserved.
2. Parks should be distributed so as to serve all parts of the community.

3. Their location and, to such an extent as practicable, their size should anticipate the city's growth.
4. Other things being equal, lands which are not of great value for building should be selected.
5. The parks should invite use, in the sense of performing an active social service—they should be created sparingly, if at all, for purely esthetic purposes.
6. There must be due regard for financial limitations.

Mr. Robinson says of Council Bluffs that, measuring her park possessions by these principles, they have extraordinary merit. But he finds that there are certain desirable improvements and extensions. He sums up the situation by saying that "if there are few cities so well supplied with park tracts, there are few that are getting so little profit relatively out of what they have, and this is due, in a large measure, to an insufficient annual appropriation for improvement and extension."

## Dallas Texas

City planning in Dallas (124,527) is making steady progress as a result of the momentum imparted to it by the great campaign of education begun in 1909. A park system has been laid out, new streets are being opened and old ones widened, terminal facilities for railroads and transit lines are being studied and improved, and well-known engineers have recently proposed plans for a belt-line railroad and grade-crossing elimination.

*Getting Started.*—Back of this remarkable accomplishment of the last seven years is an interesting story of how a city has been aroused by agencies that have brought intelligent effort and liberal financial support to bear in working on problems of civic improvement. Located in the most fertile agricultural region of the United States, the city had, from the very beginning, a great destiny. In sixty years it grew from a mere cluster of houses to a city of over 100,000 people. With the expansion into a great city of a village at a temporary railroad terminus, no apparent thought was given to the needs of the increasing population. There were a few who were not content to sit idly by, leaving a raw, uncouth city as a heritage to their children's children. In February, 1909, George B. Dealey, Vice-president and General Manager of the *Dallas News*, presented the first practical suggestion for a city plan for Dallas. Four months later the First Annual Conference on City Planning was held in Washington, D. C., and Mr. Dealey sent a representative to this Conference who was commissioned to keep the people of Dallas thoroughly acquainted with what went on at that time. How well this was done and how keenly the *News* appreciated the scope and intent of city planning is evidenced by the rapid growth of public sentiment in Dallas and other cities where the *News* was read. Then followed a long and vigorous campaign of education, explanatory of the thought of modern city planning and replanning.

*Getting Results.*—The time soon arrived when something tangible had to be done under the pressure of public sentiment. The Chamber of Commerce cooperated with the management of the *News*. In January, 1910, it organized a

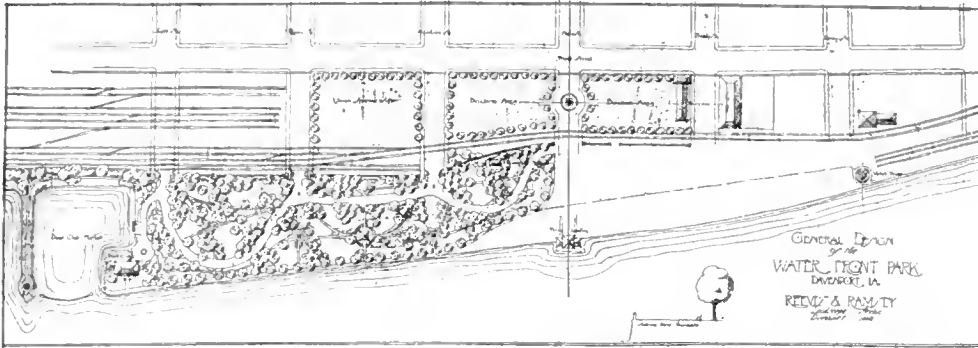


DALLAS.—Skeleton of Dallas City Plan and System of Outer Boulevards and Interior Parks and Parkways.

practical city planning program, and the City Planning and Improvement League of forty members was formed. Various subcommittees investigated and studied the coordinate features of the comprehensive plan. Henry D. Lindley, since elected Mayor, was elected General Chairman and Geo. B. Dealey was elected Vice-chairman. In May, 1910, Geo. E. Kessler was chosen to prepare the city plan. He submitted his plan in the same year to the Park Board, which had the executive control of the work. The report, a very interesting document entitled "A City Plan for Dallas," contained recommendations of a preliminary character but sufficiently detailed to make a comprehensive plan for the big features. Attention was given especially to the most urgent problems rather than to those which did not concern the city so vitally at the time the investigation was made. The principle elements of the plan investigated were the treatment of the Trinity River banks, the development of a belt railroad, the location of the Union Station, the arrangement of freight terminals, the selection of site for civic center, the elimination of grade crossings, the revision of street system, building a comprehensive system of parks and boulevards, and the creating of additional playgrounds. All these features were presented, with diagrams and maps.

*Action.*—In April, 1910, the agitation in regard to city planning was so pronounced that a bond issue for public improvement was undertaken, and \$1,300,000 in bonds were voted for the city planning work recommended by Mr. Kessler.

*How It Was Done.*—Dallas accomplished her real work of city planning in five months, and owes in a large measure the success attending the movement to the *Dallas News*. The Chamber of Commerce, however, has taken the responsibility for carrying out the details of the city plan. Dallas has taught the cities of the country that large movements involving the interests of all classes of people must be carefully planned, and that the mass of city-dwellers needs to be educated, and once this is accomplished, endorsement of city planning measures is certain to follow.



Courtesy The American City

DAVENPORT.—Reclamation of Riverfront with Park, Parkway, Union Station, and Public Building Sites, Landing Levee, and Industrial Waterfront Terminal, Now Well under Way.

## Davenport

### Iowa

With a large part of its million dollar riverfront reclamation project completed, Davenport (48,811) has taken a great step in advance. This work has been in charge of the Levee Improvement Commission, authorized by state law in 1909, and organized under an ordinance of the City Council in 1911. The organization of the Commission is directly traceable to the activities of the Greater Davenport Committee, which, while primarily interested in the commercial and industrial phases of city development, has had among its members those who saw in the undeveloped riverfront a splendid opportunity for the city to acquire a first-class recreational waterfront park. With the Greater Davenport movement back of the Levee Commission's recommendations, development of the riverfront proceeded rapidly. In the fall of 1914, the first part of the scheme was completed, namely, the reclamation of approximately 7 acres for park purposes bordering the down-town dis-

trict. It is intended in the course of time to use certain lands obtained by the readjustment of the rights of way of the railway companies for sites for public and semi-public buildings, the exact plan for these not having yet been definitely decided upon, but it is proposed to locate an academy of sciences, a municipal casino, and a new union station upon part of this land.

*Riverfront Development.*—The ground reclaimed for park purposes is but a portion of the entire project. A large part of the work of the Commission lies back of the river and above the present park area. During the summer of 1916, and in the current year, the Commission is building a commercial levee, approximately 800 feet long and about 250 feet deep. This is part of the requirements of the United States Government, and will provide no revenue. It will serve merely as a landing for ferry and excursion boats. Further up the river, and beyond the Government levee, lies the industrial section, which affords the greatest problem with which the Commission is dealing. When the work of reclamation here is completed, the city will have over 100 acres of land for factories and warehouses, extend-



Courtesy The American City

DAVENPORT.—Levee Wall, Showing Progress in the Work of Reclamation; Riverfront Park Brought to Grade.



ing for four blocks along the riverfront and back from the river to a depth of 135 to 250 feet. At this point the riverfront terminal, with its modern machinery and a municipal warehouse, will be erected.

*Paying the Bills.*—While the cost of the entire scheme is estimated at \$1,000,000, the expenditure of this sum will add \$3,000,000 worth of land to the city's possessions. The unique feature of the work of the Commission has been its policy of paying interest on all bonds and the retirement of bonds serially from moneys raised as rent for property under the jurisdiction of the Commission. All improvements have been, and will be, obtained without a cent of expense to the taxpayer. R. J. Clausen, architect, has served for five years as a member of the Levee Commission. L. W. Ramsey is landscape architect for the Commission, and Irving C. Norwood is secretary of the Greater Davenport Committee.

Recently the City Council passed a resolution authorizing the preparation of a city plan by the City Engineer. The resolution calls for "a comprehensive plan for the orderly development and extension of the street system of the city of Davenport, containing suggestions for the correction of mistakes where the present plan is considered defective, and recommendations for controlling the platting and development of tracts within and contiguous to the city limits, minimum size of lots, limitation of number of houses to the acre, the establishment of building lines, residential, retail and manufacturing districts, and containing other matters pertinent to such plan, same to be submitted to the city council for approval and adoption." The City Engineer is authorized to employ such other persons as may be needed in drafting the plan.

## Dayton

### Ohio

Under the plan adopted in 1914, the city of Dayton (127,224) has made remarkable progress in bringing municipal administration and general civic improvement up to a higher level than at any previous period in the history of the city. An official City Planning Board was appointed about two years ago to serve as an auxiliary to the City Service Director. The latter by virtue of his office has official charge of city planning. The Planning Board is now working on a general city plan. John F. Ohmer is chairman of the Planning Board. Horace Irvin and Louis Lott, member of the American Institute of Architects, are members.

*Park System.*—A short time ago the city published a report submitted in 1911 by Olmsted Brothers, of Brookline, Mass., on a "Proposed Park System for the City of Dayton." As the report points out, Dayton is poorly divided with park areas. On the criterion that an acre of park should be provided for every 100 persons, or that one-tenth of the fairly well-built-up areas of the city should be set aside for park uses, Dayton should have 971 acres of parks according to the first rule and 866 under the second. The city has already made some progress in the provision of parks of small size and has laid out some pleasure drives, serving also as ordinary streets. At the time the report was made out, it had five small pleasure

grounds, having a total area of about 19 acres, located in densely built-up portions of the city. The report recommends that the city now concentrate its attention on large parks and parkways, and that modern playgrounds be laid out to be administrated by the School Board.

The plan calls for twenty-six playgrounds, with an approximate total area of 230 acres; nine small parks, ranging from 12 to 26 acres each, with a total of 216 acres; and four large parks, ranging from 86 to 510 acres, with a total of 1,060 acres; or a grand total of 1,506 acres. River parkways and circumferential parkways are proposed having a length of 19 miles and a boulevard of 9 miles. The total outlay would be \$1,968,000 for parks and \$134,000 for parkways.

## Decatur

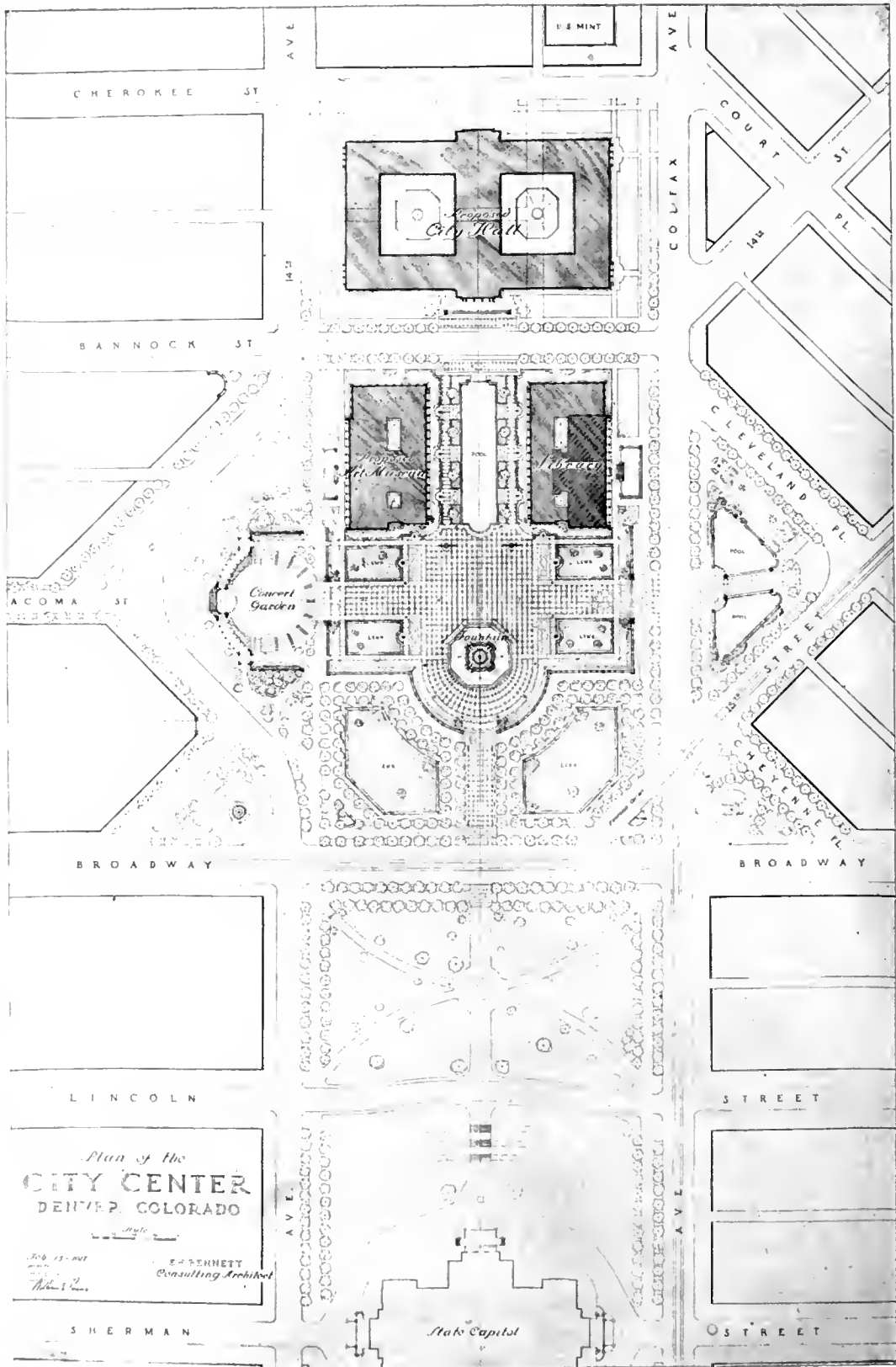
### Illinois

Decatur (39,631) has joined the city planning movement within the past year. The Association of Commerce has appointed a city planning committee, with W. F. Hardy as chairman. The other leaders in this movement are Robert I. Hunt, E. P. Irving, and Adolph Mueller. No funds have been set aside yet for actual studies and investigations. The city is evidently much in need of active city planning endeavor. Although there are 213 acres of parks, no boulevards have been laid out, no waterfront improvements planned, and the merest start has been made in the development of a recreational system. The thoroughfare system and the passenger station and approaches are also in need of study, and, in general, there is every indication that the new city planning committee has begun its endeavors none too soon. Comprehensive planning is one of Decatur's chief needs at the present time.

## Denver

### Colorado

In 1905 the Art Commission of Denver (260,800), with the approval of the Mayor, invited Charles Mulford Robinson to prepare schemes for the improvement of the city. The results of Mr. Robinson's investigations were published in the form of a report entitled "Proposed Plans for the Improvement of the City of Denver." It became an absorbing topic in the daily press and was favorably received by the commercial and other organizations. Action was delayed by an adverse vote on the issuance of bonds, but the Art Commission and its friends began a vigorous agitation for what they believed to be a pressing need, namely, the planning of a civic center. A small group of men, united by a common purpose, succeeded in gaining such support that the Mayor, Robert W. Speer, then, and now, the chief official supporter of forward movements of this sort, appointed a special committee of twelve influential citizens to consider the advisability of condemning property near the State Capitol. In February, 1907, the Committee made a report to the Mayor which recommended a modification of the Robinson Plan. Although regarded as a step in the right direction, it was open to serious objection and remained in abeyance for a



DENVER CIVIC CENTER PLAN.  
 (See frontispiece)

few months until Frederick MacMonnies came to the city and incidentally drafted a new plan as a result of the solicitation of Henry Read, now president of the Denver Art Commission. This plan met with immediate acceptance. The Committee of twelve agreed to substitute it for the previous reports, and it became the basis for the present civic center. A campaign of education followed, and the land was finally condemned in 1909, the cost being assessed against the East Denver Park District.

Bitterly contested legal battles intervened, and before any practical steps could be taken to carry out the work, a new administration came into office in 1912. Then the Park Board called in Frederick Law Olmsted and Arnold W. Brunner to advise on the civic center project. Detailed plans were prepared by them and were under consideration when the adoption of a commission form of government for Denver and the subsequent abolition of the Park Board caused further delay and uncertainty. The major part of the ground has, however, now been cleared and the central area laid out in skeleton form. In 1916, with the reelection of Robert W. Speer as Mayor, the civic center project took a new lease of life, with the employment of E. H. Bennett, of Chicago, in May, 1916, to modify the civic center plan. In February, 1917, Mr. Bennett submitted his proposals for the further development of the civic center, and the three main features of the proposed plan having already been accepted by the city, and it is expected that they will be put into execution during the year 1917. The central idea is a court of honor for civic benefactors—and the basis for this is a semi-circular, double colonnade—combined with an open-air theatre. The names of all Denver citizens, alive or dead, who contribute gifts to beautify the city or to add to its educational advantages in a dignified and substantial manner, are to be inscribed upon these columns in fitting form.

*Parks.*—Parks, parkways, boulevards, and playgrounds have occupied an important place in the civic scheme of Denver. In 1907 Geo. E. Kessler, landscape architect, of St. Louis, was called in to systematize improvements in this direction, and he remained in close touch with the situation for several years. In a general way, his policy

was to develop existing parks to the fullest extent and to connect them by a girdle of boulevards and parkways encircling the city, so designed as to afford a succession of scenic points that opened upon the city or upon the snow-capped peaks of the Rocky Mountain range. Playgrounds received attention. Ornamental lighting was installed, and various other improvements were carried out. Denver now has four large and twenty-two minor parks, eighteen playgrounds, and twenty-four boulevards, or parkways. The parks contain about 1,240 acres.

*Mountain Parks.*—More remotely bearing upon the subject of city planning is the creation of a mountain park system for Denver. Under a recent state act, Denver is permitted to establish parks and boulevards outside of its corporate limits, and it has proceeded to secure a chain of mountain parks, occupying various vantage points from which magnificent panoramic views of mountain and plain stretch away to the horizon. The parks are scattered over an area of about 70 square miles, at elevations of 7,000 to 10,000 feet above sea-level, and at distances of 15 to 30 miles from Denver. They are opened up and connected with each other and the city by more than 200 miles of roadway, of which important links have already been improved or constructed. The Department of the Interior (authorized by act of Congress) has withdrawn from entry, in favor of Denver, an additional 7,000 acres for mountain park purposes, which the city can now acquire at a nominal cost. The land already purchased was secured on the advice of Frederick Law Olmsted, who planned the entire system in 1913. The enterprise is financed by a half-mill levy for a period of five years.

## Des Moines

### Iowa

To the sustained, wide-awake, progressive work of the Civic Improvement Committee of the Commercial Club, and to the recent activities of the Town Planning Committee, Des Moines (101,598) owes the advances she has made in the city planning field. With the reorganization



DES MOINES.—New Capitol Grounds of One Hundred Acres.

The scheme of improvement is closely related to that of the Civic Center on the riverfront. The approach from the west is by a boulevard 120 feet wide, extending from the Civic Center, seven blocks away, to the Capitol.



DES MOINES.—Typical Riverfront View about 1910; State Capitol in Distance, Looking East.

of the Civic Improvement Committee in 1907 and the addition of three architects to its membership, the work of the Committee grew, and the character of its membership changed to such an extent that its duties were eventually merged into those of the Town Planning Committee (incorporated in 1916 under the laws of Iowa). The latter Committee now has in its membership two architects, one landscape architect, and eleven persons in various lines of activity. The secretary of this Committee is Frank E. Wetherell, a member of the American Institute of Architects. The Committee is now working in harmony with the City Commission (in fact, an ordinance has been passed making the Committee, in an advisory capacity, a part of the city administration) and is now carrying on its work under three main divisions:

1. Boulevards.
2. Riverfront improvements.
3. Capital extension.

*Riverfront.*—Prior to 1907 various committees and organizations with civic interests had attempted to lay down a program by which Des Moines could best improve and conserve its natural opportunities, particularly with respect to boulevards and park areas. One architect, purely out of the interest he felt in the subject, made, at his own expense, several excellent plans for a driveway system and riverfront improvements. Finally, deeming that active and concerted action alone would bring tangible results,

the Women's Club secured the coöperation of all of the improvement leagues, the Commercial Club, and the real estate men. They jointly went before the Council in a body and secured the engagement of Charles Mulford Robinson, of Rochester, N. Y., to make a study of the city and report on a rational city plan, particularly with reference to a civic center, the capitol grounds, a park and boulevard system, and the streets of Des Moines. In due time Mr. Robinson's report was submitted. One of the principal recommendations made was that for a civic center on the riverfront, a nucleus for which already existed. The Civic Improvement Committee of the Commercial Club agreed to make detailed studies of Mr. Robinson's proposals and employed Ray Floyd Weirick to assist them. When these studies were completed, the City Council employed Mr. Weirick as resident landscape architect to execute the civic center project and to work on the other improvement plans. When the Civic Improvement Committee first inaugurated the movement for a civic center on the riverfront, both banks of the river were lined with billboards, shacks, and accumulations of rubbish, but, under the impetus given to the work by it, the city has gone steadily ahead with the entire plan. Since the work was begun, four public buildings have been completed on either side, and a Federal courthouse and art museum and municipal court building are in contemplation. Two concrete bridges have been constructed, linking the two sides



DES MOINES.—View of West Riverfront, as It Appears Today from Steps of New Municipal Building.

Two new bridges, at Locust and Walnut Streets, part of the riverfront improvement scheme, are shown; another bridge is now in course of construction.

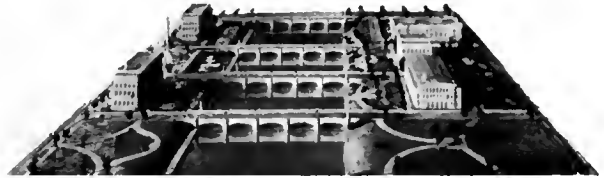


DES MOINES.—Model of Riverfront Improvement and Civic Center, Looking East, Showing Coliseum, Library, Post Office, Municipal Building, and Federal Court.

of the civic center, and contracts for two more have just been let. All the river banks have been graded, river walls have been built, more are under construction, and considerable landscape work has been done. Aside from the contemplated buildings and bridges, the riverfront improvement is about 75 per cent completed and now stands as the greatest accomplishment of the Civic Improvement Committee of the Commercial Club and its successor, the Town Planning Committee.

*Boulevards.*—Three of the architects serving on the Town Planning Committee have been appointed to serve with the City Commissioner of Streets on a Boulevard Commission which is now preparing maps, surveys, and the like, ready for real work when the State Assembly passes the legislation necessary to begin construction. The Commission's program calls for 20 miles of boulevard development. There are now about 800 acres of public park, all of which have been paid for and some of which have been improved. When the time comes the city will improve all of its parks, connect them with scenic boulevards, as provided in the program of the Boulevard Commission, and give to the people a place where they can enjoy the good things of outdoor life.

*Capitol Setting.*—The third notable work in Des Moines is that of the Capitol Extension Commission. The Town Planning Committee is represented on this Commission, the secretary serving as a member of the Commission, so that the work of the two bodies has in a measure been related. The state provided for the purchase of over 100



DES MOINES.—Civic Center and Riverfront, View Looking South.

acres of property surrounding the capitol building. This property has been cleared of obstruction and is now being parked and landscaped. The scheme of improvement is closely related to that of the civic center on the riverfront. The western approach to the new capitol development is by way of a boulevard, 120 feet wide, extending from the



DETROIT.—Proposed Bridge to Belle Isle, the City's Splendid Island Playground. Cass Gilbert, Architect. A monumental structure which the city has an opportunity of realizing, now that the old truss bridge has been destroyed by fire.

civic center, through the city proper, to the capitol building, seven blocks away. Edgar H. Harlan, secretary of the Allison Memorial Commission of Des Moines, has characterized the work of the Capitol Extension Commission as "the most complete seizure of opportunity through public law that an American Commonwealth has recently made."

*The Task Ahead.*—The esthetic side of Des Moines development has been remarkably well taken care of. It remains to secure equal or even better results on the practical side of city planning.

## Detroit Michigan

Probably no other city in America has had the benefit of so much expert advice in city planning problems as Detroit (571,784). Charles Mulford Robinson, Frederick Law Olmsted, E. H. Bennett, T. Glenn Phillips, Cass Gilbert and Arthur C. Comey, not to mention specialists in engineering who have studied specific problems such as transportation, water-supply and sewage, and the like, have made studies and contributed reports on various phases of the Detroit city plan.

*Early Planning.*—Detroit was fortunate in the early days in being built according to a studied plan. When the city was burned in 1805, and while it was still a small heap of ruins, Judge Augustus B. Woodward came from Washington, under appointment from the Federal Government, as Circuit Judge for Michigan. The city of Washington itself had been planned only a score of years before, and

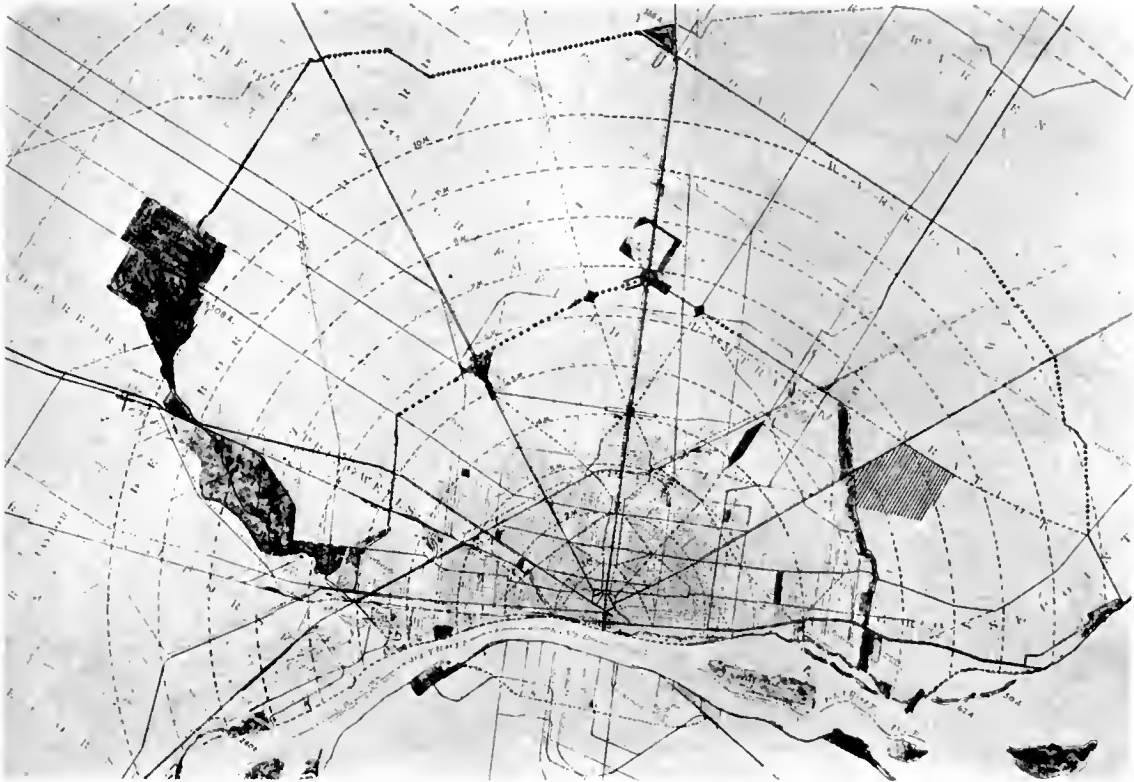
with the vision of L'Enfant's future city of Washington before him, Judge Woodward immediately set to work to draft a plan for the new city according to L'Enfant's ideas. This plan was adopted by the city fathers and used to a large extent in replacing the burned city area. As a result, some of the best-known streets in Detroit today were axes in the plan which Judge Woodward prepared. Woodward Avenue, a great main axis, and Jefferson Avenue, a good cross axis, the Campus Martius, Grand Circus Park, and little parks dotted here and there, framed the Woodward scheme. Detroit suffered a great misfortune in not developing in outlying sections according to the Woodward plan.

*Recent Planning.*—Of recent years, city planning received a great impetus as a result of the activity of the Board of Commerce, and later of the Official City Plan and Improvement Commission, organized in 1910 by ordinance of the City Council. Charles Mulford Robinson submitted a report to the Board of Commerce on "Civic Improvement in Detroit" over a decade ago, and this was followed immediately by a report by Frederick Law Olmsted, which was published in 1905, entitled "Improvement of the City of Detroit." This report was reprinted in 1915, and although now ten years old it deserves a most careful reading by students of city planning. The great civic opportunity, which Mr. Olmsted emphasized in 1905, for the preservation of the Detroit waterfront and for a broad handling of the big problem of city development, is yet unrealized, and the conclusion is borne out in this instance in particular that unless cities do seize the opportunities which expert investigations reveal, they stand a great chance of losing them forever.



DETROIT.—Proposed Two-Level Traffic Separation Scheme at the Terminus of the Proposed Belle Isle Bridge.

Trolley cars from the bridge or the debouching streets, circle the plaza on the surface; automobiles pass down an incline to the subway level and then out.



DETROIT.—Diagrammatic Scheme of Proposed Parks, Parkways, and Encircling Boulevards.

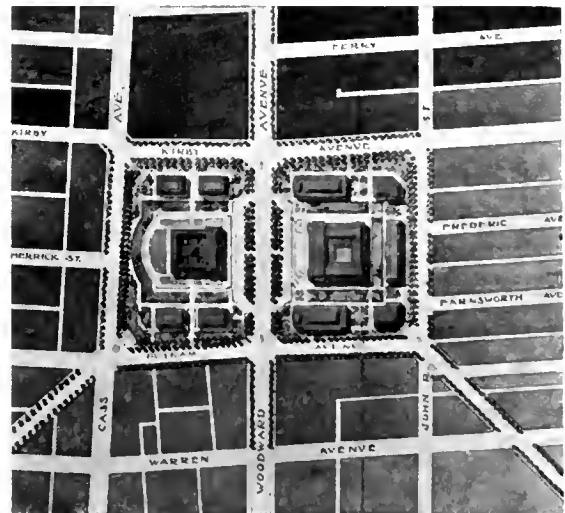
*Civic Center.*—Then, in 1913, came the next significant study in which was forecast a report to be mentioned later. This was the report "A Center of Arts and Letters," published in 1913 and prepared for the City and Improvement Commission by Edward H. Bennett and Frank Miles Day. The report laid down a plan for a great education and art center and discussed its relation to the city plan in general. In accordance with this plan, 29 acres were purchased and one unit in the group, the public library, is under consideration. This marked the first large public improvement undertaken by Detroit since the earliest days of the city.

*General Plan.*—Several notable reports have since been published by the City Plan and Improvement Commission, setting forth the results of studies by various experts. The most important is that made by E. H. Bennett, of Chicago, on a comprehensive preliminary plan for thoroughfares, for the development of the riverfront, for diagonal streets and street widening, and for new parks and connecting boulevards. Of these studies, the largest conception is embodied in the recommendations for the development of the riverfront. Mr. Bennett's scheme has as its fundamental feature a great park along the entire Detroit River as it borders the city of Detroit. His other recommendations are too numerous to mention here. They are to be found in the report published by the City Plan and Improvement Commission, the summary of which is given in the *Journal of the American Institute of Architects* for June, 1915.

*Suburbs.*—One of the most instructive and interesting of the smaller specialized reports published by the City

Plan and Improvement Commission is that by Arthur C. Comey, entitled "Detroit Suburban Planning," which was submitted in May, 1915, and which extends the principles advanced by Mr. Bennett for the central districts into the suburbs and provides a groundwork for the greater Detroit.

*Belle Isle.*—Frederick Law Olmsted's contribution to city planning, in addition to that already referred to above, is to be found in a report entitled "Conditions in Detroit—



DETROIT.—Center of Arts and Letters, in Course of Realization.



DETROIT.—Proposed Civic Center, Adjacent to the Focus of the City's Chief Arteries.

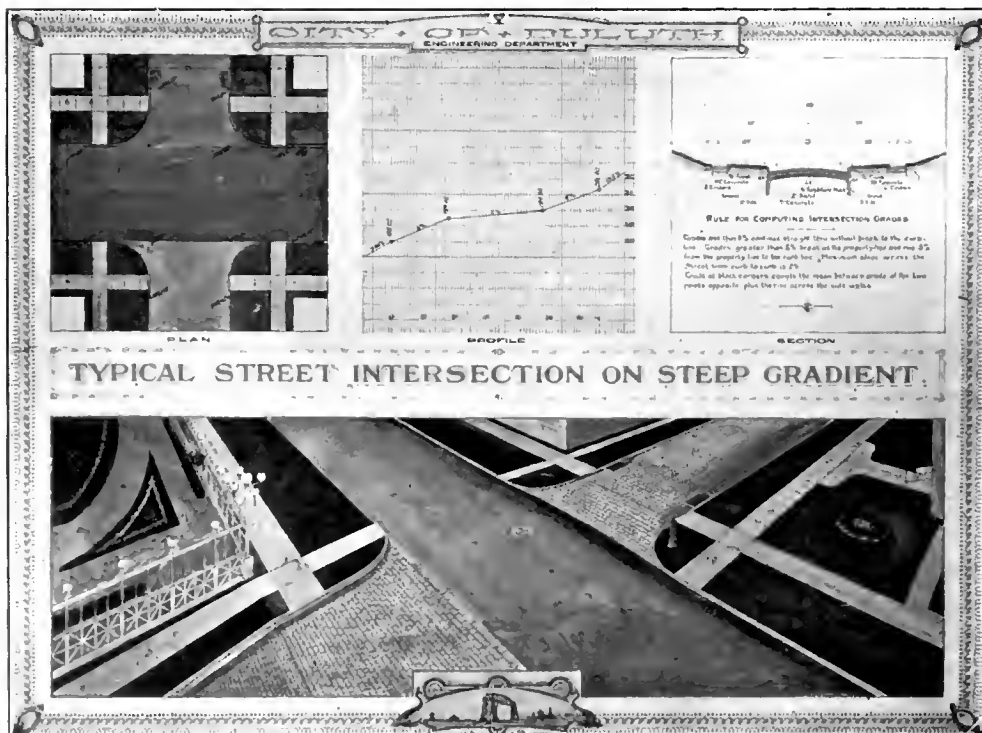
1915," which deals with the landscape features of Detroit's beautiful island park called Belle Isle and with the treatment of her boulevards and small neighborhood open spaces.

T. Glenn Phillips, landscape architect, and secretary of the City Plan and Improvement Commission submitted a report in 1910 on "City Tree Planting," the first published by the Commission, which was revised and again published in 1914.

The Board of Commerce, the Michigan Chapter of the American Institute of Architects, and the Detroit Society of Civil Engineers have been particularly active in pushing the city planning movement, but Detroit is more than ordinarily fortunate in having a chairman of its City Plan and Improvement Commission, Charles Moore, an honorary member of the American Institute of Architects, whose name is associated in a big way with one of the outstanding achievements in city planning in America, viz., the work of the Senate Commission on the Improvement of Washington.

## Duluth Minnesota

The City Planning Committee of the Commercial Club of Duluth (94,495) has for several years been an active promoter of better planning for the city. In 1916 it was reorganized as a committee of twenty-five members and divided into subcommittees. This Committee has prepared a number of maps of fundamental character and has undertaken the study of certain pressing problems, the solution of which, as proposed, will, it is thought, articulate properly with such future planning as may be undertaken on comprehensive lines. The Committee has been quite fortunate in establishing a certain degree of coopera-

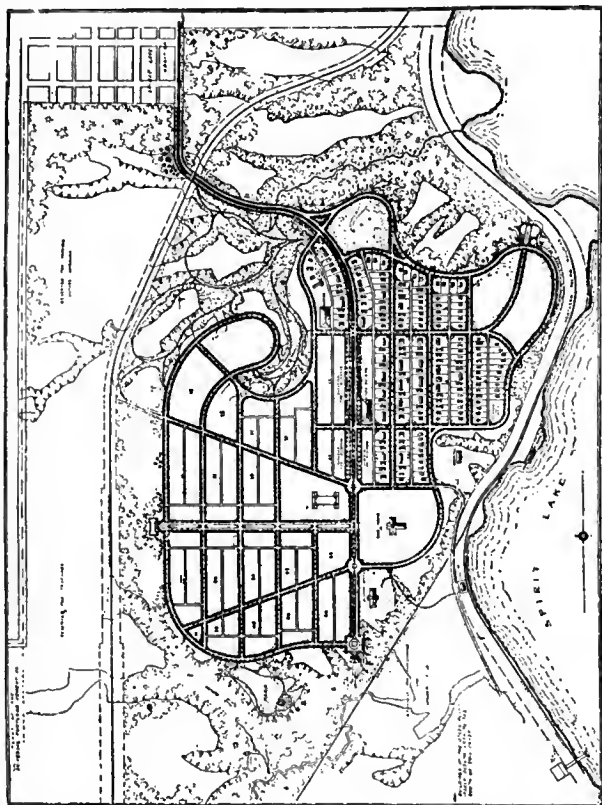


DULUTH.—Typical Street Intersection on Steep Gradient in a Hilly City; a Scientific Study of a Basic Street Problem.



tion between all parts of the city by adopting a scheme for a coöperative census, in which children of the schools and young people in the high school served as enumerators.

*Connecting Upper and Lower Towns.*—Duluth is a long, narrow hillside town, ascending abruptly from the shores of the Lake and Bay of Superior. The hill on which the city is placed comes down to within a half-mile of the bay front, over the bold, rocky shoulder that cuts the city into two. On either side the slope gradually decreases until there is a gentle acclivity from 1 to 2 miles wide, in which a population of five or ten times the present proportions



DULUTH.—Plan of Morgan Park, an Industrial Town of the Minnesota Steel Company, Showing how the Housing Areas are Separated from the Factory Location by Broad Parked Strips.

could find easy room. The engineering problem is to bridge this point of rocks economically. The highways in the central portion of the city have been designed without regard to topography or ease of communication. W. B. Patten, a member of the City Planning Committee, who was formerly City Engineer of Duluth, has planned a system of diagonal arterial highways, ascending the hill above referred to, and linking certain proposed main and secondary centers near the waterfront with the land lying some distance inward. This plan was published in *Engineering News* of October 5, 1916.

*Union Terminal.*—The Committee is also studying the terminal problem. Duluth is fortunate in this respect, in that the railroad terminals were, by the conditions of the site, necessarily forced into one area, and the inadequacy

of this area to accommodate all of them in separate terminals made one joint terminal the only practical solution. The natural contour of the grounds at the point in question is such that the tracks must be located 20 feet below the level of the main business street, so that Duluth has only to run its streets over the tracks through the entire wholesale and terminal district. Eventually it may be possible to have two track-levels, spanned by viaducts in the central district.

*The Plans.*—Briefly the larger work outlined by the city planners in Duluth is to provide an adequate street system, a comprehensive park system, and further unification of railroad terminals. The leaders in the City Planning Committee of the Commercial Club are Francis W. Sullivan, Chairman, W. B. Patten, former City Engineer, and J. S. Pardee, assistant secretary of the Commercial Club.

*Housing.*—Reference to Duluth's accomplishments would not be complete without mention of the new industrial town called Morgan Park, laid out in 1915 for the Minnesota Steel Company, a subsidiary organization of the United States Steel Corporation. This development is described in *The American City* magazine for February, 1916.

## Durham North Carolina

A campaign for city planning was recently opened in Durham (25,061). On October 5, 1916, the Housing Committee of the Chamber of Commerce was organized; on January 15, the Board of Aldermen appointed a committee to consider the employment of a city planner, and on January 17, 1917, the Chamber of Commerce appointed a City Planning Committee. W. J. Griswold is chairman of the first of these committees, M. E. Newson, Jr., is chairman of the Aldermanic Committee, and T. B. Fuller is chairman of the City Planning Committee of the Chamber of Commerce. No special ordinances have been enacted, and no funds appropriated up to this time. John Nolen, of Cambridge, Mass., addressed a meeting of interested citizens in February of this year.

*Housing.*—Hill C. Linthicum and H. Colvin Linthicum, architects, have furnished plans and specifications for moderate-priced homes, which the Chamber of Commerce is distributing. Recently the latter organization has offered a prize to architects in North Carolina for plans and specifications for moderate-priced homes, the architects serving as a jury with a member of the Chamber of Commerce. Designs are to be in by the first of April, 1917.

*Other Plans.*—A number of people in Durham are urging the adoption of zoning measures which will restrict industrial plants to specific areas. Durham is also making a serious effort to improve her park and playground system which at the present time does not conform to the better standards set by some other cities of the same size. At the present time a charter amendment is being pushed which will permit comprehensive street improvements involving an expenditure of over \$1,500,000. For this work, competent expert advice is being sought, and it is more than likely that a city planner and traffic expert will be employed sometime soon.

## East Orange New Jersey

The City Planning Commission of East Orange (42,458) was appointed early in 1916, under the New Jersey Act (Laws of New Jersey 1913, Chap. 72). Col. George P. Olcott is chairman of the Commission. In September, 1916, George B. Ford and E. P. Goodrich, of New York City, were engaged to make a preliminary survey on which to base a comprehensive city plan.

*History.*—Prior to 1860, East Orange was a part of the town of Orange, but, at that time, disagreement over taxation matters and municipal policy arose among the people of Orange, and three large sections of outlying territory separated from the old town and organized themselves into separate political units, now known as South Orange, East Orange, and West Orange. When East Orange withdrew from Orange to be a city with independent government, she took 4 square miles of rolling meadow land, stretching the length of Orange and away to the Newark border. In this section the old roads and streets were already built with comfortable and often luxurious homesteads, set in the midst of spacious gardens and well-kept lawns. Many of these houses are still the landmarks of the older town and lend what distinction there is to the modern city.

*The Problem.*—The population of East Orange, at the time of its separation, in 1863, was about 3,000 chiefly



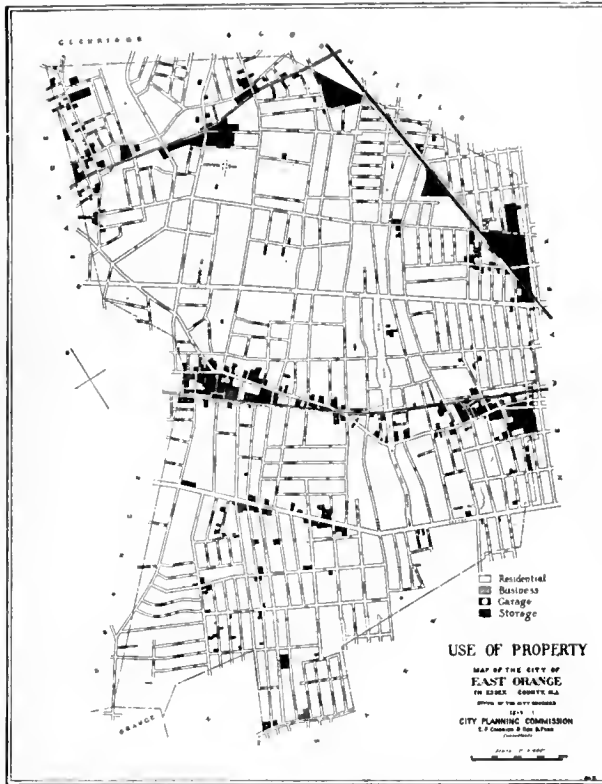
EAST ORANGE.—Entrance to Municipal Playground.

The area in the foreground was a swamp when purchased in 1907.

well-to-do or wealthy families identified with the early growth of the community. From that time to the present its growth in newcomers has been rapid and steady, until its newly built-up rows of single and two-family houses, apartments and tenements, stretch in more or less compactly built areas to the Newark borders. Its population today is nearly 43,000, largely made up of commuters to New York and Newark. There is probably no suburb of a large city where families of moderate income can find a wider choice of comfortable and convenient small homes with air, sunshine, and adequate elbow-room. The growth of the town, however, has been so rapid and its natural development so seemingly prosperous that certain unforeseen dangers have been allowed to develop into conditions really serious from the standpoint of the permanent prosperity and health of the city. No precaution has been taken to reserve sufficient park space for present enjoyment or for future need, or to restrict the encroachment of speculative building in districts in which handsome residences, demanding space and privacy, prevail. Much of the speculative building, while doubtless of sanitary excellence, has little architectural charm or individuality and is bound to depreciate surrounding property values. Moreover, in a community where the possibility of housing its people in individual homes is nowhere nearly exhausted, it is shortsighted to allow the rapid construction of tenements which can only be a menace to the city's future social health. East Orange at present has 369 congregate houses. A certain number of these on the better streets may now be classed as higher grade apartment houses, but many of these are so flimsily built that they must in a few years deteriorate to cheaper and less fastidious use.

A Report on Housing Conditions in the Oranges, covering some of the matters referred to above, was made and submitted in 1915 by Edith Rockwell Hall, Field Secretary of the Civic Committee of the Woman's Club of Orange, New Jersey. The Report calls attention to the growing Italian district in the Elmwood section of East Orange as a section likely to develop slum conditions. The Report urges the appointment of a permanent housing committee for all of the Oranges, the functions of such committee being to secure better living conditions in the community, to arouse interest in securing a comprehensive city plan upon which to base a harmonious development of the whole community, looking ahead to the needed reservation of park spaces, necessary building restrictions for given areas, extension of transportation facilities, creation of community centers, and the like.

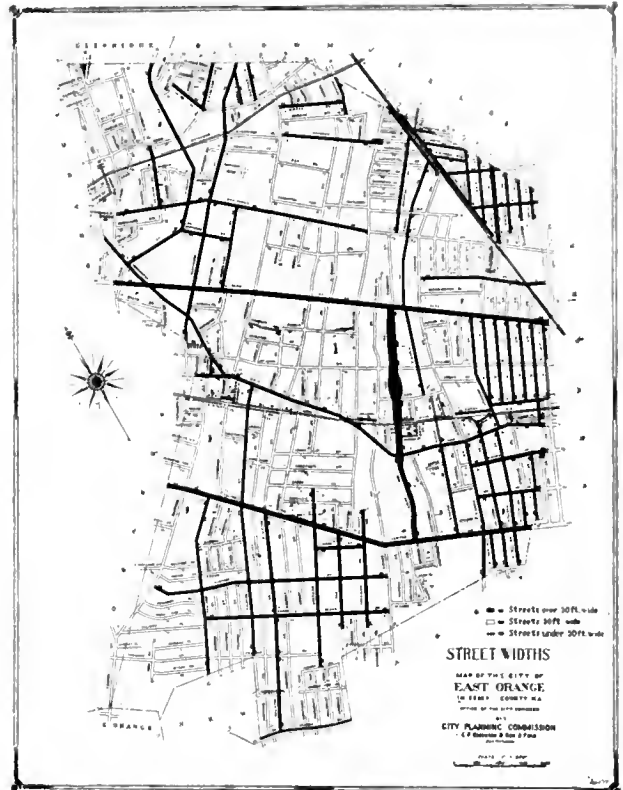
*The Survey.*—In taking up their work for the City Planning Commission, in 1916, Messrs. Ford and Goodrich made a pedestrian survey covering practically all of the streets of the city. They conducted their work on the principle that if a man is going to make recommendations about the way a city ought to go, the obvious thing to do is to know the town and to know it thoroughly. Their observations were noted in the field. Special study was made of the traffic on the main street and around the principal railroad station. They made also a careful investigation of sites for a new city hall, with estimates of what each possible solution would cost. They have given attention to the elimination of grade crossings on the two



EAST ORANGE.—Fundamental Data for City Planning; Use of Property Maps, of Special Value in Devising a Districting Plan.

railroad lines serving the city and the better handling of street details and street lighting; to the rounding out and extension of the parks and playgrounds; to the prevention of unsanitary conditions and the correction of existing housing evils; to the possibility of restricting the use of property by zoning and along the lines which are proving so popular in New York City. In short, their program of work was framed, not with a view to making a number of recommendations for the spending of large sums, with a consequent increase in the tax rate, but rather to determine how the city might possibly spend to better advantage the sums which are raised each year for municipal improvements. Their whole scheme of work at the present is toward the preparation of a preliminary report—a form of stock-taking—so the citizens of East Orange can see where their community stands in respect to city planning, as compared with other towns of about the same size. The detailed recommendations for actual improvements will come later.

*Data Maps.*—In presenting the data which they have collected, a number of large-scale maps have been prepared, made so as to be easily reproduced in newspapers and magazines. On one map they are showing all the street grades that are over 5 per cent. This information is of value in the determination of a system of north and south thoroughfares. On another map they are showing the street developments so that, in working out suggestions for thoroughfares, advantage can be taken of the best



EAST ORANGE.—Fundamental Data for City Planning, of Special Value in Studying Improvements in Thoroughfare System. Street widths of over 50 feet are shown in black.

paved streets. On another map they are showing by heavy black lines all streets with a width of over 50 feet. On another map they have indicated (with one dot for every twenty-five people) the distribution of population. This is of value in ascertaining the possibilities of spreading the population and in determining the need of transit lines and the like. Another map shows the through automobile, trucking, and transit routes. These show, graphically, how circuitous are the routes some of the traffic must take. On another map they are showing freight facilities from which one can, by comparing with the information that other maps contain, determine whether the freight terminals are conveniently located. On another map they are showing the characteristics of the use of property; on another, the height of buildings; on still another, the proportion of lot which the buildings occupy; and on another, the character of building material used. Many of the last-mentioned maps are essential to any plan for districting or zoning the city. The whole report will be published by the Commission during May or June, 1917.

## East St. Louis Illinois

The term "east side" has become almost synonymous with social and civic problems. St. Louis applies the term to the string of towns sprawled along the opposite

bank of the Mississippi River, and it is appropriate in its civic as well as its geographical connection.\* These Illinois towns are linked to the larger city by four big coupling-pins—the bridges across the broad, brown Mississippi. Directly facing St. Louis, and as close to the river bank as a network of railway terminals will permit, is an agglomeration of business buildings, dwellings, and industrial plants. This is East St. Louis (74,078), linked to the city proper by two bridges on its northern edge.

*Essential Social and Civic Unity Should Be Recognized.*—East St. Louis and her neighboring towns are “out in the cold,” so far as the civic plan and social progress of St. Louis are concerned. Of course there is little initiative on the part of these communities to “join in,” and the inspiration which St. Louis extends to its western suburbs—identified with it in the same county and state governments—is entirely lacking in its relation to the east-side towns, whose volume of business and industrial output nevertheless it now claims as swelling the greatness of the St. Louis district. Naturally, the broad river and the state boundaries break the identity of interests depending upon state, county, or municipal legislation. It is easy, therefore, to understand why a city plan for St. Louis and its environs has nothing to do with the region across the river, although it does not fail to present detailed schemes for the growth and improvement of areas much farther distant on the western side. Yet arbitrary governmental boundaries of political units almost fade out in our modern conception of the “industrial district” or “metropolitan area” and its development as a whole. The essential social and civic unity of the same district should similarly be recognized. Much might be gained through cooperating and coordinating action on the part of the several governmental authorities having jurisdiction in such a “district,” and on the part of the volunteer social and civic agencies concerned.

*Comprehensive Park Plans.*—While East St. Louis could gain by working with the bigger city on the other side of the river on large problems of civic improvement, she has shown surprising foresight and determination to grapple with her own civic problems in an intelligent way by engaging Geo. E. Kessler, of St. Louis, to prepare comprehensive plans for a park and recreation system.

## Elizabeth New Jersey

The Chamber of Commerce of Elizabeth (86,690), of which Vance C. Roberts is secretary, is at the present time advocating the appointment of a city planning commission by the Mayor. It is probable that the appointment will be made in the near future. The Chamber is also taking up the housing problem with a view to securing needed homes for employees of industrial plants in Elizabeth. The study and improvement of existing housing conditions is in the hands of a standing committee of the Charity Organization Society, organized in 1914. No funds have been provided for the committee, and no definite policy is being pursued at the present time.

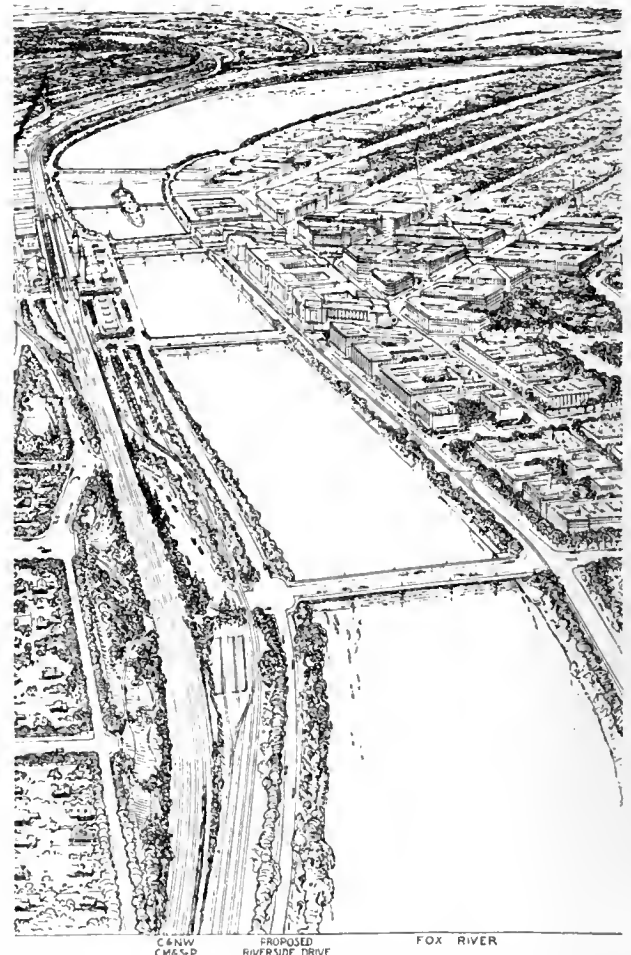
Recreation is in charge of an official commission, of

\*See “Satellite Cities,” by Graham R. Taylor, D. Appleton & Company, 1915.

which Mr. Otis is secretary. The Board of Public Works has within their jurisdiction the park and boulevard system. Funds for its development are furnished by the city administration. No public markets have yet been erected, but the Housewives' League, in cooperation with the Bureau of Markets of the State Agricultural Department, is planning to inaugurate such a market in the near future. The adjustment of railroad facilities, the improvement of the waterfront, and the execution of street improvement are in the hands of the Board of Public Works. The Chamber of Commerce and the city administration are actively engaged in securing better and more convenient trolley transportation service. A civic center plan is being jointly studied by the Chamber of Commerce and the city administration.

## Elgin Illinois

Early in 1916 the Elgin Commercial Club of Elgin (28,203) secured the services of E. H. Bennett, of Chicago, to make a comprehensive survey and plan for the city.



ELGIN.—The Two Dominant Features of the New City Plan are the Treatment of the River Banks and the Reorganization and Simplification of the Railroad Lines.

This action was made possible through the generosity of Charles L. Hulburd, president of the Elgin National Watch Company. Mr. Bennett presented his plan in the latter part of 1916, and immediately an unofficial City Plan Commission, composed of eleven working groups, was organized. Each group consisted of a committee charged with the solution of one of the several problems given consideration in the report of Mr. Bennett. The City Planning Commission, composed of more than 100 representative men and women, is backed up in all of its work by the Elgin Commercial Club, through whom the Commission came into existence. Large public gatherings have been addressed, and slides of the drawings are being screened in the moving-picture theatres. A very attractive booklet of fifty pages has been published, giving the details of the plan, and this is being used by the Committee on Publicity in bringing the recommendations to the people of Elgin.

*Commission Advisory Only.*—As the state of Illinois has no city planning legislation authorizing the appointment of a city planning commission, or in any other way aiding city planning movements, the Elgin Commercial Club is making the plan of Elgin the people's movement and is appealing to community interests to carry out the features of the plan. An effort is being made to secure the coöperation of the City Commissioners, the railroads, the interurban lines, and the people generally in the execution of the plan.

*The Plans.*—The plan of Elgin makes no attempt to

paint a future of extraordinary development but deals with normal conditions of growth and considerations of fineness and real worth, rather than mere size. The two dominant features of the plan are the treatment of the river banks and the reorganization and simplification of the railroad lines. Taken together, they present a great opportunity for Elgin to set a standard of improvement and to remove from its future the menace of intolerable conditions prevalent in cities of larger size. The control of industrial development by districting, the establishment of a civic center on the heights overlooking the river, the cutting and extension of streets in a moderate degree, the building of new bridges, and the rounding out of the park and playground systems are briefly treated.

## Elmira New York

A City Planning Commission was organized in Elmira (38,121) on August 1, 1916, under the New York law for second-class cities (Chap. 699, Laws of 1913). Funds have been provided by the city for organization purposes, and the city authorities have expressed their intention of making ample provision for the future work of the Commission as it develops. A bill enlarging the area over which the Commission will have jurisdiction is now before the legislature. This will give the Commission control over territory lying 3 miles beyond the city limits.



ELMIRA.—Rorick's Glen Park, the Center of the City's Outdoor Recreational Life.

To make future provision for such features of community life and to broaden all lines of the city's development, a Planning Commission has just been appointed and is about to draft a comprehensive plan.

*Recreation.*—Elmira has seven parks, with an area of 100 acres, paid for by public funds, with one exception. Playgrounds were developed in schoolyards in four of the city schools in the past year, and they are in charge of a supervisor. A 17-acre plot has recently been purchased for an athletic field, to be used by pupils of the high and grammar schools of the city. The Rotary Club has undertaken to provide skating-ponds and rinks in the public parks and upon the river.

*Other Improvements.*—The Chamber of Commerce, which has supported the movement for city planning, has recently, through its Home Building Corporation, laid out a plot of 150 lots and has erected fifty houses with all modern conveniences. Immediately adjacent to this housing development, a park of 20 acres has been donated. The plans for the development of this area, which are about to be carried out, provide for a boulevard a mile in length, surrounding a lake—the chief feature of the site. No definite plan for a civic center has been devised. All of the public buildings are located within an area covering three blocks. A building code has been prepared and submitted to the Common Council, and its adoption is pending.

Philip E. Lonergan is secretary of the City Planning Commission. The Chamber of Commerce, the Mayor, Harry M. Hoffman, and J. H. Pierce, fellow of the American Institute of Architects, have actively supported city planning.

## El Paso Texas

Promotional work for city planning in El Paso (63,705) has been largely in the hands of an organization known as the Civic Improvement League, organized, but not incorporated, in 1906, and supported by private subscriptions. Agitation by the League for the parking of streets

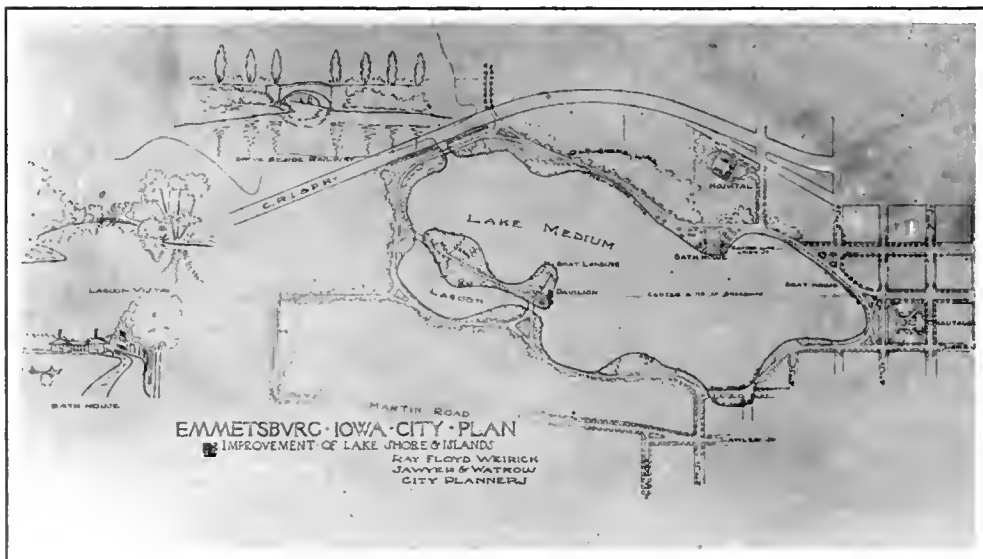


EL PASO.—Residence Street Parking.

was so successful that efforts were directed to securing an increase in the number of neighborhood play-places and breathing-spots. This resulted in the city's acquiring a number of such places in districts formerly unsupplied. The Civic Improvement League now has in mind the conversion of several miles of the riverfront, used for commercial purposes, into a public recreation park. There are now fourteen parks within the city limits, having a total area of 143 acres, paid for by assessment on abutting property. This is, however, much too small a park area for a city of this size. The city has 12 miles of park streets, and agitation is now on for the construction of a boulevard around the rim of a high mesa to the northward of, and overlooking, the city. If this proposal is carried through, El Paso will possess one of the most attractive scenic driveways in America.

*Railroads.*—One of the most pressing problems today is the removal of the railroads from the heart of the city. El Paso is practically divided into two sections by these. So far, the only result of attempts to improve the situation has been an offer by the railroad to remove the grade crossings along this portion of their lines.

*Streets.*—Housing, community work, improvement of transit lines, and other phases of city planning are receiv-



EMMETSBURG.—Portion of City Plan Showing Park Treatment about the Lake.

ing some attention. One of the projects in which the citizens are most interested is the extension of Oregon Street and the principal business streets of the city into Juarez, Mex., over an ornamental international bridge.

The architects in the city have had much to do in creating favorable public sentiment for civic improvements and city planning. A number of them have already submitted plans, more or less comprehensive in character, for large areas in the city. Edward Kneezell, a member of the American Institute of Architects, is prominently identified with this work.

## Emmetsburg

### Iowa

Emmetsburg, a city in Iowa of less than 3,000 population, affords an unusual illustration of the value of town planning for the smaller communities. There the movement had its inception at a meeting of the Emmetsburg Commercial Club, in February, 1914, when a committee was appointed to devise a plan for future action. After an active campaign this Committee raised, among the various boards and organizations in the city, funds sufficient to employ advisers. The City Council, in May, 1914, passed an ordinance creating the Emmetsburg City Plan Commission. Ray Floyd Weirick, landscape architect, and Sawyer and Watrous, architects, all of Des Moines, were appointed to prepare the town plan. A survey of the town was made, and after a careful study of local conditions, plans were prepared by the advisers and officially adopted. The new plan contemplates improvements cov-

ering a period of fifty years. The plan gives special consideration to the creation of civic, recreation, and educational centers, and to the development of a lakefront park.

*Results.*—Many of the proposals have already been carried out, and others, requiring more time to complete, have been begun under the most auspicious circumstances. The entire enterprise stands as a most inspiring example of what the small town and village can do in the way of initiating town planning and carrying it to a successful issue.

## Erie

### Pennsylvania

Plans for the extension and improvement of Erie (75,798) were prepared in 1913 for the Chamber of Commerce and Board of Trade. Those portions of the plan having to do with the street system, the railroads, waterfront, building development, and open spaces were drafted by John Nolen, of Cambridge, Mass.; with street transportation facilities, by E. P. Goodrich, of New York, assisted by F. Van Z. Lane; and with the development of commerce in Erie by Henry C. Long, of Boston. The legal aspects of the plan were presented by a subcommittee of the City Planning Committee. About \$5,000 was contributed by what is now the Board of Commerce and by various private citizens for the preparation of the plans and the report thereon. The publication of the report occurred simultaneously with the appointment of the official City Planning Commission (under provisions of the law for third class cities signed by the Governor on July 16, 1913). In attempting to accomplish results along the lines



Courtesy The American City

ERIE.—General Plan of 1914, Showing Proposed Park System (shaded) and Thoroughfares and Parkways.

The original street plan of Erie was made in 1795 by Andrew Ellicott, the man who completed the plan of Washington, D. C., on the designs of L'Enfant.

outlined in the report, friction arose between the city government and the City Planning Commission, particularly when efforts were made by the local friends of city planning to have a bill passed in the state legislature making mandatory the assignment to the Planning Commission, of a small annual assessment on the city's taxable values, thus giving larger opportunities to cities of the third class to carry on their investigations. The official commission resigned in 1915, but efforts are again being made by members of the Board of Commerce to put city planning on a stable footing in the city. The influence of the National City Planning Conference has been a factor in this new movement.

*Housing and Parks.*—Some industrial housing work has been accomplished by the General Electric Company of Erie. The existing housing laws, however, are out of date. Erie has now but a meager provision of open spaces, even for its present population.

*Engineering Work.*—In transit and transportation, plans for a new union station are under way and grade crossing elimination is now being carried out. One public dock was constructed several years ago to take advantage of a wonderful bay and waterfront which has never been adequately developed. A \$1,000,000 project was started late in 1916 for lifting the flood menace from Mill Creek. The plans, which are now well under way, provide for the carriage of the waters of the creek in a concrete conduit 2 miles long.

*Good Original Plan.*—The original street plan of Erie was made in 1795 by Andrew Ellicott, the first Surveyor General of the United States and the man who completed the city of Washington on the designs of L'Enfant. The streets in the portion of the city laid out according to his plan are platted on a rectangular system. They are generally of good width, the principal thoroughfares being 100 feet wide and the majority of other streets 60 feet wide. All streets run either parallel with or at right angles to the lake shore. The blocks are about 330 feet by 660 feet. Notwithstanding Ellicott's familiarity with the plan of Washington, no radial or diagonal streets were included in the original city plan. The streets are most numerous in the direction in which traffic is greatest. Beyond the limits of the original city, control of the location and width of streets has not yet been exercised in the interest of a good plan. The serious evils of this lack of control are already apparent.

## Evanston Illinois

A comprehensive city plan has now been made for Evanston (28,591) and was published in March, 1917. This plan is a work of the City Plan Committee of the Small Parks and Playgrounds Commission of Evanston, Illinois. The Committee was appointed in the spring of 1916 and has been working for the past year on the plans. They include a complete playground, park, and boulevard system and provide for adequate railroad station buildings and approaches, bridges, waterfront development (with lagoons and pleasure harbor), street widening and extension, the platting of new districts and a civic center.

The report has been presented to the City Council of Evanston for its adoption and will be widely distributed locally. The work has been supported by a private subscription. Messrs. D. H. Burnham II, Hubert Burnham, Thomas E. Tallmadge, and Dwight H. Perkins, members of the American Institute of Architects, have given professional advice and assistance in the preparation of the report.

## Evansville Indiana

Housing reform, under the able leadership of Mrs. Albion Fellows Bacon, is the subject of the outstanding civic advance in Evansville (76,078) in recent years. Mrs. Bacon has not limited her activities to her own town but has waged a campaign for housing reform throughout the state, and it was largely through her energy and enthusiasm that the present Indiana State Tenement House Law was put on the books. The law is well enforced, and health officers now have control of all dangerous and unsanitary dwellings. In Evansville, since these laws were put into effect, 300 old houses have been torn down and streets are being cut through the old rundown sections of the town, chiefly where the negro quarters are located and where the streets and alleys run into dead ends and pockets.

*General City Planning.*—However, city planning, strictly speaking, has never received any general attention. Furthermore, in March, 1917, with the defeat of a bill introduced into the state legislature, providing for the appointment of planning commissions in cities and towns, city planning has received a serious setback. The forward movement has begun, however, and there is a strong presumption that the bill will pass the legislature at its next session in 1919.

*Subdivisions.*—Forest Hills, a restricted residence district, is the most interesting example of a local development with town planning interest. Roads have been adapted to the contour of the land, and much of the wooded land in the site reserved for park spaces.

*Parks.*—There is a large stadium, the largest in that section of the country. It is located in a public park which is also provided with recreational facilities, such as wading- and swimming-pools. Another park along the riverfront, called Mesper Park, a beautiful oak forest, is being carefully improved, and in the center of the city is another attractive open space, Bayard's Park. An Art League, now in its infancy, is laying out a program for the improvement of details of the existing plan. The parks are in charge of the Park Board, of which Gilmore Haynie is president.

## Everett Massachusetts

The Planning Board of Everett (39,233) (appointed under Chap. 494 of Massachusetts Acts of 1913) has found its chief opportunity for service in educating the public in city planning. In this effort it has laid special stress on work among the school children. John Nolen, of Cambridge, Mass., has lectured on city planning, at the request of the Board, before interested people in the city.



*Technical Work.*—The Board's technical work has included the collection of data on unsanitary conditions in tenement or rundown districts and on the distribution of open spaces and unused areas. It has made recommendations covering the planting of street trees, the redemption of disease-breeding spots, the control of unsightly billboard advertising, and the provision of more ample facilities for recreation. It has consulted with the officials of the Boston & Maine Railroad in an endeavor to secure their cooperation in improving conditions at the railroad station fronting on the city's chief thoroughfare.

## Fall River Massachusetts

No work on comprehensive city planning has yet been attempted in Fall River (128,366). In 1912 "A Survey of Housing Conditions in Fall River" was published. The Committee in charge of this survey stated that its desire was to ascertain general conditions rather than to find startling abuses. The Committee therefore studied sections rather than houses and recorded both sanitary and unsanitary conditions, basing its conclusions upon averages and not what might be found in individual dwellings. The areas covered by this report contained houses in which less than 5 per cent of the entire population lived. Some activity followed the publication of the housing activities report, and some of the worst conditions were improved.

*River Pollution and Industrial Problems.*—The Quequechan River, along which many mills in Fall River are located, has been allowed to decline to such a condition that the mills can make only partial use of the river and of the great storage capacity of the ponds. Further, the river itself has been polluted to such an extent that it is a nuisance and a menace to the welfare of the whole community.

As the result of long agitation by the Chamber of Commerce of the city, the state legislature in 1913 authorized Fall River to appoint the Watuppa Ponds and Quequechan River Commission. This Commission subsequently retained Messrs. Fay, Spofford & Thorndike, of Boston, as consulting engineers. As the result of their joint report, the city bids fair to accomplish some remarkable civic improvements.

*A Novel Three-Level Conduit.*—The novel feature of the plan devised by Fay, Spofford & Thorndike is a three-level conduit to run from the sand bar to the Watuppa Dam. It has three distinct functions: the lowest channel carries cold water and is the foundation for the other canals; hot water from the condensers is returned to the pond in the upper channel; the middle channel is used for surface or storm water from the adjacent shops, and a separate sewer is installed alongside the cold-water channel. With these proposed improvements the mills will have available a supply of clean, cold water, almost unlimited in extent. The conduit will supply from two and a half to three times as much water to the mills as they use today. The hot water returned to the pond will have the oil separated from it before it passes into the pond.

*Financing the Improvement.*—The engineers estimate the cost of construction at \$2,600,000. This amount includes not only the cost of building the required conduits but the cost of filling in the entire area of the Quequechan flats. It does not include the items of damages and general expenses, but it is estimated that these will be offset twice over by the value of the filled flats remaining in possession of the city when the project is completed. As a further reduction, a part of the expense is assessable upon interests especially benefited by the undertaking. The net estimated expense to the city, therefore, is less than \$1,250,000.

*Reclamation Possibilities.*—The usable land reclaimed from the present shallow submerged river banks includes about 146 acres and is particularly suitable for manufacturing plants. It is expected that this new land will attract to Fall River industries of varying character, thus changing somewhat the industrial complexion of the city from one in which practically everything is devoted to cotton manufacturing. This would act as a sort of balance-wheel and make the city less dependent for its general prosperity upon the state of the cotton market. The improvement of the sanitary conditions, so greatly needed, will benefit not only this particular locality, but the entire city as well.

The execution of an enterprise of such magnitude as this, effecting the transformation of an unsightly and unsanitary district into one exceptionally well fitted for industrial and civic development, will demonstrate the progressiveness and breadth of view of the city of Fall River. The report of the Commission is now in the hands of the City Council.

## Fitchburg Massachusetts

A preliminary study of the thoroughfare system of Fitchburg (41,781) was made by Arthur Coleman Comey for the Municipal Development Commission, established under the provisions of Chapter 327 of the Massachusetts Acts of 1913. This Commission was organized in June, 1913, with Alvah M. Levy as chairman, and it has made three annual reports to date. Its functions, according to the law under which it was organized, are very broad and include investigations in city planning and, particularly, such as relate to highways and traffic.

*Scientific Study.*—With insufficient financial support, its first two years were devoid of any real accomplishments, but with the employment of Mr. Comey, studies and plans were made which included the development of property, the distribution and density of population, the range of assessed land values, and the thoroughfare system. Mr. Comey submitted his report on November 30, 1915, under the title of "A Preliminary Plan of the Thoroughfare System of Fitchburg, Mass." His report is chiefly valuable in that it illustrates many of the newer methods which have come to the front within the last three or four years for studying problems of city extension. He has based his recommendations for new thoroughfares on fundamental data which he has compiled and charted on large maps, copies of which are published with

his report. He has sketched briefly Fitchburg's traffic needs and has outlined in a broad way those things which will serve as a basis for more intensive study.

## Flint Michigan

The interesting story of what has happened to the city of Flint (54,772), "a village grown over night into a city," is told by John Ihlder, in *The Survey* of September 2, 1916. As a village it had "wide, tree-shaded streets lined with comfortable frame houses separated by yards." Today the automobile industry has added nearly 50,000 people to the 13,000 of fifteen years ago, and there has developed the inevitable acute rise in land values, with a corresponding shrinkage in the size of lots and dwindling in the size of rooms. This in turn, means the inevitable necessity of crowding more people into the smaller rooms, with a corresponding lowering of human standards. There is, it is said, indignation over the hundreds of flimsy shacks and a welcome for the so-called "improvements," in the form of apartment houses, which parade impressive fronts, borrow their light and air from their neighbors, and hide dark rooms. "Flint looks at the outside."

*City Planning Begun.*—We all know the rest of the story. It does not distinguish Flint, except in the rapidity of the process. It is the process which ever accompanies centralized industry. Without attempting here to place the responsibility for the conditions in Flint, it is sufficient to note that Flint is beginning to see a new light, and under the leadership of disinterested public-spirited citizens, the people of Flint are going to plan for a future city that will measure up to a higher standard of civic worth.

Early in 1917 the Common Council adopted a report of its City Planning Committee (consisting of a subcommittee of the Council, acting with three members of the Flint Board of Commerce), which Committee, after an extensive study of the needs of the city with respect to its future growth recommended definite action toward preparing a city plan and building according to it in the future, and the employment of two experts to prepare a comprehensive plan for the Flint of the future, namely John Nolen, landscape architect, of Cambridge, and Bion J. Arnold, engineer, of Chicago. J. Dallas Dort was chairman and Rev. J. Bradford Pengelly, secretary, of the joint committee of the Board of Commerce and the Common Council.

A special election has since been held at which the people of Flint were asked to vote on an amendment to the city charter, providing for the appointment of a city planning commission. The question submitted was:

"Do you favor creating a city planning board who shall have power and whose duty it shall be to consider and report upon the plan of all new public ways, parks and streets, openings, vacating and closing of streets, lanes, and public places, the design of public buildings, bridges and other public structures, and of the extension of pavements, sewers and water-mains, the approval of all plats and subdivisions and of all other public improvements in the city of Flint."

By a large majority the people voted in favor of the amendment.

## Fort Smith Arkansas

The Noon Civic Club of Fort Smith (28,638), organized in 1911, is the active supporter of city planning. The Business Men's Club, the Advertising Club, the Rotary Club, the Motor Club, and the Park and Playground Association are also backing the city planning movement.

Recently a number of slum properties have been removed to improve sanitary and housing conditions; plans for repaving and for the construction of a bridge across the river to Oklahoma are being drafted; ornamental street lighting is being carried out; and grade crossing elimination is under way.

Recreation and playground work is in charge of the Y. M. C. A. and School Board, and vacant lots, schoolgrounds, and certain buildings are used for this purpose. Community center work is conducted at the high school and in one of the grade schools. Three hundred acres of parks have been set aside, and part of a 35-mile boulevard system around the city has been completed, the land being given by the city and the actual cost of construction being paid by the county. Two waterfront parks are to be built according to plans now prepared. An important commercial waterway can be made of the Oklahoma River when dredged. There are no public or model private retail markets, but four or five good wholesale terminal markets, handling all classes of food supplies, are conducted under private management.

Improvements are financed through "improvement districts," and a new state constitution will give cities an opportunity to finance their civic improvements by means of long-term bonds.

## Fort Wayne Indiana

A unique city planning campaign, one of the most energetic that has been conducted in a short time in any of the smaller cities of America, was inaugurated in Fort Wayne (76,183) in the latter part of 1916. Lee J. Ninde, of Fort Wayne, and chairman of the City Planning Committee of the American Civic Association; Albert Schaaf, chairman of the City Planning Committee of the Indiana Real Estate Association, also resident in Fort Wayne; Mrs. F. A. Fauve, president, and Mrs. Fred H. McCulloch, chairman, of the Civic Department of the Women's Club League, were the leaders of the movement. They appointed a committee of thirty-eight on which one member of each important local organization—civic, commercial, educational, social, and the like, served. This committee engaged the American City Bureau's Planning Exhibition, John E. Lathrop, Director. With Mr. Lathrop's assistance, the joint committee conducted a schedule of meetings and a general newspaper campaign by which the interest of all groups and classes of people in the city was gained and city planning presented from every angle. In some instances it was arranged that the various organizations which the committee reached should meet at the Exhibition auditorium to listen to lectures and to see the



*Courtesy The American City*

FORT WAYNE.—Shawnee Place, a Model Residential Street with Wide Center Parkway and Grass Strips on Sidewalks; Roadway Adapted to Traffic Requirements.

City Planning Exhibition. This plan worked like a charm. Organized Fort Wayne heard and saw city planning; civic, religious and business forces of the city were drawn together, and a sense of unity among the various groups was developed, such as the city had rarely experienced before.

*State Campaign.*—Out of these activities came the thought that if city planning could be brought before a whole city in this way, why could it not be brought before an entire state? This query once raised received immediate answer. Lee J. Ninde, who was also president of the Indiana Real Estate Association, arranged what he called a "Presidential City Planning Tour." He called various people who were interested in city planning and conducted an automobile tour of sixteen cities of Indiana. Group meetings were held with a number of real estate boards, chambers of commerce, city officials, and others representing various phases of life and activity in each city. The next step was to form the Indiana City Planning Committee, with official and civic representation from each of the twenty-five cities in Indiana that had 10,000 or more population. Albert H. Schaaf, of Fort Wayne, was made chairman. Invitations to serve on the Committee were received with cordiality and enthusiasm. The chairman of the Committee had drafted a city planning bill to offer to the legislature when it should meet in January of this year. This bill was widely distributed, and support was proffered from many quarters. The third step was to arrange for city planning exhibitions in several cities of

Indiana. At the convention of the Indiana Real Estate Association, held about this time, the exhibition was shown and the Association adopted a formal resolution endorsing the bill drafted by the chairman of the City Planning Committee. In January, 1917, the bill was introduced into the legislature. Some opposition was encountered. The bill failed to pass one house and was laid over for the next meeting of the legislature. But a volume of sentiment has been aroused that will force the passage of the city planning bill at the next session—and what is equally, if not more important—will see that the law once enacted is enforced throughout the state.

*Report of 1908.*—In 1908, Charles Mulford Robinson, of Rochester, presented a report on "The Improvement of Fort Wayne" to the Civic Improvement Association, of which Charles H. Worden was president and Robert B. Hanna was secretary. Mr. Robinson first discussed ways and means of increasing the street capacity of the business district. With a city so compactly built, he limited his recommendations to the removal of unnecessary obstructions, to the better subdivision of the existing street cross-sections, and the development of parallel streets. His second group of recommendations hinged about the official quarter, which is located without any of the effectiveness which comes from a well-studied grouping of civic buildings. He proposed a plan for a civic center, with the existing courthouse on the main axis, and running through a central parkway, or mall, laid out on the site of old and inexpensive structures. The third recommenda-

tion, dealing with the union station problem, has already been partly solved by the building of a new and modern terminal, opened in 1915. His fourth proposal had to do with an industrial district lying just outside of the city. This is a matter which is being studied by many other cities today and has been already admirably solved by Minneapolis and Saint Paul jointly. For Fort Wayne it is a matter of vital importance. His other proposals dealt with the arrangement and treatment of residential streets and with the improvement of parks and the extension of the existing park system.

## Fort Worth

### Texas

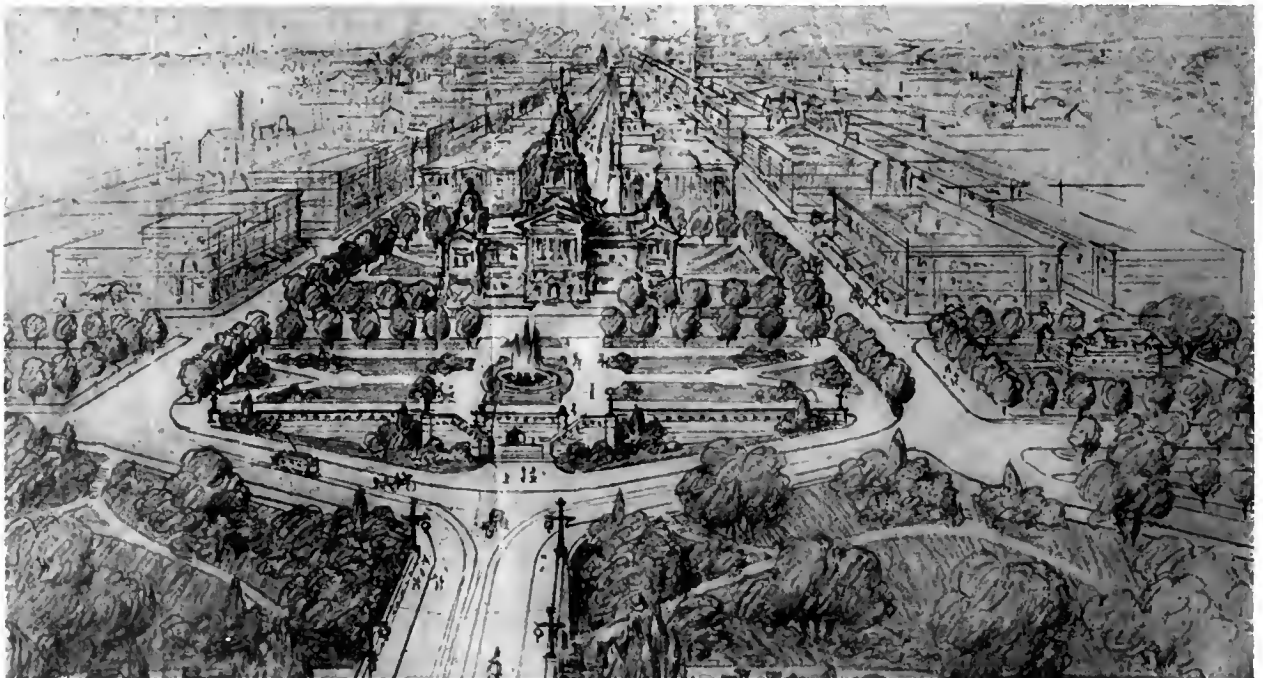
In 1909, as a result of the activity of the Park League, the people of Fort Worth (104,562) were awakened to the need of a more comprehensive provision for the recreational and social life of the city. The membership of this League, which was drawn largely from the Federation of Women's Clubs, has under its control 33 acres of park land. The members of the League had no funds to expend on the improvement of these park areas, but in 1909 they were successful in securing an amendment to the city charter providing for the appointment of a Board of Park Commissioners which should take over the existing open spaces and draft plans for future extensions. The first Board was appointed in April, 1909. Meantime, the Park League had engaged George E. Kessler, landscape architect, of St. Louis, to prepare a preliminary plan for the development of the park system. Mr. Kessler's report, which was never published, emphasized the unusual opportunity which Fort Worth possessed to develop a park system along

the winding river and upon the bluffs. His plan provided a long river drive and numerous slightly terraces over the city and surrounding country, especially at lookout points.

*Parks.*—As a result of the park movement in Fort Worth, the city has twenty-three parks, with a total area of 427 acres, requiring an outlay of \$166,785. These parks are valued today at \$785,350. The Park Commission has paid for these parks by an assessment amounting to 10 cents on every \$100 of taxable property per annum.

*Recreation.*—Playgrounds and playground supervision have also been advanced by the City Federation of Women's Clubs and the Park Board. The Federation of Women's Clubs were instrumental in the engagement of Rowland Haynes, field secretary of the Playground and Recreation Association of America, in January, 1915. Mr. Haynes made a comprehensive recreation survey of the city. After several abortive attempts to induce the Park Board and School Board to undertake the work jointly, as recommended by Mr. Haynes, the Federation of Women's Clubs and other organizations in Fort Worth banded together and secured from the School Board, in April, 1916, the privilege to use and develop schoolgrounds and buildings for recreation purposes. In this work the Park Board appropriated \$2,000 for the expense for one year of a system of supervised play, and the Women's Clubs a like amount. In April, 1916, Albert M. Vail, of Alameda, Cal., was appointed Recreation Secretary of Fort Worth. The recreation system now consists of ten playgrounds and is in charge of seventeen supervisors.

*Special Surveys.*—A sanitary survey of Fort Worth was made by Messrs. Hering and Gregory, of New York, in 1915, through the efforts of the Federation of Women's Clubs and other civic organizations. In the same year, a water survey was made by Messrs. Holman and Ladd, of



FORT WORTH.—Bird's-Eye View of Proposed Park and Approach North of Court House.

St. Louis, and in 1916, Dr. S. M. Gunn of the Massachusetts Institute of Technology prepared a report on the use of Lake Worth for recreation purposes. None of the reports above referred to have been published.

**Housing.**—A housing survey was conducted by the Federation of Women's Clubs under the direction of the University of Texas. The object of this survey was to procure the necessary data on which to frame a housing law. A housing bill has been prepared and will be introduced into the legislature at the present session.

**Markets.**—An effort is now being made to have the City Commissioners appoint a market commission to inquire into the possibilities of establishing a wholesale municipal market and cold-storage plant.

**Railroads.**—Twelve railroads enter Fort Worth, and the city is now actively engaged in an effort to induce them to eliminate all grade crossings by tunnels, viaducts, or bridges, and a bill has been introduced into the legislature compelling the railroads to carry out such work. An effort is now being made by the Chamber of Commerce to compel all the railroads to build a union station and to eliminate main street crossings. Glen Walker is president of the Park League, and Charles Scheuber is secretary. Miss Mary L. Wright is president of the Federation of Women's Clubs, and Mrs. E. H. Ratcliffe is secretary.

## Fresno California

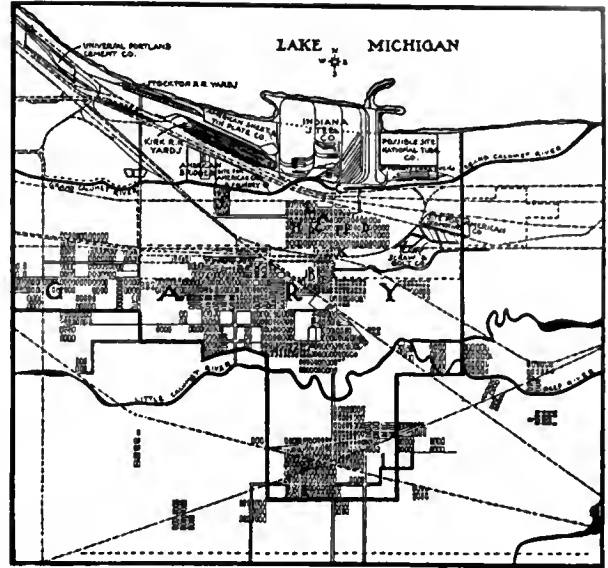
In February, 1917, the City Plan Commission of Fresno (34,958) engaged Charles H. Cheney, architect and city planner, of San Francisco, and a member of the Town Planning Committee of the American Institute of Architects, to make a survey of Fresno's city planning needs and opportunities and to present a city plan. Mr. Cheney is now engaged on this work.

## Gary Indiana

Probably the greatest single calculated achievement of the steel industry in America is Gary (about 60,000). Industrial power has perhaps never before had a simpler civic opportunity than when it brought, in 1906, vast resources to an uninhabited wilderness at Lake Michigan's southern end. In April, 1906, the site on which Gary is laid out was a waste of rolling sand-dunes sparsely covered with scrub oak and interspersed with ponds and marshes. Three years later, in 1909, there was a great steel plant, capable of employing 14,000 men and covering approximately a square mile, equipped with a made-to-order harbor for great ore freighters, and a town of 12,000 inhabitants. Today, eleven years after the project was started, a population of 60,000 dwells within the city of Gary. Property valuation has reached \$25,000,000, and taxes amount to nearly \$500,000 a year.\*

**Zones.**—All the plants now at Gary occupy a strip between the Lake Michigan shore and the Grand Calu-

\*See "Satellite Cities" by Graham R. Taylor, for a full discussion of the planning and development of Gary.



Courtesy D. Appleton & Co.

**GARY.**—The Great Steel Mills Occupy the Area between the Lake Front and the Grand Calumet River. The Town Lies South of the River and Its People Have No Convenient Access to the Lake Michigan Shore.

met River, running parallel to the shore-line, a mile or more to the south. The residential subdivisions laid out and developed by the United States Steel Corporation through its subsidiary, the Gary Land Company, occupy a strip inland from the river and flanking the south banks of the river. Still further south are subdivisions which real estate promoters are booming. The Grand Calumet River separates all the plants, except one, throughout the town. The industrial site of Gary and the manufacturing features were planned at the outset on an enormous scale, and every opportunity was seized that would tend to increase the efficiency and safety of manufacturing processes.

**Chance for an Ideal Plan.**—The unhampered opportunity to develop the industrial end of the town on the most efficient basis was equaled by the opportunity, likewise unhampered, to plan the streets, provide fundamental necessities for community life, determine the character of its houses, and predestine the lines of growth, all in the best and most intelligent way. But such intelligent and forehanded consideration in the building of the city under the direction of city planning experts was not accomplished. That this failure has been recognized by the directors of the United States Steel Corporation is evidenced by the plans for the development of the two latest steel towns, Morgan Park, near Duluth, and Ojibway, near Detroit, which show considerable improvement.

**Waterfront.**—The street plan of Gary is the old-fashioned rectangular gridiron. There are no diagonal thoroughfares. The steel plant is a major feature, and the town is incidental. Broadway is the main street today, and is now laid out 6 miles south from the mill entrance, and for well over 3 miles it is built up more or less continuously. The preoccupation of 8 consecutive miles of the lakefront for the plants has blocked the chance for the

community to secure an accessible lakefront park. Particularly the sand-dunes on the shores of Lake Michigan, not far from Gary, should be preserved for the use of the great and growing metropolitan population. The people of Gary are working in this direction now and trying to have the sand-dunes regions, 6 miles east of Gary, set aside as a natural park. It would seem that the needs of the future population of Gary in this respect might have been recognized by the steel corporation, but only two small parks, one two blocks in area, and the other one block, were provided in the residential subdivision laid out by the Gary Land Company.

*Dominated by the Plant.*—The outstanding fact of Gary's creation and growth is that the industrial arrangement had the right of way. In so far as the city's interests have not conflicted with industrial plans, or in so far as they were essential to those plans, they have received attention as the largely self-contained civic enlightenment of steel-makers suggested. The great industrial power let slip through its giant fingers a chance to work out a civic achievement the like of which the country has not known. The opportunity was exceptional enough to have required the thought and services of men whose civic purpose and ability would have commanded the respect and confidence of the nation. Gary, the community, could have been better planned. Larger civic responsibility, at less exacting costs of time, could have been shouldered by the industrial leaders through a planning commission.

*Needs to Start Over.*—It is evident that if Gary is ever going to secure the full measure of civic development which she needs today, enormous sums must be expended by the city officials; and, even now, groups of persons in Gary are looking forward to the time when a city planning commission will take hold of Gary's problems and try to guard against those omissions in future developments which have made the existing town, laid out only ten years ago, a rebuke to the great captains of industry. In the last three or four months there has been a state-wide campaign looking to the passage of a law by the legislature, making mandatory the appointment of a city planning commission. But, unfortunately, the latest reports are that the legislature has failed to make the city planning bill a law. Gary, which some persons believe is destined to become the second largest city in Indiana, has undoubtedly suffered a serious loss by the failure of the legislature to put city planning on an official basis.

*Plans.*—Members of the Gary Real Estate Board and A. F. Wickes, architect, are among those who are supporting the movement for city planning.

There is now a state housing law in Indiana which is effective in Gary, but there are no restrictions of residential districts. The city has large playgrounds in connection with its public schools and a municipal playground. There are 60 acres of parks, acquired since the original town was laid out. Gary's notable school system, under the direction of William A. Wirt, is known throughout the length and breadth of America. There are no community centers, but the Library is attempting this service in its branches. There are no civic centers or educational centers, but there is a nominal grouping of the Federal Building the Library, and the Y. M. C. A. There are three elevated

crossings out of a total of nine. The rearrangement of the city car system is now in progress.

## Gloucester Massachusetts

In spite of serious endeavors to arouse the city to a need of adequate support for city planning, the City Council remains apathetic, according to Frederick W. Tibbets, chairman of the City Planning Board of Gloucester (24,398).

Mr. Tibbets believes that the city authorities take the wrong view of the function of the Board, by failing to realize what city planning means and what it could accomplish. He believes that if only a moderate amount of money were appropriated annually, even though no tangible result would be immediately obtained, a vast amount of good work could be done through educational methods.

## Grand Rapids Michigan

The first organized effort for city planning in Grand Rapids (128,291) was started in 1907 by the Municipal Affairs Committee of the Board of Trade, of which John Ihlder was then secretary. After a year of agitation, the Committee was successful in securing the appointment by the City Council of a City Planning Commission, with John Ihlder as secretary. Without an appropriation, and confronted by a city-wide indifference to the work of city planning, the Commission accomplished nothing. To reach the mass of people, a civic revival was started by the Municipal Affairs Commission, and with John Ihlder as executive manager, and Prof. Charles Zueblin as leader of the meetings, considerable enthusiasm was developed among the business men of the city. Immediately after the close of the revival, the Council voted money to employ experts to prepare a plan. As a result, the City Plan-



GRAND RAPIDS.—A Portion of the Waterfront Creditably Developed.

The treatment of other portions of the riverfront is one of the most debated city planning problems now confronting the municipality.

ning Commission engaged the late John M. Carrere and Arnold W. Brunner, of New York, to come to Grand Rapids and make a study of its problems at first hand. While this study was going on, another effect of the revival became evident. Private citizens of means began to bestow gifts on the city in the form of playgrounds, park lands, and the like. The Municipal Affairs Committee continued its propaganda for general civic advance, and in April, 1909, Messrs. Brunner and Carrere submitted their report entitled "Preliminary Report for a City Plan for Grand Rapids, Michigan." The report made recommendations for a number of street widenings and extensions, for the regulation of building heights, the provision of adequate approaches to the railroad station, a plan for a civic center, the creation of a riverside park, the development of a comprehensive system of parks, boulevards and play-spaces, and for financing the improvements. As a result of the publication of this report, the Commission recommended that a permanent city planning commission be appointed, with three citizens as members and the balance officials in the city administration.

*Park and Boulevard Association.*—The City Planning Commission, having ceased its activities, went out of existence, and the Park and Boulevard Association assumed active charge of the city planning work. Under this latter organization, and as a direct result of the publication of the city plan report, park extension was carried out in a large way, and playgrounds were established within a half-mile of every home in the city. Later the Park and Boulevard Association established a parkway almost entirely around the city.

*Housing, etc.*—Grand Rapids has a complete housing ordinance, the result of exhaustive research work by the Social Welfare Association. This code has been enforced and still remains, after more than three years, one of the very best in the country. There is a Commission at work studying problems of grade crossings and railway facilities in general. The riverfront development, as proposed in the city plan, remains a bone of contention. Charles Garfield, Lewis R. Wilmarth, and Clay H. Hollister are interested in city planning.

## Green Bay Wisconsin

A city planning commission is about to be appointed in Green Bay (29,353). Mayor Elmer Stephenson is thoroughly aroused to the need of a comprehensive plan for the city. A subcommittee of the Commercial Club, of which Henry A. Foeller, member of the American Institute of Architects, is chairman, has repeatedly urged on the Commercial Club and on the citizens generally, the importance of working out a comprehensive plan right away. A movement is now on foot to secure from the state legislature a law providing for the appointment of planning commissions in cities and towns.

*Waterfront.*—Green Bay stands at the head of a deep, navigable indentation, 50 miles long and 10 miles wide, connecting with Lake Michigan. Yet, in spite of this location, its facilities for waterfront commerce and recreation have only begun to be exploited. The city has 135 acres

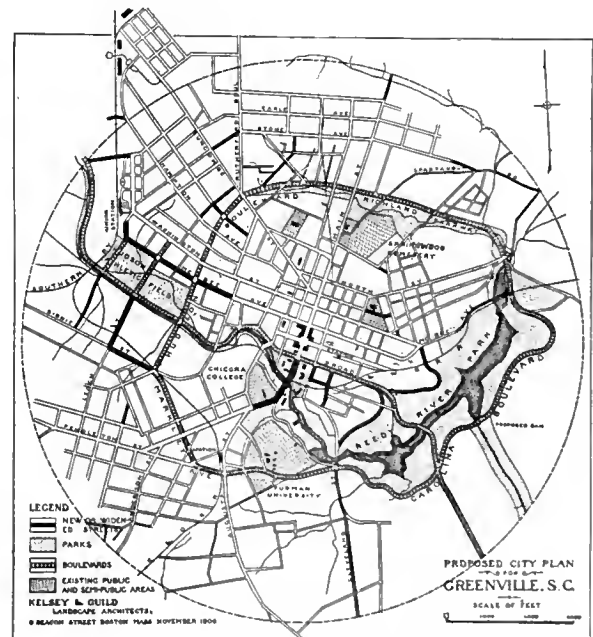
of parks and no boulevards, and only \$1,500 a year is appropriated for the upkeep of its recreational facilities.

*Civic Center.*—An attempt has been made to create a civic center and the grouping of educational buildings is now being considered.

## Greenville South Carolina

The first difficulty in considering a city plan for a southern city is the large negro population. In their report to the Municipal League of Greenville (18,181), submitted in 1907, Kelsey & Guild, of Boston, Mass., have recognized this as one of the first and most vital problems. They do not pretend to have solved it, but from the experience of other cities and from a study of local conditions, they recommend that the wisest course to adopt is the determination of fairly large residential units for the different classes of population and such as will permit no encroachment by the different races.

*Accomplishments.*—Greenville's plan, as a result of haphazard growth, shows no diagonal or encircling streets, or rather too few of these, and those that do exist are much too narrow. The experts have given consideration to a plan for the revision of the street system; to the construction of an inner belt or ring boulevard; an outer belt or ring boulevard (the latter at a distance of 1½ to 3 miles from the center of the city); the elimination of grade crossings; the construction of a park and plaza at the union station; the grouping of public buildings; the arrangement and design of street furnishings; the planting of street trees; and the improvement of sanitary conditions. Greenville, at the time the report was submitted, was in greater need of real playgrounds than of parks, and so sites for



GREENVILLE.—Proposed City Plan, Showing Encircling Parks and Parkways and New or Widened Streets.

playgrounds and neighborhood parks are given special consideration, but a modest park scheme is outlined, a feature of which is the redemption of the banks of the Reedy River.

## Greensboro North Carolina

The city of Greensboro (19,577) has recently engaged Charles Mulford Robinson to prepare a plan. Commenting upon the appointment of Mr. Robinson, the *Daily News* of that city says:

"More than one man, possessed of both intelligence and the desire to help along any community enterprise that is worth while, has of late raised the question, 'What does Greensboro want with a city plan? The city is built now, and is it not forever too late?'"

"Is the city in fact built? Greensboro has a population of approximately 30,000. In the year, let us say, 1942, will the population of Greensboro remain approximately 30,000? If we admit that it will, we may be wasting our time in sending for a city planner; but if we think as the *Daily News* thinks, that twenty-five years hence Greensboro will have a population of 100,000, then the city, instead of being built, is less than one-third built; and the fact that the first third was built at haphazard is certainly no excuse for building the rest the same way."

"Greensboro is a live town, therefore a changing town. The value of getting an expert's advice is that by following it we may make every change a change for the better. It is probable that the adoption of a city plan would not do the town much good this year, nor next year; but in the course of ten years the improvement would be marked; and in the course of a generation the whole city would have felt its beneficial effects."

## Hamilton Ohio

Like scores of growing cities, Hamilton (40,496) is in the throes of agitation for city planning. Public-spirited citizens in Hamilton feel that the city is not planned in accordance with the better standards for city building. Her park system is inadequate, with only three small parks, aggregating about 12 acres, where adequate planning would call for about 400 acres in a city of this size. There are no boulevards, no public playgrounds, no waterfront parks, no community centers, and still less any study of traffic, transit, or transportation problems, and, in general, few of these elements of the city plan that make for the best interests of the citizens of a modern community.

Realizing that the situation was not as it should be, the Chamber of Commerce, of which C. R. Greer is secretary, has repeatedly agitated the question of preparing a comprehensive plan for the city. In May, 1913, Werner Hegeman, city planner, visited Hamilton and consulted with officials and others on the problems centering mainly about the development of the waterfront. Nothing fur-

ther was done. It is believed, however, that Hamilton will, in time, undertake comprehensive city planning. Frederick D. Mueller and George Barkman, architects, are interested in the problems of city planning and in civic improvement in general.

## Harrisburg Pennsylvania

"Unparalleled by any city, large or small, in America," is what J. Horace McFarland, president of the American Civic Association and secretary of the Municipal League of Harrisburg, says of the municipal improvements which have been carried to completion in that city during the last decade. And to none of the citizens of Harrisburg (72,015) is more credit due for this progress than to Vance C. McCormick, president of the Municipal League of Harrisburg, and J. Horace McFarland, its secretary. Perhaps the most notable and spectacular of the improvements made in recent years is the beautiful three-mile waterfront park, which is probably much more impressive and in much greater use proportionally than any other similar front in the United States, not even excepting the Charles River bank improvement in Boston. With this there should be mentioned the new general recreation and park system, consisting of 950 acres of parks and playgrounds and 18 miles of parkway, about one-half of which is finished and more of which is in service. All of these park improvements were paid for by bond issue and were planned according to designs submitted by Warren H. Manning, landscape architect, of Boston.

*A Record of Accomplishments—Roads and Sanitation.*—The improvement of Harrisburg began with the preparation of reports, in 1901, by James H. Fuertes upon sewerage and water-supply, by M. R. Sherrerd on road construction and paving, and by Warren H. Manning on park improvement. Previous to that time city roads were at times almost impassable and nowhere very good. They have since been nearly all paved in an up-to-date, substantial manner. The sewerage system has been greatly improved and extended to an intercepting sewer at the river's edge, with its discharge below the city. Over this intercepting sewer, a wide concrete path has been carried all along the city front, with steps leading down to the water's edge, and with sockets for lights to be put in place between high-water periods.

*Flood-Prevention.*—By a dam across the river, a great river water basin has been formed where formerly there was only a bare river-bed during the dry season. A system of parks has been carried around the city, with the exception of a small section that has not yet been acquired. In this system, to the north of the built-up area, is a great country park filled with beautiful trees. In this park a great swamp area has been developed in such a way that floods formerly causing great damage in the Paxton Creek Valley (extending the entire length of the city) are now permanently controlled. The riverfront has been acquired, from the shore drive to the water's edge, for several miles, including a section of rather unattractive buildings which will soon be destroyed.

*The Park System.*—The park system includes a high





HARRISBURG.—Riverfront, Looking North from Walnut Street.

The city has made remarkable progress in recent years in many lines of civic improvement, but in none more than in the reclamation and development of the riverfront for park purposes. An intercepting sewer is built below the wide concrete promenade at the water's edge, shown above.

ridge in the center of the great valley within which the city and its adjacent territory lies. From this park ridge a superb view is to be secured of the valleys and rivers, also of the mountains, with the great Cumberland Mountain gap.

*Land Subdivision.*—In the work of development, about 2,000 acres have been subdivided for residential purposes, with roads and reservations, all made to fit into the plan of the city and its park systems. The deep cuts and fills on the irregular land, for which the old rectilinear plan was responsible in many places, have been avoided.

*Coöperation of the People.*—In practically all this work of park planning and real estate subdivision, the land that was acquired for wide thoroughfares and parks has been given by the owners or sold at a nominal or very reasonable price. The small-lot owners with property along the riverfront have given up their frontage rights for the benefit of the public quite as readily as did the citizens with greater resources and with large estates. In very few cities have the citizens shown a broader spirit of coöperation or a higher degree of civic responsibility than those of Harrisburg in connection with these improvements.

*The Commission.*—Harrisburg has also an official City Planning Commission, organized in 1913 under the Pennsylvania city planning law. Edwin S. Herman is president. Unfortunately, the official City Planning Commission is not as active as it should be. The support it has received from the Council is so limited as to stultify its work to a large extent, and the city is obliged to look to unofficial action, particularly in the direction of the Municipal League, for the development of plans.

*Transit.*—Only recently the Municipal League has

presented the authorities with a report on the transit system, giving results of an investigation by Bion J. Arnold, of Chicago.

*Civic Center.*—In March, 1917, the city of Harrisburg, and the state of Pennsylvania started a coöperative undertaking for the development of a splendid civic center, with the state capitol building as the nucleus. Arnold W. Brunner, of New York, and Warren H. Manning, of Boston, have been engaged to prepare plans. In this study the future needs of the city are being provided for by laying down a direct and wide thoroughfare between the Pennsylvania Railroad Station, one of the great city units, and the Capitol and its park extension, the other great unit. The plan provides for a viaduct above the Pennsylvania Railroad tracks and Paxton Creek Valley, with a separation of grades at the most important up and down valley street thoroughfare. This viaduct is on the great central thoroughfare of the city, State Street, 120 feet wide, now interrupted by the Capitol Grounds. On this street, to the east of the Capitol, lies the city playground, and further on, at its summit, the Reservoir Park entrance, where a great circle is planned upon which there should be a notable monumental structure to form the street terminus, as seen from the State House. To the west of the Capitol, this street extends to the river, over which a bridge is projected that will lead to a great natural amphitheatre, out of which main thoroughfares will follow existing valleys toward the west, north and south.

*Steelton—A Satellite City.*—After the Harrisburg plan was laid down and well advanced toward completion, Steelton, the great steel manufacturing center, a satellite of Harrisburg, called for a town plan. Here, again, all

the outlying regions were planned with a system of main thoroughfares following the lines of least resistance and connecting with the Harrisburg road and reservoir district. Places of recreation at frequent intervals are provided, some of the land for which has already been given to the city by owners.

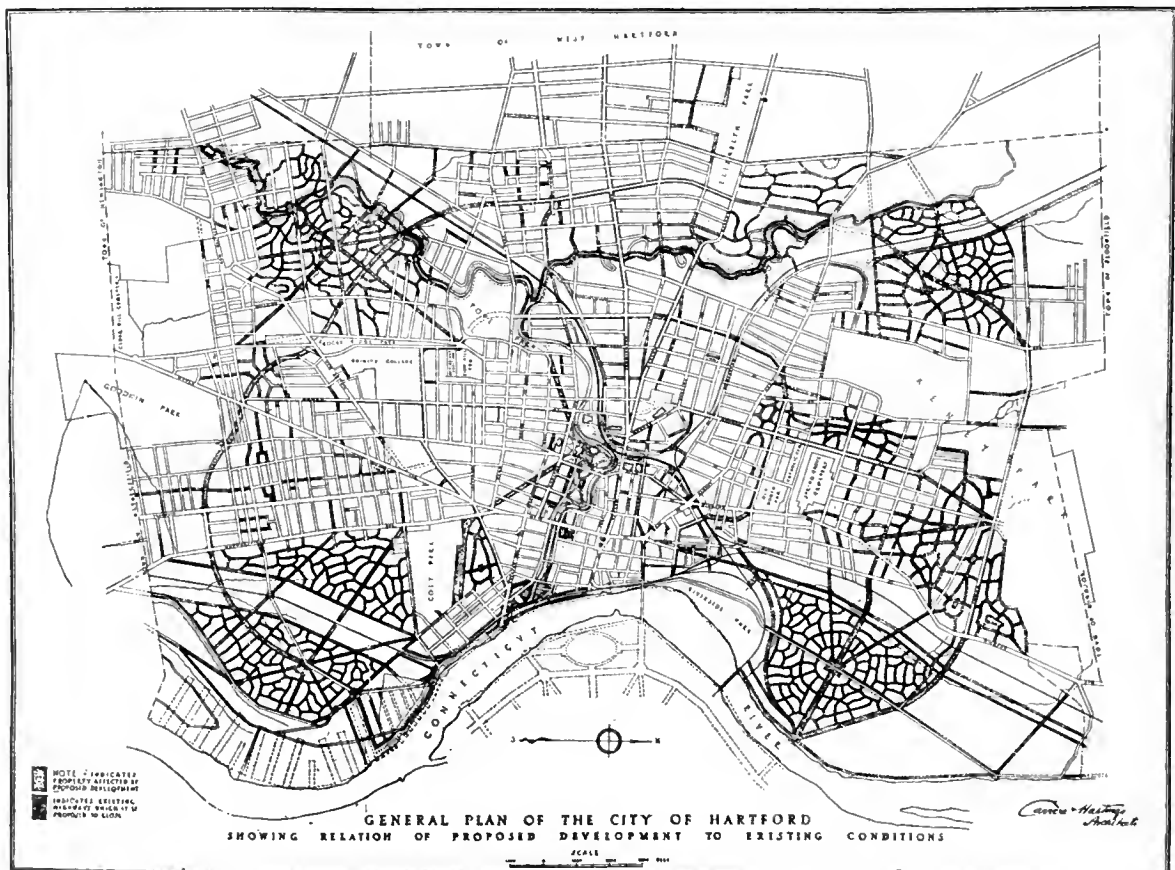
*The Problems.*—Harrisburg is badly in need of improved housing for workmen and of the control of building development by districting or zoning. Market conditions should be improved, and neighborhood life should be fostered by the creation of community centers, which are now lacking. Street furnishings should be designed according to modern standards. These and many other matters point to the need of a comprehensive plan for the entire city and its tributary areas to supplement the splendid progress in detailed planning which has already been made.

## Hartford Connecticut

Hartford (110,900) was the first American city to have a permanent city planning commission authorized by legislative act. Prior to this time the city had been developing, as most other American cities have done in the past,

without any definite plan, but Hartford was beginning to feel, about 1905, that if it was to maintain its prestige among American cities of its class, it must keep alert and abreast with the times. The people gradually came to realize that however competent and experienced their city officials might be, there was need of having a comprehensive city plan as a guide to future developments and improvements, and that that plan must be based on a thorough and exhaustive study of the city by disinterested expert advisers.

*The First City Planning Commission in America.*—In March, 1907, the charter of Hartford was amended, and in May of the same year the City Planning Commission was appointed, with five officials and two citizen members. The Commission immediately gave its attention to the matter of selecting experts to assist the Commission in the preparation of a comprehensive plan and report. Over a year elapsed before definite action was taken. Meantime, the Commission devoted its attention to the subjects defined in the resolution covering its appointment. Such matters as the location of public buildings, the widening and extension of streets, the consideration of matters referred to it by the Council and the Department of Public Works, including plans submitted by real estate developers for new subdivisions, were studied.



Courtesy City Parks Association, Philadelphia

HARTFORD.—General Plan, Showing Relation of Proposed Development to Existing Conditions.

Special features are the schemes for improvement about the State Capitol and for the subdivision of workmen's districts in the suburbs.

*Getting Started.*—On October 20, 1908, the Commission employed Carrere & Hastings, of New York, as advisory architects. An appropriation of about \$2,800 was made to finance their investigations. Meantime, the Commission continued active study of all matters referred to it by the officials and by private developers of real estate, giving consideration also to suggestions submitted by citizens throughout the city. With Frederick L. Ford, at that time City Engineer, serving as a member of the Commission, the Commission was of great service in its capacity as an advisory body to the city officials.

*The Report.*—The report of Carrere & Hastings was delayed until 1911, and was then published in a volume entitled "Plan of the City of Hartford." Of the report, the Fifth Annual Report of the City Planning Commission of the city of Hartford says:

"Idealistic though the plan seems, whatever difficulties may interfere in carrying them out in detail, and however strongly they may be objected to, they yet illustrate the important principles of city planning, and afford a broader and clearer vision of what our city needs.

"Plans for the development of large tracts of land in the northern and southern sections of the city have been prepared along lines suggested by this report, and these results alone are worth more to Hartford than the expense of procuring a report."

*A Basis for Further Study.*—The report urged that a bureau of statistics be founded to collect and tabulate exact knowledge on city planning, and that a board of experts be established, to which all technical matters connected with the development of the city be referred. It also recommended that legislation be enacted for accomplishing the work proposed in the report.

*Parks.*—Of George A. Parker, Superintendent of Parks, whose work is well known among landscape architects and park superintendents in America, much could be said. It is interesting to note that Hartford is supposed to have been the first city in the United States to buy a sizeable park by vote of the people. Progress in this direction has been steady, for the city today has 1,335 acres.

Roscoe W. Clark is now secretary of the City Planning Commission. Charles Noel Flagg, president of the Municipal Art Society, is actively engaged in community and civic center work. The Civic Club, Mrs. Frederick W. Davis, president, and the Chamber of Commerce, W. L. Mead, secretary, are also interested in city planning, and have given their support to it.

## Haverhill Massachusetts

On February 5, 1917, a city planning board was organized in Haverhill (48,477) under ordinance of the City Council of January 26, 1917, and in conformity with the state law of Massachusetts (Chap. 494, Acts of 1913). The City Council appropriated \$100 for the work of the Board, of which Francis W. Holden is clerk.

*Function of the Commission.*—The City Council has also had under consideration the appointment of a Board of Survey under a recent Massachusetts act. The Board is

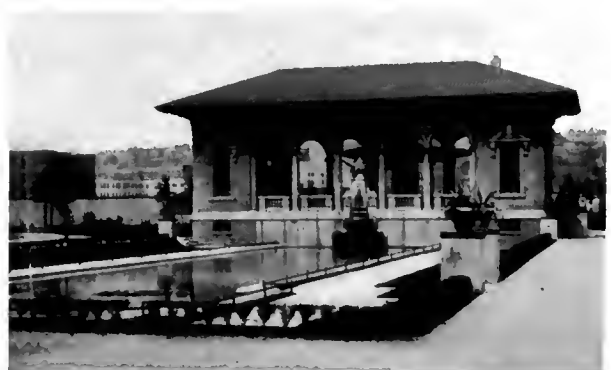
to consist of three members, and the city engineer is to act as clerk. As provided in the act referred to, the Board will have charge of the laying out of streets. Any person, firm, or corporation proposing to lay out, relocate, or construct for public use any private street or way, shall submit to the Board plans and profiles for its approval. The Board may also, by vote of the City Council, cause plans of undeveloped territory to be made by the city engineer, showing the location of streets, whether laid out or not, giving the direction and widths of streets and plans of drainage, as the interest of the public may require in such territory.

## Hazleton Pennsylvania

A City Planning Commission was appointed in Hazleton (28,491) on February 23, 1916, by ordinance of the City Council under the State Act approved July 16, 1913. B. E. Youngman is secretary. The Commission has received no financial support whatever from the City Council, so there have been no reports prepared and no real accomplishments other than the work done in the preparation of plans for an athletic field and for certain public parks and playgrounds.

## Hoboken New Jersey

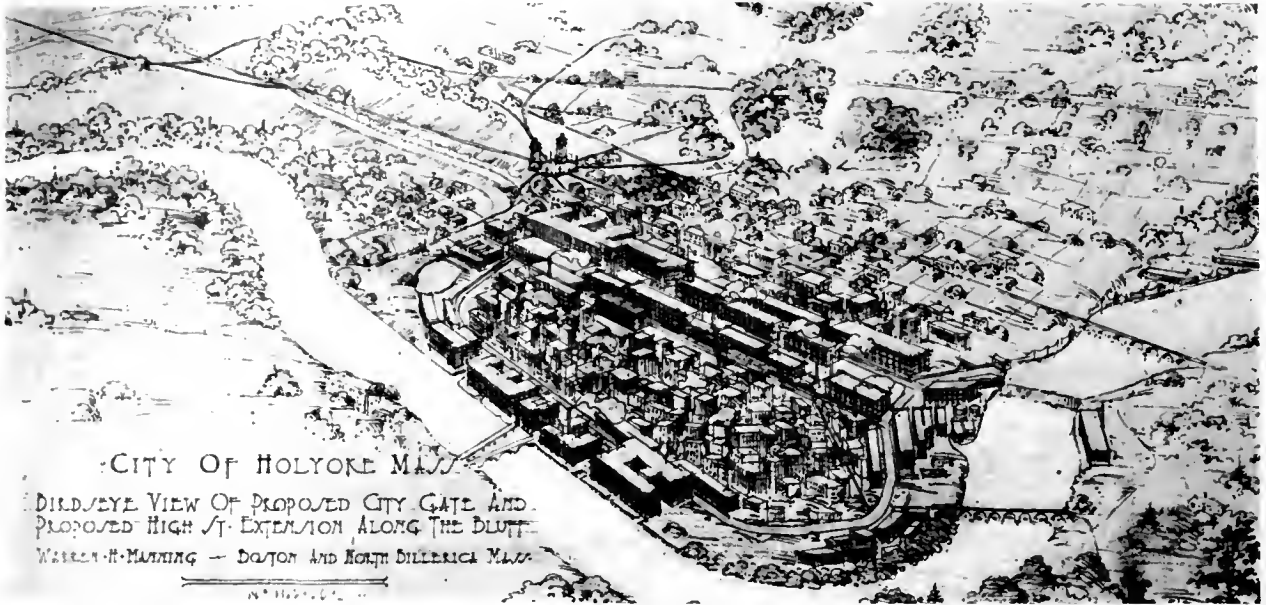
Hoboken (77,214) is best known as an entrepôt for the great commercial activities of the metropolitan district of New York. Lying just across the Hudson River from the Island of Manhattan, it has long served as the American base for some of the great steamship lines of the world. Its nearness to New York City and its facilities for dockage have made its waterfront a center of activity. Hoboken has also been brought into close association with the metropolis by the "Tubes" under the Hudson River. All of these matters make city planning in Hoboken a problem which the city can ill afford to neglect, but there are few cities of its size which have done so little. No effective study has been made of docks, terminals, transportation,



Arthur Ware, Architect

HOBOKEN.—Entrance, Hudson County Park.

None too well supplied with those things that appeal to the higher sensibilities of her citizens, the city is fortunate in possessing this refreshing bit of landscape and architectural embellishment.



HOLYOKE.—Bird's-eye View of Proposed City Gate (in Upper Center of Picture) and Proposed High Street Extension along the Bluff.

and streets. There are only four small parks, mere breathing-spaces, one of which is on the waterfront. There are few trees and but little care is given to them. One hopeful aspect of the park situation, however, is the good work which is being done by the Hudson County Park Commission. One large park in particular, which serves jointly Hoboken and Jersey City, is a special feature of the city plan. Housing conditions have become so pressing that the Hoboken Housing Association was organized in 1916 under private auspices, and with the support of a city ordinance. No city funds have been provided. Dr. Hugo Alexander is an active participant in the work of this Association in its efforts to better conditions in unsanitary dwellings in slum districts. Charles Fall, architect, and Palmer Campbell, of the Hoboken Land and Improvement Company, are active in work for better planning.

## Holyoke Massachusetts

A city plan was prepared for Holyoke (65,286) by Warren H. Manning, of Boston, Mass. The plan was presented in the form of a relief map. It included, not only the city, but also such adjacent dominant landscape features as Mt. Tom, the great sweep of the Connecticut River surrounding it, the outlying reservoirs, and a wide range of open land that will come into the residential districts. The plan provided for riverside parkways, for connecting links between existing state and city parks, for forest holdings, for the broadening and extension of main thoroughfares, the location of bridges, freight yards, a city gate, and the like. It was found that an unusually large part of the city was already set aside for public uses. It therefore did not seem advisable to recommend the acquirement of any considerable areas of new park land.

*Thoroughfares.*—As the existing thoroughfares now stand, a very large share of all the automobile tourist travel passes around the city on its way up the Connecticut Valley. One of the principal city planning problems, therefore, was to make a more direct, convenient, and attractive way through the city for such traffic. The conditions at the south of the manufacturing and business districts of the city were peculiarly favorable for opening such a thoroughfare. A new road could be established from the existing main tourist road along a bluff at some distance back of the riverfront, sweeping in a great semi-circle toward the city and the river. The proposed new road would pass up to a bluff edge, offering a superb opportunity for a city gateway. From this point, comparatively short connecting roads, cutting through undeveloped territory owned in part by the city, could be extended, like the spokes of a wheel, to connect with several of the main city streets. One of these main streets was planned to cross the river by a new bridge above the existing dam and to connect with roads passing up the Valley. It would have every advantage over the present tourists' thoroughfare.

Referring again to the city gate location at the top of the bluff, its position is such that it would be seen for a long distance from the river, from the stream and electric roads, and from the highways that lead to Holyoke from Springfield and other cities to the south. No report was presented with this plan, but the dominant features were indicated on placards that accompanied the model.

## Honolulu Hawaii

In his report on Honolulu (52,183), submitted to the Board of Supervisors of the County of Oahu in 1906, Charles Mulford Robinson makes a plea for the preserva-

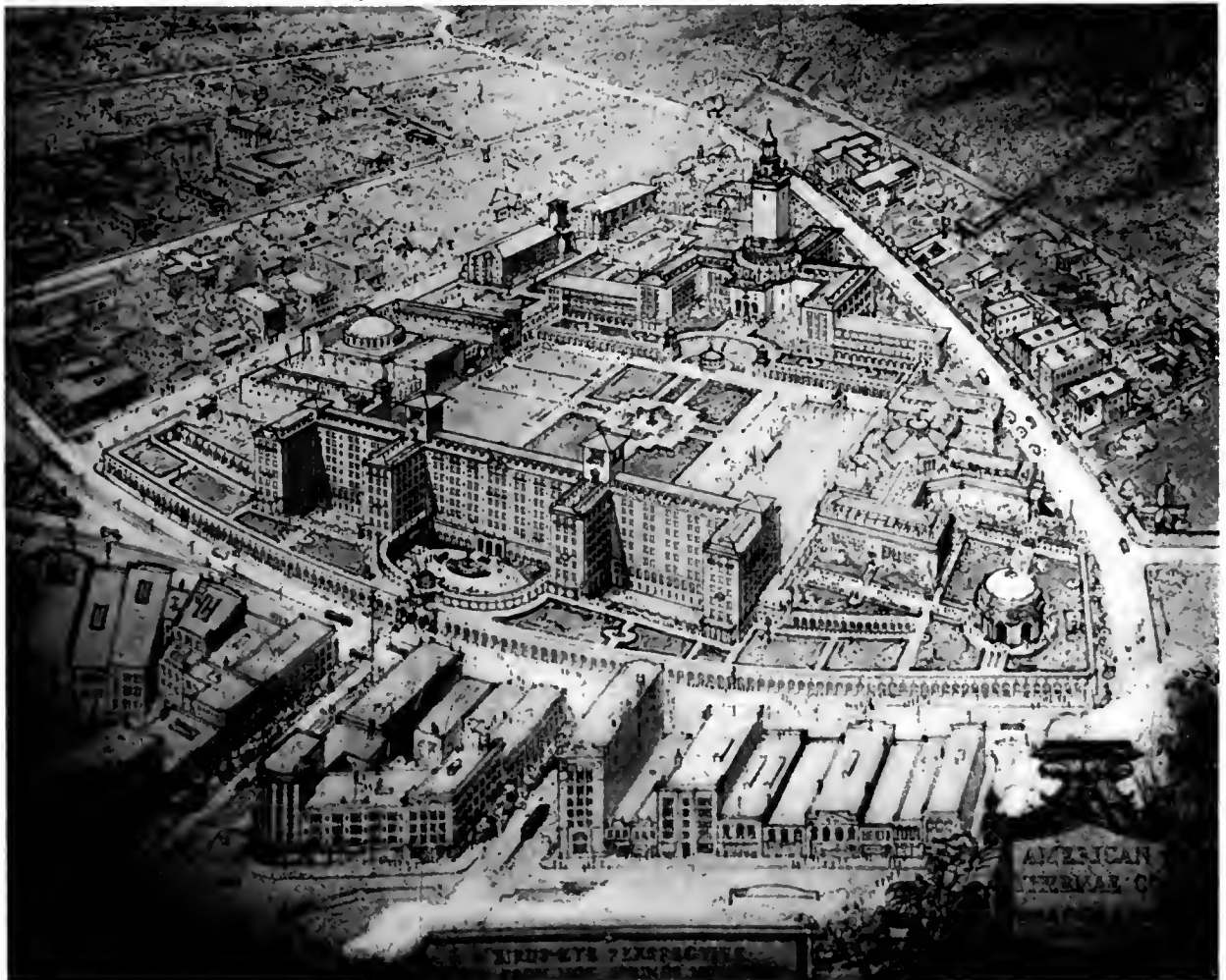
tion of the individuality of Honolulu. "Cut through broad avenues and boulevards, build a hot and sunny quay, widen your streets and straighten them, spend money enough to bankrupt your city in such measures, and when the work is all done, the winsomeness of Honolulu will have departed." He urges that the distinction of Honolulu will rest upon the preservation of its natural and characteristic charm. Changes and improvements in the street system were recommended in the nature of developments rather than a remaking of the old. A number of extensions and widenings were proposed, however, in accordance with the principles advised above.

*Water Gate and Civic Center.*—The railroad station problem, in the case of Honolulu, is altogether overshadowed by the greater significance of the water-gate. Big, new slips, built at the time the report was made, determine the location of this gate. Mr. Robinson urged the acquisition of a spacious approach, with proper architectural accessories, presenting an imposing entrance to the

city. Another focal point of the city, the administrative or official center, was discussed. Few cities of the United States are so fortunate as Honolulu in the early grouping of public buildings around a single open space. Mr. Robinson made certain recommendations for their modification in the district where they are located, including the cutting through of a new street and the introduction of sites for new public structures.

*Parks.*—In a city like Honolulu, with no large class of factory operatives, and with abundant natural scenery, one large park is sufficient for a pleasure ground. At the time the report was made, the city already possessed an area sufficient for this purpose, if proper measures for improvement were taken. The city's great need is for scenic reservations that great viewpoints for all the people may be made available. For this purpose, Mr. Robinson recommends the setting aside of certain hill districts on the outskirts of the city.

*Neighborhood Parks and Boulevards.*—No park sys-



HOT SPRINGS.—City Center and Proposed Sanitarium and Resort.

The new sanitarium fronts on the principal business thoroughfare. A terrace, 35 feet high and 1,100 feet long, extends along the entire street frontage. When the new development is complete, Hot Springs will rank near the top of the list of great bath resorts of the world.

tem, however well worth while, could lay claim to completeness if it had only pleasure grounds and scenic reservations. Mr. Robinson devoted considerable space to the central sections of Honolulu and suggested the setting aside of areas of cheap land and the improvement of existing spaces in the possession of the city. The boulevards of Honolulu should be one of the city's chief assets, as the climate provides delightful weather for outdoor motoring and driving from year's end to year's end. Mr. Robinson noted several fine possibilities for realizing adequate connections between the parks by the construction of broad driveways.

## Hot Springs Arkansas

The site of Hot Springs (17,238) lies in the valley that nestles against the gigantic hills of the Ozark range and then overflows upon a pleasant, broad plain. It takes its name from the forty-six hot springs which rise at the base of the mountains. In 1832 nearly 1,000 acres of mountain woodland in and around the city were reserved by the Federal Government as a national forest reservation. This was one of the earliest essays of the Government in a policy now so urgently agitated, for the conservation of natural resources. In the years which have elapsed, the Government has worked to make the hot springs of greater service. It has expended large sums in protecting the springs and bringing their waters to the city; in the construction of boulevards and walks among the mountains; and in the establishment of a military and naval hospital.

*Recovery from the Conflagration.*—In September, 1913, a disastrous fire destroyed twenty blocks in the heart of Hot Springs, including schools, hotels, the courthouse, and many houses. Undaunted, the people of Hot Springs began the rebuilding of their city on newer and broader lines. The Business Men's League, an organization of active and enthusiastic supporters for Hot Springs, has been particularly active in this direction. They realize that Hot Springs has an opportunity to become a really attractive city, much more attractive than it has ever been before, particularly if advantage is taken of the opportunity to build wisely in the pleasant low-lying land to the east of the present heart of the city. Here is an unusual opportunity for the application of city planning principles. The city is undoubtedly destined to come rapidly to the front in both commerce and manufacturing. Now is the time for the people of Hot Springs to seize the opportunity for comprehensive planning.

Private enterprise has not been backward in placing Hot Springs in the forefront of cities of her class. In fact, in 1917, a movement was placed on a firm basis to make Hot Springs one of the great health resorts of the world. Col. R. I. Onffroy, of New York, has completed plans, drawn by George B. Post & Sons, of New York, for a huge sanitarium and resort. Only the final details of incorporating The American Thermae Company, which is to finance the enterprise, are in the way of beginning work on the project. The plans call for the erection of a sanitarium to cover 13½ acres. It will require about two years to complete the entire project.

The site for the new baths has strong natural advantages. The entire plant is to be located in the heart of the city. The disadvantage of the main frontage on the principal business thoroughfare, Central Street, is obviated by an arrangement which calls for a terrace 35 feet in height and more than 1,100 feet in length, extending along the entire front. The buildings are in four distinct groups, enclosing a large central court, developed with a big natatorium, tennis-courts, and gardens. The principal buildings are the hotel, administration club, theatre buildings, bathhouse group, rest-house, hospital, medical college, employees' living quarters, power-plant, and service buildings. The bathhouses will be in three parts: one for the use of the patients from the rest-house; one for the use of afflicted guests of the hotel; and the third for the use of the public. A big gymnasium will be part of the bathhouse group and will provide ample floor-space to adapt it to the use of conventions and other events requiring large seating capacity.

## Houston Texas

In 1913, Arthur C. Comey, of Cambridge, Mass., prepared tentative plans for the development of Houston (112,307) for the Houston Park Commission. In the published report of ninety pages are two chapters devoted, respectively, to general principles of city planning and to the results of a city-wide survey of physical conditions, and the others present preliminary plans for parks, streets, transit lines and railways and a scheme for handling the legal and financial aspects of the plan. The particular merit of the report is that, with its illustrations, it does give consideration to the fundamental data necessary to thoroughgoing city planning. Since Mr. Comey submitted his report, the Park Board, of which E. B. Parker is chairman, has engaged George E. Kessler, landscape architect, of St. Louis, to make plans for them.

*Civic Art.*—Houston has about 700 acres of parks and many miles of boulevards, as yet very barren. Its chief asset, from the standpoint of art and building, is the great educational group of the Rice Institute which, in the course of the past six years, has erected six buildings of a total of thirty-four, plans for which were drawn by Ralph Adams Cram. The buildings, the grounds, and the faculty have done more to advance the conception of the city orderly and beautiful than any other factor in Houston today. William Ward Watkin, Professor of Architecture in the Rice Institute, and a member of the firm of Endress & Watkin of Houston, at the suggestion of the Texas Chapter of the American Institute of Architects, has submitted plans for a civic center.

*Ship Canal.*—Without doubt, the greatest factor in the development of Houston as a commercial and industrial center in the South is the ship canal, a natural deep waterway, 50 miles in length, connecting Houston with the Gulf of Mexico, and terminating at Houston in a great series of municipal docks and railway terminals. It is undergoing improvement by Government engineers, from the city to Galveston Bay, under an appropriation of \$2,500,000.

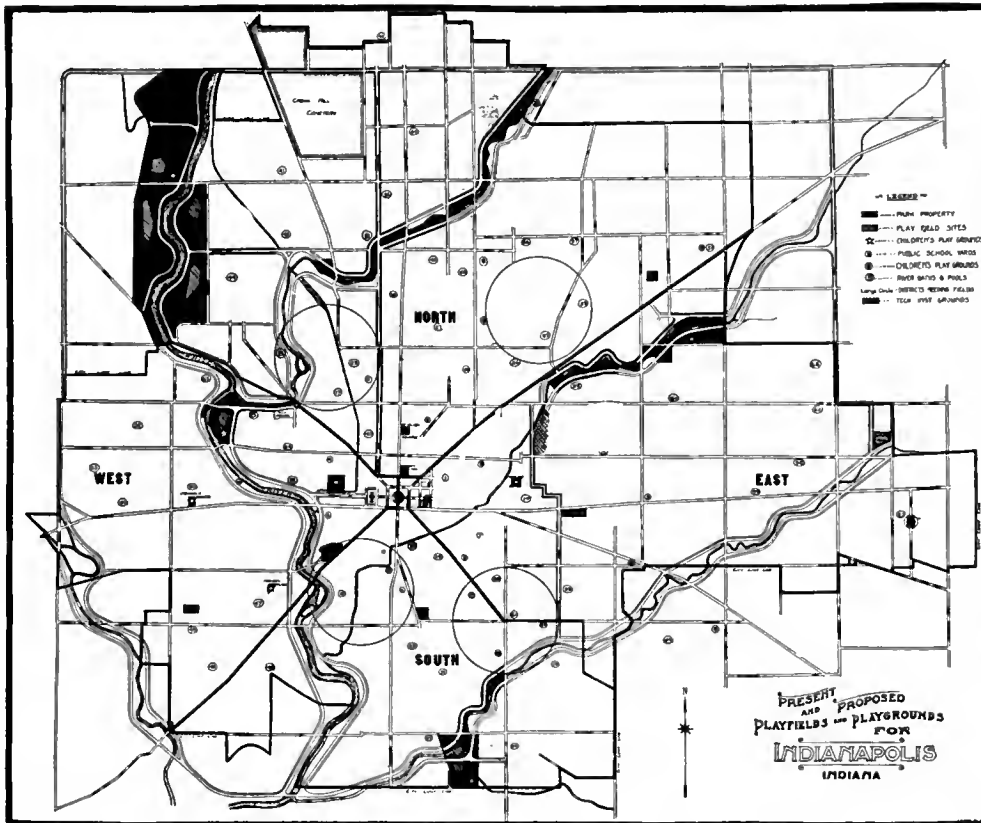
## Indianapolis

### Indiana

The Real Estate Board of Indianapolis (271,708) has both a City Planning Committee and a Housing Committee. These committees have awakened a very real and intelligent interest in all problems pertaining to city planning within the last two years. The city has never recognized city planning officially, but a housing law which was passed by the legislature in 1916, following a state-wide campaign, puts the control of housing on a thoroughly

two weeks, during February, 1917, under the auspices of the Indianapolis Real Estate Board, the Chamber of Commerce, the Board of Trade, the Architectural Association, and other organizations, and did much to extend an understanding of city planning throughout the city.

*Parks and Methods of Financing.*—Indianapolis has over 1,700 acres of parks. Plans are being carried out gradually, which will ultimately make the city the possessor of a fine encircling boulevard system, following the course of four streams on either side of the built-up district. Indianapolis' park plans were started with official backing in 1895. In 1899 the general assembly of the state of



*Courtesy The American City*

INDIANAPOLIS.—Plan of Present and Proposed Playgrounds and Playfields, Showing Their Relation to Comprehensive Park System.

effective basis. The city of Indianapolis also has building ordinances which are of value in preventing the construction or use of unsanitary dwellings. There has never been any attempt to district or zone the city.

*Effort to Secure State City Planning Law.*—The Indiana Real Estate Association was instrumental in the introduction of a city planning bill into the legislature early in 1917. The bill provided for the appointment of planning commissions in all cities and towns, and passed one house but failed of passage in the other. However, the Real Estate Association is continuing its campaign of education and expects to have a similar bill introduced in 1919.

The City Planning Exhibit of the American City Bureau of New York was exhibited in Indianapolis for

Indiana passed an act establishing a Department of Parks and creating a Board of Park Commissioners. In 1908 George E. Kessler, of St. Louis, was appointed landscape architect, and he served in that capacity until December 31, 1915. Mr. Kessler prepared a comprehensive plan for the development of a park system, in the development of which steady progress has been made. In this connection the financial methods employed are of interest. In 1911 the legislature passed a park law which provided for the acquisition of land required for park purposes by special assessment. Under the provisions of the act the entire area of Indianapolis is divided into four districts, administered by a commission of four appointed by the Mayor. The combination of simplified legal procedure, wise business practice, and an equitable method

of distributing the cost of improvement, has made it possible for the city of Indianapolis to take land needed for parks at a fair price and with little delay.

*Playgrounds.*—In playground work, Indianapolis has taken an important place. A comprehensive report on a survey of the city's recreational facilities was made by Francis R. North, field secretary of the Playground and Recreation Association of America, in 1915. During the summer, all school playgrounds are in charge of a city playground director.

*Transportation.*—The city has no waterfront usable for commercial purposes. Transportation facilities are well developed. Trackage in the central mile-square district is now being elevated. A union station, providing facilities for seventeen different roads, most of them trunk lines, is a feature. The city has also a union interurban transit and trolley station, entered by twelve interurban lines, connecting Indianapolis with practically every city in the state.

The Indianapolis Real Estate Board, the Indianapolis Architects' Association, the Indianapolis Chamber of Commerce, and the Architectural Club, have assisted in giving support to city planning in the past two years.

## Jackson Michigan

There is no organization, private or official, engaged in city planning in Jackson (30,530). The city has 575 acres of parks and no boulevards. Playground work is being carried on by the Playground Association. The city is giving some support to this latter work, and plans are under way for widening its scope in 1917. About \$250,000 worth of new street-paving is to be laid. Boulevard lighting is provided on the main street. The city manager, Gaylord C. Cummin, is the person most interested in city planning in Jackson.

## Jacksonville Florida

The Chamber of Commerce of Jacksonville (76,101) is about to appoint a committee on city planning. Up to this time no committee or commission has given thought to the problem of planning comprehensively for the future growth of the city.

## Jamestown New York

The big need of Jamestown (36,580), according to Glenn A. Bowers, formerly assistant secretary to the Jamestown Chamber of Commerce, in charge of civic affairs, is a comprehensive plan for the city and its tributary areas. Hardly anything has been done to forward the industrial or business needs of the town. The total park area is only 95 acres, and there are no boulevards and no waterfront parks. Present plans for extension are extremely meager. The need for play-space was so urgent that the School Park Association recently raised the funds

necessary to buy a 55-acre lot and presented it to the School Board. To control building development, a committee of the Board of Commerce has drawn up a building code and will later draft a housing law.

## Jersey City New Jersey

In an address on "The Survey for a City Plan," delivered at Auburn, N. Y., before the fifth annual conference of Mayors and other officials of the state of New York in April, 1914, and published in the proceedings of the conference for that year, Prof. James Sturgis Pray, chairman of the School of Landscape Architecture of Harvard University, said:

"The well-nigh universal prime need of our cities today is the making of systematic surveys in the broad sense, not only engineers' land and topographical surveys, but . . . surveys touching all the important departments of the city's activities and the need of keeping these records reasonably up to date in all important respects. . . . The making and maintaining of a proper survey offers a particularly fruitful field for the development of modern scientific method, . . . characteristic of modern business, wherever conducted, on a scale comparable to the administration of a municipal corporation, but . . . unhappily by no means universally characteristic of the conduct of municipal administration. The most striking and illuminating investigation yet made known of this question of method is that recently made by E. P. Goodrich and Geo. B. Ford, for the city of Jersey City, N. J."

*The "Survey."*—The accomplishment to which Professor Pray refers was the first step in the plan for organizing, on a scientific basis, the future work of the City Planning Commission of Jersey City (306,345). The Commission was organized April 14, 1911 (under Chap. 71, Laws of New Jersey, 1911), with Frank Stevens as chairman and Hugh Kelly as secretary. The aim of the experts engaged by the Commission was to standardize the making of investigations and recommendations so as to get the most complete and valuable results at the least cost to the community. Cognizance was taken of the fact that no two cities are alike in their problems and that the individuality of a city studied must be preserved. In Jersey City the whole field was covered with a view to omitting no important phase of city planning. It was recognized that planning without a full knowledge of the facts would be absurd. A city planner must, in justice to his clients, know every part of the city and every phase of its physical life, including streets, transit, transportation, waterfront development, food-supply, housing, education and recreation, parks, public buildings, laws and finance. Such was the problem, and it was all carried along at the same time, so that the proper sense of proportion was preserved. The only way in which a thorough knowledge of conditions could be obtained was by making a pedestrian survey. The experts set out to "know the city." They covered on foot every part of the city and the outskirts in a series of fifteen one-hour to five-hour tramps—some 64 miles in all. They made memoranda covering all of the various phases of the subjects mentioned above.



*The Report.*—When satisfied that they really did “know the city,” the investigators grouped their memoranda under various heads. Under each head the main facts with regard to existing conditions were grouped under the heading “Data;” the main objects and ideals to be striven for were then grouped under the heading “Desiderata;” and, lastly, the methods of getting to work in each case were grouped under the head “Procedure.” This latter head, in each case, contained many suggestions for intensive investigations as required by particular problems. At the close of the report, entitled a “Program of Procedure,” there was a summing up of the facts and recommendations presented under the individual heads and an analysis of the relative importance of the various items, from which was worked out a logical sequence of urgency. Thus, a comprehensive program was prepared in pursuance of which the Commission could do just as much or just as little as it desired or could afford in any given year.

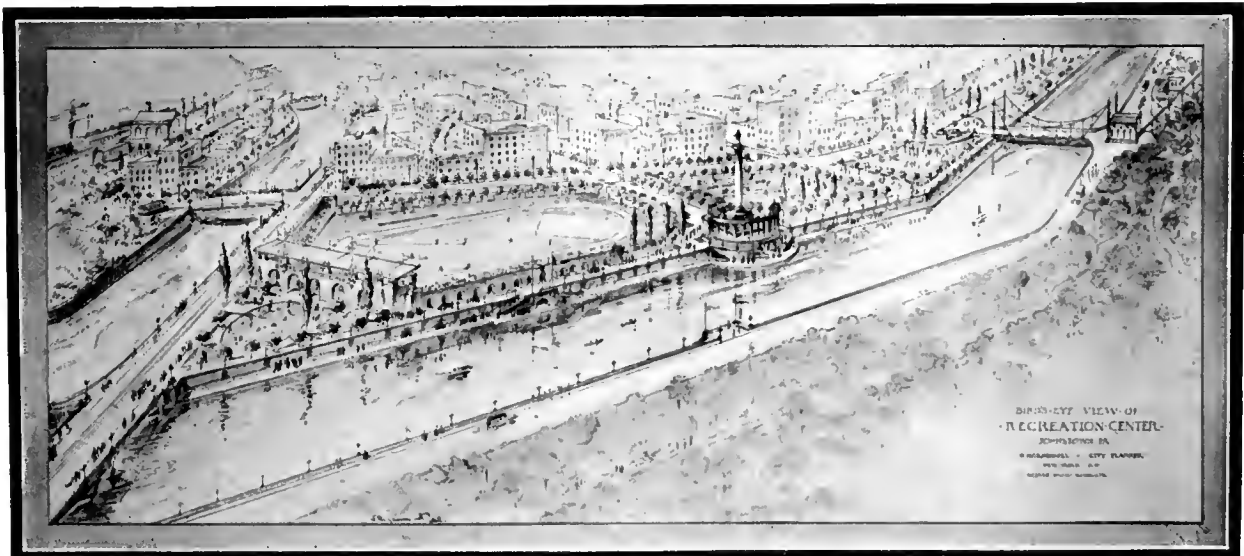
*Terminal Plans.*—Since the City Planning Commission took up its study of Jersey City’s planning needs, the movement for a broader treatment of the commercial and industrial assets of the city plan has gained impetus, largely as a result of the efforts of the Jersey City Chamber of Commerce. In January, 1915, a report was submitted by F. Van Z. Lane, resident engineer for the Chamber of Commerce. Mr. Lane’s recommendations hinge on the industrial use of the waterfront of the city. The vast railroad properties and extensive waterfront facilities in Jersey City point to the need of a great municipally controlled industrial area as recommended by Mr. Lane. In May, 1916, the Chamber of Commerce prepared a report covering the Lehigh Valley Railroad’s proposed project to construct a terminal for its own use in Jersey City. The Chamber of Commerce takes the stand that the Company should be required to cooperate in the development of its industrial and commercial terminal facilities with all other railroads in the city, and that the joint terminal should be under municipal control.

*Parks.*—Jersey City is notably lacking in parks, playgrounds, and open spaces, but much good work has been done in this direction by the Hudson County Park Commissions, of which Walter G. Muirhead is secretary. This Commission has been responsible for a large amount of greatly diversified park work in the towns lying in Hudson County, in which Jersey City has shared.

## Johnstown Pennsylvania

In 1900, the city of Johnstown (68,529) celebrated the centennial of its founding by John Johns, who planned what is now the geographical center of the city. His plan bears a striking resemblance to those of older cities in the eastern part of Pennsylvania, and especially to Philadelphia, and was no doubt influenced by Penn’s ideas. This old plan included a recreation ground, still existing at the intersection of the two rivers which flow through the city, a central park, a city hall square, and one or two other open spaces.

*Recent Plan.*—The great industrial activities which are a feature of the city’s life today have brought new problems which the city officials have sought to solve by having a comprehensive plan prepared for the entire city. A City Planning Commission was appointed in October, 1914, under the act of assembly of Pennsylvania of 1913. Henry Hornbostel, architect, of New York, was engaged to prepare a plan. Since that time the city has appropriated a total of \$5,000, \$3,000 of which have been used for expert services. Mr. Hornbostel has been assisted by George Wild, architect, of Johnstown, and Victor A. Rigamont, as resident representative. A special feature of the plan, and one which has been very favorably received by the people of Johnstown, is the suggestion for improving the “point district” one of the original public spaces reserved by the founder of the city as a recreation park. Johns-



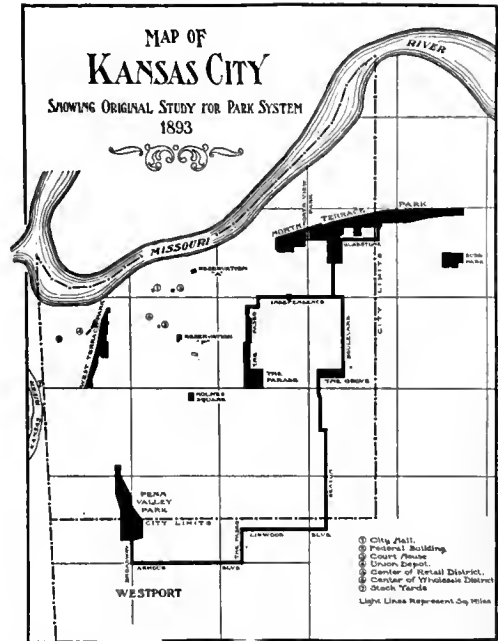
JOHNSTOWN.—Treatment of “The Point,” as Proposed in Comprehensive Plan Just Completed. At the intersection of two rivers, this area was reserved for the public in the original plan of 1800.

town is deficient in park spaces, only slightly more than 60 acres of land being devoted to this purpose.

*The Recommendations.*—Other features of the plan, which is to be published this year, are the development of new traffic ways for the relief of the down-town business streets, the improvement of the waterfront, the development of new boulevards, the segregation of industrial plants, the construction of new bridges, the arrangement of civic and recreational centers, and a plan for a rapid transit route for workingmen, between factories and home districts.

*Improvements in Transportation.*—Johnstown has already made considerable progress in the improvement of her transportational facilities. A new railroad terminal has been opened, two new bridges have been constructed, and a freight terminal has been developed. Of particular interest is a notable group centering about the William A. Cochran, Jr., High School, now being completed.

Edmund Overdorff is president of the City Planning Commission, and Leo. G. Buettner is secretary.



Courtesy *The Architectural Record*  
 KANSAS CITY.—Original Study for the Park System of the Year 1893, outlining 9.85 miles of Boulevard and 323 Acres of Parks.



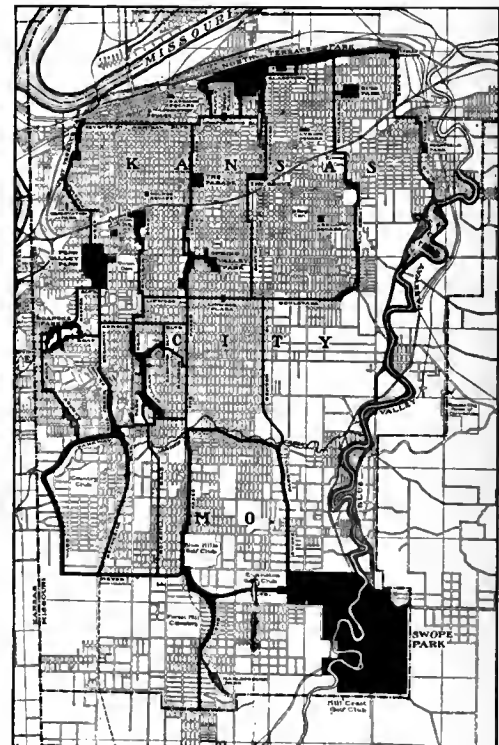
Courtesy *The Architectural Record*  
 KANSAS CITY.—Improvement at 12th Street on the Paseo, a Parkway 9 miles long and from 100 to 565 feet wide, and the Main Artery of the Boulevard System.

### Joplin Missouri

With a park acreage that conforms to the best standards of today, Joplin (33,216) has a good foundation on which to awaken public interest in city planning. There are two parks, one of 160 acres and two smaller ones with a total of 14 acres. There are four playgrounds, two or three of which are on vacant lots and schoolgrounds. Evidently there is great demand for larger and better recreation facilities for neighborhood use. Little conscious city planning has been done to date, but the local architects have been interested and active, including Austin Allen, A. C. Michaelis, Dieter & Wenzel, and Charles H. Sudhoelter.

### Kalamazoo Michigan

As the principal industrial and commercial center of southwestern Michigan and the fourth city in the state, Kalamazoo (48,886) must give attention to city planning if the city is to meet its growing responsibilities



Courtesy *The Architectural Record*  
 KANSAS CITY.—The Park System of Today, Now Comprising 2,576 Acres of Park and Parkway, 61 miles of Boulevard, Improved, and 52 miles Owned but not Improved.

Further plans provide for the acquisition of 761 acres of parkways with a roadway system of 26 miles.

adequately. Representing, as it does, every interest in the city, the Chamber of Commerce, of which O. B. Towne is secretary, stands foremost among Kalamazoo's organizations in the promotion of the civic, industrial, and commercial life of the city, and it is the logical body to give support to a movement for city planning. Work on city planning is held in abeyance, however, pending the outcome of the campaign for a new city charter in which powers more favorable to city planning work are to be provided. Kalamazoo was settled in 1829 and was organized as a city in 1883. It has 294 industries.

*Parks.*—Municipal provision for recreation consists of seven parks with a total area of 85 acres, augmented by 225 acres of parking around the State Hospital, a playground and athletic field around each school, and several areas especially reserved for play. Boulevards

are being laid out at the present time according to a general plan which involves the improvement of the riverfront.

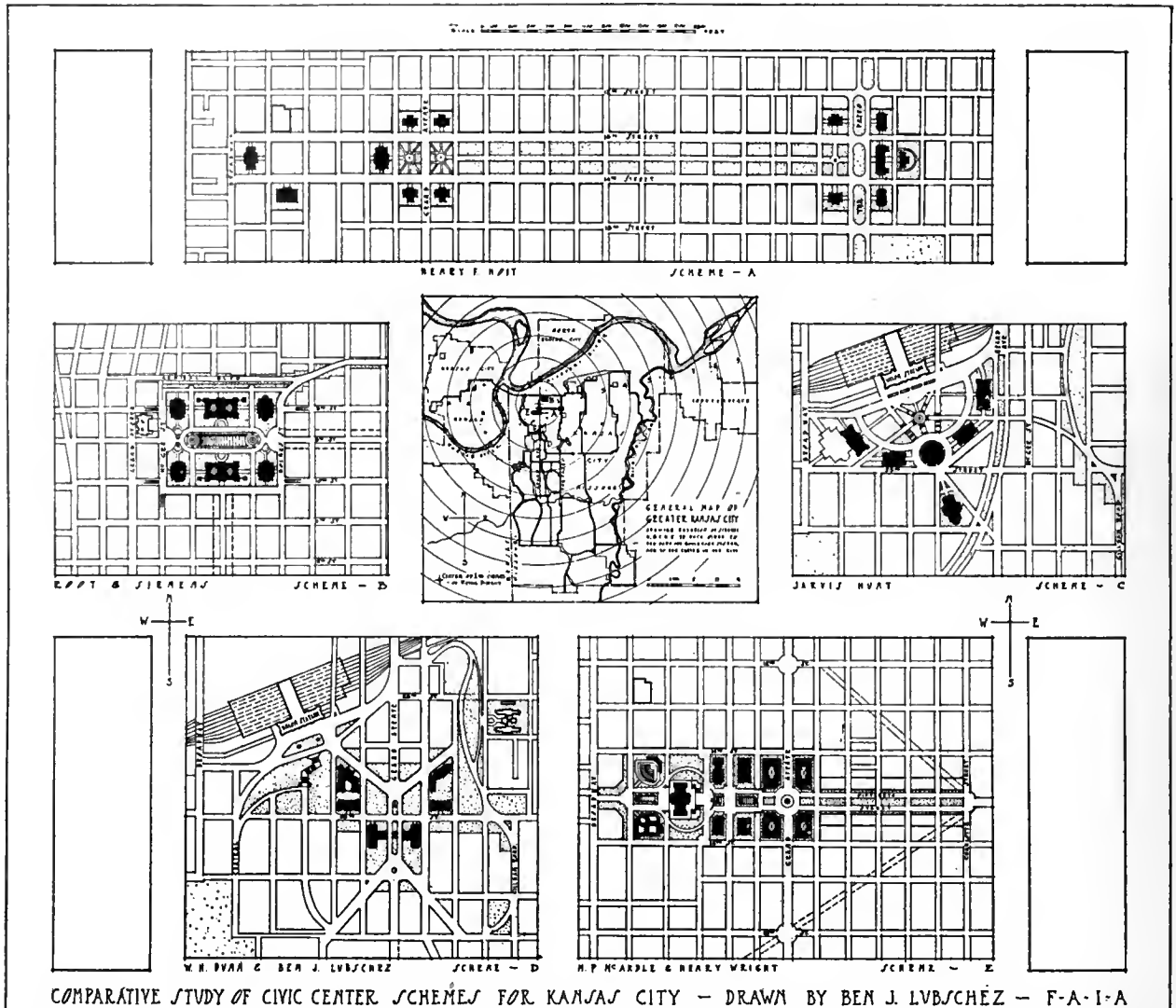
## Kansas City Missouri

Kansas City (297,847) has a country-wide reputation for its remarkable park system. It is, perhaps, the most complete and well-organized system existing in America today. The steps by which it was realized make one of the interesting chapters in the history of civic advance in America. The work began in 1892 when, through the agitation of a group of public-spirited citizens, the city employed Geo. E. Kessler, of St. Louis, to devise and prepare a plan for a system of parks. In 1895 a law was



*Courtesy The Architectural Record*

KANSAS CITY.—Wading Pool in the Grove.  
About 500 children use the pool daily in mild weather.



KANSAS CITY.—Comparative Study of Five Civic Center Schemes, and General Diagram Showing Their Relation to Each Other and to the General Park and Street System.

The arrangement of the approach to and surroundings of a new railway terminal are pressing matters. Two of the schemes suggest solutions for this problem and involve the treatment of a plaza, a small park, adjacent thereto, and a connection with the boulevard system.

enacted which gave the city and its Park Board the means for actively pursuing its plan for enlarging and improving the first plans. With a gift of a park containing 1,332 acres, about this time, the whole movement was greatly accelerated, so that today there are 1,985 acres in parks and 590 acres in parkways. Other reservations are planned which will bring the grand total up to 3,337 acres, or almost one acre of park space to nearly every hundred persons in the community, a showing equaled by hardly any city in the country, except Washington, D. C. The total cost of land improvements and maintenance since 1895 has been a little over \$15,000,000. Perhaps the most interesting feature of this entire development has been the method of paying for the new parks and parkways. A plan has been worked out and adopted with

great success by which the cost of parks is assessed upon the abutting and neighboring property. The results of this remarkable development have shown themselves in hundreds of ways that make for city betterment in general.

*Railway Terminals.*—At the present time the city is interested in the developing of the district of which the fine new railway terminal station is the center. It is hoped that some plan will be adopted that will provide an adequate plaza, a park, and a worthy setting for important public buildings in the vicinity of the station. Ben J. Lubschez, a member of the Board of Directors of the American Institute of Architects, has been particularly interested in studying ways and means for the solution of this problem and, in fact, for many other matters



*Courtesy The Architectural Record*

KANSAS CITY.—Swope Park in the Southeast Part of the City, the People's Great Playground, Acquired in 1896 by Gift; 1,332 Acres. involving the comprehensive treatment of planning problems.

*The Needs.*—One of the greatest needs of Kansas City today is a city planning commission that will solve the

traffic and terminal problems of the city. If such a commission had drafted a comprehensive plan, one that would have given consideration to all phases of the city's development present and future, the park and boulevard



*Courtesy The Architectural Record*

KANSAS CITY.—West Terrace Park and Outlook Tower at Tenth Street.

The shacks and ugliness that pervaded the site of this improvement have been eradicated, and a fine drive, and points for magnificent panoramic views, opened up.

system, justly praised and extremely picturesque and serviceable as it is, would not have usurped all practical locations for traffic ways as it actually has done. The easiest grades have been taken for boulevards and thus preëmpted the routes that should really be assigned to business and commercial traffic.

that have met with city-wide approval. William Buchholz is president of the Board of Park Commissioners, and W. H. Dunn is resident landscape architect.

*Housing.*—In private enterprises with unusual planning interest, the Country Club residence subdivision of 1,000 acres, laid out and developed by J. C. Nichols, is



*Courtesy The Architectural Record*

KANSAS CITY.—Penn Valley Park (132 acres), a Rugged Picturesque Reservation Near the Union Station and the Business Section of the City, Acquired in 1900 and Completed in 1903; Cost \$1,300,000.



*Courtesy The Architectural Record*

KANSAS CITY.—Wading Pool in Washington Square, a Playground for Children of 2.07 Acres, Costing, Complete, \$128,000, Equipped with Outdoor Gymnasium and Shelter Building.

This playground has the second largest attendance, 15,000 during the season. In line with its policy of selecting school sites on the park and boulevard system, the Board of Education has constructed a modern ward school just south of and facing the playground.

*Citizen Interest.*—The City Club has among its members many who are vitally interested in these and other city planning problems, and they have contributed from time to time suggestions for their solution. The Kansas City Chapter of the American Institute of Architects, including Geo. M. Siemens, Henry F. Hoyt, and Ben J. Lubschez, have contributed valuable sketches and plans

particularly noteworthy. Mr. Nichols has not only performed a great service to the community in introducing the most advanced ideas in town planning in the development of the residence property under his control, but he has, in numerous ways and at various times, given support to the movement for more rational methods of land subdivision, particularly in his address before the American

Civic Association several years ago, which has been printed in pamphlet form and distributed by the Association in all of the cities of the country.

## Kenosha Wisconsin

Homes for workingmen! This has been the greatest problem of our American industrial cities during the past two years. For the last five years Kenosha (31,576) has faced a house famine. During the year ending May 1, 1916, the total increase in employees was 2,918, while the number of houses built in the same period was only 245. Conditions before this new increase had already been bad and with this new condition Kenosha faced an undeniable housing problem.

surroundings, value, the extent of water, gas, and sewer connections, and the convenience of transportation facilities. These results were shown on diagrammatic maps. The prevailing standards of workmen's houses were investigated, lot and block dimensions were ascertained, street widths and other related questions were studied. State and city laws relating to housing were combed from the voluminous records of the city clerk and the city attorney, and many other details relating to the housing problem of Kenosha were ascertained for the purpose of accurately gauging the needs and opportunities.

*The Report and the Result.*—Mr. Nolen's report and recommendations were based absolutely upon this survey of conditions. In his report he took up methods of wholesale housing and building in other sections of the country, and ways and means especially applicable to Kenosha were suggested. As a result of this report, a



KANSAS CITY.—Bathhouse in the Grove; the Most Complete Combined Park and Playground in the City. Area of Park, 11 Acres; Entire Cost, \$283,000.

In its completeness, its pervasiveness, in the way it reaches every quarter and section of the city, the park system of Kansas City is unexcelled by any other in the world.

*Industrial Housing.*—Realizing that such conditions could only result in inefficient employees, the Manufacturers' Association last May determined to take the initiative in meeting the issue. At least 1,000 new houses were needed immediately. To obtain plans embodying the best modern features of city planning, house construction, and financing, John Nolen, of Cambridge, Mass., was engaged to make recommendations. A questionnaire was prepared and sent to all the local manufacturers. The answers were summarized, and a clear-cut estimate of the housing situation was thus made. The customary local methods of providing houses for sale and the financing of building operations were investigated. Definite information was obtained with regard to open areas available for low-cost housing with respect to their character,

most remarkable undertaking, involving the building of about 1,000 houses, is now in progress.

*Manufacturing Homes.*—Space does not permit a detailed explanation of the organization of the entire work. Briefly, it is the adaptation to the building of houses of the same principles that guide our large industrial plants in their conversion of raw material into the finished product. In other words, Kenosha is not building houses, it is manufacturing houses.

*Parks.*—Kenosha has hitherto accomplished practically nothing in the way of comprehensive planning for its future physical growth. However, the American Park Builders, of Chicago, Myron H. West, president, were engaged early in the current year to develop the park and playground system.

## Keokuk

Iowa

On the initiative and, largely, at the expense of the Industrial Association of Keokuk (14,008), John Nolen, of Cambridge, Mass., prepared a preliminary plan for the city in 1913. The report submitted by Mr. Nolen covered only the essential elements for improving and extending the city, including an analysis of the system of main highways, a list of the important properties to be acquired sooner or later for public use, and a definition of the general purposes which such properties were intended to serve.

*Natural Advantages.*—Keokuk has an unusually good location for a city. It is admirably situated on the Mississippi River and is surrounded by broad areas of rich and relatively inexpensive land; it has a large "back country," and possesses convenient connection by railroad to Chicago, St. Louis, and other large neighboring cities. With these facilities there has now been added the great dam for the Mississippi River, the construction of which has recently been completed, at a cost of many hundreds of thousands of dollars, by the Mississippi River Power Company, and which will provide 200,000 electric horsepower. Yet with all these advantages, Keokuk has heretofore been seriously handicapped in its growth by certain unfavorable characteristics of its plan, which Mr. Nolen points out and for which he makes certain definite recommendations.

## Kingston

New York

The Mayor of Kingston (26,771) Palmer Canfield, Jr., introduced an ordinance in 1916 for the appointment of a city planning commission, but the motion was voted down by the Common Council. Up to this time, Kingston has had neither a city planning commission, improvement commission, nor housing commission. With the impetus given to city planning by the State Bureau of Municipal Information, of which William P. Capes is secretary, Kingston should soon adopt some measure for pushing this most important phase of municipal activity.

## Knoxville

Tennessee

The organization of forces for comprehensive city planning work in Knoxville (38,676) is now under way, with the City Planning Committee of the Knoxville Board of Commerce as the leader. The latter Committee, organized originally in 1914, was reorganized in 1917. Charles Zueblin, publicist, and Dwight H. Perkins, member of the American Institute of Architects, have delivered lectures under the auspices of the City Beautiful League, and John Ihlder, now secretary of the Philadelphia Housing Association, recently lectured for the Russell Sage Foundation in Knoxville. One of the results directly traceable to this publicity was the purchase of park plots for which the city appropriated \$50,000 in 1916.

Knoxville has just enlarged her boundaries and become "Greater Knoxville"—following the passage of a bill through the legislature and signed by the Governor in March, 1917. The population of the city, it is estimated, is more than doubled, and new problems of city extension must be solved, which make the need for comprehensive city planning even more urgent.

There is a Social Survey Committee and a Housing Committee of the Board of Commerce which are giving their support to movements for social betterment. Mrs. T. D. Tyson is president of the City Beautiful League, and Charles A. Barber and Benjamin McMurray, architects, are serving on the City Planning Committee of the Chamber of Commerce, of which Joseph Bowles is secretary.

## La Crosse

Wisconsin

The most striking and characteristic features of the site of La Crosse (31,677) are the Mississippi River on the east and the high and rugged bluffs on the west affording unusual opportunities for the creation of a park system. In 1908 the city had made no organized effort to provide parks, yet today it has a substantial framework for a comprehensive park system that is equaled by few, if any, cities of the same size. The first park acquisition resulted from the generosity of a citizen who gave to the city a beautiful and picturesque island in the Mississippi River, which might easily rival the famous Belle Isle Park of Detroit when fully developed. In 1908, with the appointment of a Park Commission, John Nolen of Cambridge, Mass., was employed to lay out a comprehensive plan of parks, playgrounds, and connecting boulevards. With the submission of his report, a real nucleus for a park system was immediately secured through the generosity of citizens in La Crosse, supported by the City Council. The procedure in La Crosse in developing the system is one that should interest all communities in the country who are contemplating a campaign for the development or improvement of their parks. It is well described in a little book published by the Park Commission in 1911 entitled "The Making of a Park System for La Crosse." There has been a noticeable awakening of civic pride and of interest in civic affairs generally since the Parks have been established, which has more than compensated those who have headed the movement with money and personal effort. In 1916 a Bureau for Civic Improvement was organized as a part of the activity of the new Chamber of Commerce. H. N. Hixon, chairman of the Park Board, is a leader in city planning and park improvement.

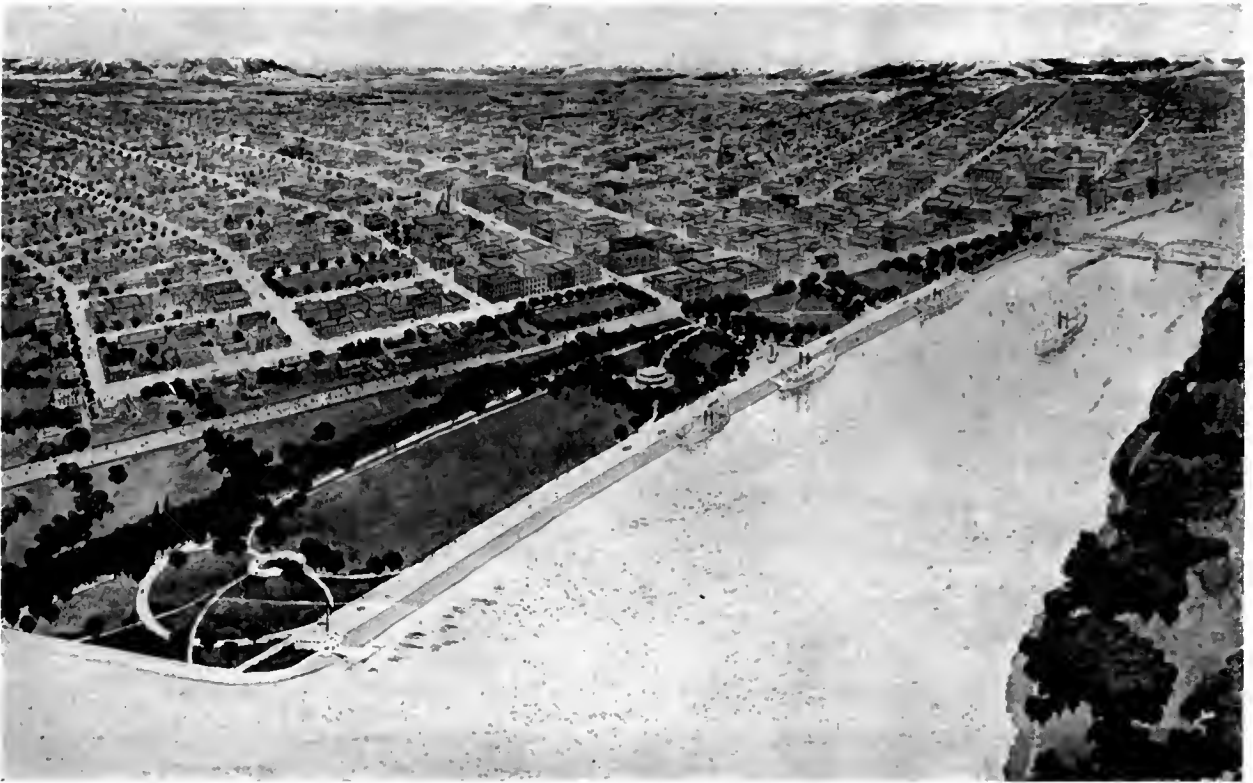
Aside from its parks, however, La Crosse has done almost nothing to plan for its future growth. Desirable as the parks are they are only a small part of what is necessary for a scientifically rounded out plan.

## Lancaster

Pennsylvania

Civic organizations of Lancaster (50,853) are considering the employment of a city planning expert to prepare a





LA CROSSE.—Levee Park, as It Will Appear When Completed.

The methods adopted by LaCrosse in acquiring and developing a park system are of special interest and value to the small cities at work on the park problem.

general comprehensive plan of the city and its environs. C. Emlen Urban, member of the American Institute of Architects, is chairman of one of the committees having the matter in charge. Lancaster is one of the third class cities of Pennsylvania and would thus come under the Pennsylvania Law of 1913, authorizing the appointment of city planning commissions in such cities and defining their powers. The city has, however, an old and special charter under which it is impossible to create a planning body in accordance with this act, and it is likely that steps will be taken to secure a change in the charter or the passage of an act that will permit the city to engage in city planning, as provided for other third class cities. The Chamber of Commerce is back of the new city planning movement, and others actively supporting it are M. T. Garvin and Charles Newbold.

*Terminals.*—Charles Mulford Robinson, of Rochester, N. Y., has been consulted recently and has submitted a report on a site for the proposed new Pennsylvania Railroad passenger terminal, and an effort is now being made to get the people of the city to endorse his plan. The problem involves the unification of two railroads in one station and the construction of a bridge over the right of way.

*Recreation.*—One of the field secretaries of the Playground and Recreation Association of America has recently been engaged to study the recreation problem in Lancaster and is now preparing his report. The city has

three parks, two acquired by private donations and one by purchase.

## Lawrence Massachusetts

The original plan of Lawrence (100,560), laid out by the Essex Company in 1845, showed unusual foresight, particularly in the provision of highways for local traffic, but today a complete schedule of street-widths made by the Planning Board shows that nowhere are they closely related to the probable requirements of traffic. Then, too, Lawrence is hampered by its restricted city limits. It has a very small territory, comprising about  $7\frac{1}{2}$  square miles. This restricted area has its manifest disadvantages for a city growing as rapidly as Lawrence has grown in the past. Over one-third of the population of the city lives on one-third of its area. The reputation of the city has not been bettered by the situation in regard to housing. The crowded portions of the central part of the city, with their four-story wooden blocks, introduce serious problems affecting a large proportion of the residents and workers in the city. In fact, it was this situation that led to the making of an exhaustive "survey of Lawrence," in 1912, with the so-called "White Fund."

*Housing Law.*—It was natural that the first activities of the City Planning Board (organized under the Massachusetts Acts of 1913, Chap. 494) should hinge about the

preparation of a building code. On this subject Charles W. Killam, member of the Commission to investigate building regulations in Massachusetts, advised the Board, and the Commission's recommendations have been adopted by the city and are now law.

*Thoroughfares.*—The next logical step the City Planning Board took was a study of the thoroughfare system of Lawrence. The Board employed Arthur C. Comey, landscape architect, of Cambridge, Mass., to submit a program of city planning work and to make a study of the thoroughfare system. This report contains information which should be of value to commissions in different parts of the country who are seeking light on a plan of action. Its contribution to the study of thoroughfare problems is of real value, particularly in connection with the improvement of traffic conditions, the preservation of natural routes for pleasure driving, and in reducing the cost of street construction in general.

*River Development.*—One improvement in the city plan of Lawrence which is especially emphasized in the report is the development of the Spicket River for the length of a mile within the city. This particular project can be easily realized. The program for a new park system and for connecting boulevards, to be developed jointly with adjacent towns, is one that should commend itself to the people of Lawrence, who are unfortunately deprived of the opportunity to acquire adequate open spaces within the present restricted limits of the city.

## Lexington Kentucky

Recent civic achievements in Lexington (41,097) have centered about the maintenance of a system of sanitation. The lack of provisions for adequate sewage disposal became rapidly more dangerous year by year until it reached a point where something had to be done, not only for the protection of the health of the people of Lexington, but for the welfare of the neighboring townships. The Board of Commerce, composed of nearly 1,000 business men, has coöperated in a city-wide movement in this direction. The people of Lexington voted in November, 1915, to issue bonds for the purpose of constructing a modern sewage disposal system which was the one thing above all which was needed to place Lexington in the rank of progressive cities of America. By 1918 Lexington will have a modern system of sewage purification.

*Housing.*—Lexington is extremely fortunate in that it does not possess the harrassing tenement problem which many of the eastern cities have to contend with. It has, however, a housing problem of sufficient gravity to be of vital concern to the health and efficiency of the entire community. In place of the tenements, we find the single-family house, but built in such close proximity that its fundamentals—light, fresh-air, and privacy—have been suppressed, and in their place many evils of the large tenements have found a foothold. Today the city is housing about one-third of her population in buildings which require immediate remodelling or complete demolition. About two years ago there was a revival of interest in housing, and a housing inspector was employed who had

done excellent work in Cincinnati. This work did not meet with the favor of the city officials, and housing work was dropped. Dr. N. R. Simmons is the present health officer. Among those interested in the civic advance of Lexington are Mrs. W. Lafferty, president of the Women's Club, Prof. C. R. Mulcher, Harry S. Brower, president of the Board of Commerce, and Dr. W. O. Bullock, president of the Clean City Club.

## Lima Ohio

A tentative plan for the development of Lima (35,384) was prepared in 1915 by Wilhelm Bernhard, of Chicago, Ill. This plan, in addition to providing for a civic center, park reservations, and thoroughfares, is intimately linked with a garden city site located 2 miles southwest of the heart of the city, in what is known as the Country Club District, and at the highest altitude around the city. The latter development is being carried out through private initiative and for the purpose of providing homes for employees in various industrial plants in Lima. It embraces nearly 500 acres of rolling land. Ravines, cutting through the site, afford excellent natural drainage, and attractive valleys provide exceptional opportunities for a pleasing and informal layout of residential sites and open spaces. A distinctive feature in the scheme—a neighborhood center—is to be built around a public square near the entrance to the tract, where will be provided space for several stores, accommodations for the social activities of the community, a library, and a number of modern apartments. Another feature is a central garage and dairy constructed on modern lines around a court in one of the ravines. Liberal areas for parks have been set aside.

## Lincoln Nebraska

Lincoln (46,516), the capital city, has a Municipal Plan Commission, organized in 1912, by ordinance of the City Council, which employed the American Park Builders Association of Chicago, of which Myron H. West is president, to prepare plans for the park system and playgrounds and other general improvements related thereto. These plans were submitted to the Plan Commission but were not officially accepted. The Plan Commission has not been particularly active for the past year.

## Little Rock Arkansas

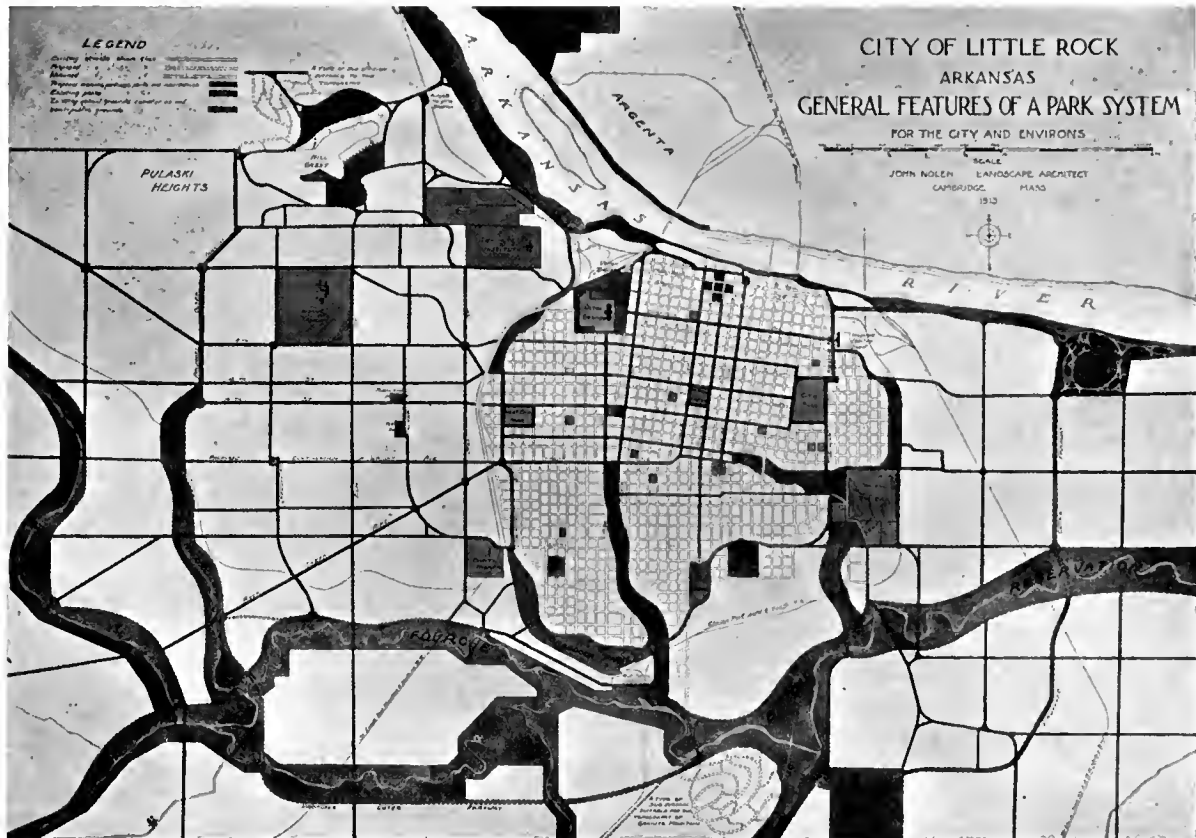
The Parkways Association of Little Rock (57,343), of which W. L. Hemingway is president, employed John Nolen, landscape architect, of Cambridge, Mass., in 1908, to prepare plans for a system of parks and boulevards for the city. A fund of \$3,500 for this work was raised by public subscription and by the appropriations of city and county officials. The report which Mr. Nolen submitted is a 30-page document, with a number of interesting illustra-

tions, and contains a program for progressive acquisitions for park and boulevard purposes. In its initial stages this program calls for an outlay of \$400,000, to be raised by bond issue. The areas recommended for acquisition and development are classified as: (a) city squares, civic center and capitol grounds; (b) schoolgrounds and athletic fields; (c) route for main avenue; (d) encircling parks and parkways; (e) reservations. As a result of this effort playgrounds about the schools have been put on a basis of efficiency, two parks have been acquired, of which one has been improved, and the park movement has been given a decided impetus which shows no sign of abatement.

resultant tax on existing public services will bring about some action, public or private, to secure a broad plan for future development.

## Los Angeles California

The first real effort to bring about an improvement in the city plan of Los Angeles (503,812) was made by the Municipal Art Commission in 1909. The Commission, of which F. W. Blanchard was chairman, secured an appro-



LITTLE ROCK.—General Features of a System of Parks and Boulevards with Plan for Civic Center.

## Lorain Ohio

The Board of Commerce of Lorain (36,964) has gone into certain phases of city planning through its Housing Committee, organized in January, 1917. This Committee is engaged in a campaign to secure more houses for employees in the rapidly developing industries in the city.

**Parks.**—The city has 40 acres of parks, quite inadequate for a city of its size—300 acres is a reasonable requirement. The purchase of a lakefront park in 1916 is evidence of an awakening in this direction.

**Port.**—There is a good harbor with 4 miles of navigable river frontage and some wharfrage. It is only a question of time before the rapidly increasing population and the

priation from the City Council permitting them to engage Charles Mulford Robinson, of Rochester, to prepare a plan. Mr. Robinson came to Los Angeles and made a very careful study and examination of existing conditions, and from that formulated and prepared a very broad and practical plan. This report was approved by the Municipal Art Commission and presented to the City Council and was officially approved by that body. Mr. Robinson's report contained minor suggestions as to details of the plan, but the principal features of his report dealt with four great schemes: (1) A union station and its approaches; (2) an administrative center; (3) an intellectual, artistic and scientific center; and (4) a comprehensive park and boulevard system. Unfortunately, the approval of the plan by the City Council meant nothing more than an endorsement of Mr. Robinson's proposals. His plan was not ratified by

the city authorities in a manner that meant an irrevocable commitment to its provisions or any of them. Hardly had the plan been made public before part of it was made impossible by the action of the county authorities in constructing a building for administrative offices, which disarranged the whole scheme for the administrative center. One or two of the suggestions, however, have been carried out, but with these exceptions the plan has never been followed.

*City Planning Association.*—Mr. Robinson's studies and proposals have served to quicken the interest and enthusiasm of all those who have given thought to the city planning needs of Los Angeles, and particularly to those who have been backing a more recent movement under the City Planning Association, an unofficial organization formed in 1914. This Association serves as a clearing-house for civic ideas. C. J. Colden is president; Siegfried Goetze, a member of the American Institute of Architects, is vice-president; and G. Gordon Whitnall is corresponding secretary. With this Association the Southern California Chapter of the American Institute of Architects is cooperating. Efforts are being directed to secure the appointment of an official commission provided with sufficient funds to enable it to carry on comprehensive city planning as provided in the California state law. From time to time separate organizations have suggested and obtained certain improvements in the building of the city, but for comprehensive work it seems necessary to secure the joint efforts of all the organizations that are working for city planning, under the leadership of the City Plan Association, and that is the direction in which city planning in Los Angeles is tending. It is anticipated that in the present year the machinery for obtaining a broad survey and comprehensive city plan will be put in motion.

*Remarkable Growth of City.*—But a little more than a quarter of a century ago, Los Angeles was an adobe pueblo. Today it is a metropolis with over a half million population. Its rapid growth in area and population is unparalleled in city building. In twenty-five years 450 miles of new streets have been constructed; systems and schemes of health and sanitation carefully planned for future generations have been abandoned or enlarged and multiplied many times. A water-supply that seemed adequate for almost all future growth has long since proven inadequate, and in its place a system has been substituted, bringing water from sources 240 miles away. Once an inland city, the city is now a seaport of the Pacific. By a procedure, unparalleled in America there has been annexed contiguous territory, running to the harbor city of Wilmington and the harbor and ocean front city of San Pedro, 18 miles distant. The latter cities, abandoning their corporate entity, have become an integral part of a great Pacific coast harbor, of which Los Angeles is the nucleus. Thus, in a little over a century ago, from a Mexican settlement of a few hundred inhabitants, Los Angeles has grown until it covers an area of nearly 100 square miles, running from the San Bernardino baseline to the sea, more than 35 miles distant. The only cities in this country exceeding it in area are New York, Chicago, New Orleans, and Philadelphia. It is the great tasks above described with which the city has been coping that has made it difficult for the authorities, to give serious thought to the problem of planning in a

comprehensive way for the improvement of the existing plan and for the future extension of the city along rational lines. Los Angeles is badly in need of a comprehensive plan of this character, and it is the aim of the City Plan Association and others interested to create sentiment that will force the adoption of measures designed to accomplish this end.

## Louisville Kentucky

The City Improvement Commission of Louisville (238,910) was organized under an ordinance of the City Council in February, 1913, with J. C. Murphy, member of the American Institute of Architects, as chairman. Mr. Murphy has for many years consistently advocated the comprehensive planning of Louisville.

*The Work of the Commission.*—The City Improvement Commission has never received an appropriation from the City Council but continues in existence under the guidance of the Engineers' and Architects' Club of Louisville. The Commission's chief aim is to secure an appropriation of \$30,000 to conduct a comprehensive survey and to make from this survey practical recommendations for the development of thoroughfares, the elimination of grade crossings, the location and development of the Union Station, the allocation of parks, playgrounds, and small recreation centers, the grouping of public buildings, the development of the waterfront for commercial and recreational usage, and the like.

*Parks and Thoroughfares.*—Louisville has a considerable park acreage. There are three large outlying parks containing about 1,300 acres and ten containing 85 acres. There are nearly 11 miles of parkway completed and about 3 miles in contemplation. Louisville is particularly backward in the planning of streets and street improvements on a comprehensive scale.

## Lowell Massachusetts

The city of Lowell (113,245) has not yet participated in the movement for comprehensive city planning. The city is situated 26 miles from Boston, with frequent communication, both by railroad and electric car service. In the manufacturing establishments there were, in 1914, an average of 30,000 persons employed with average earnings of \$9 per week, but the numbers of these workers and their wages have increased since the beginning of the European war. The growing population, the higher cost of living, and the difficulty of obtaining wholesome homes are serious problems for all of the working people. However, the city is not so much afflicted with the tenement evil as are many other cities in the state. The density of population, 11.8 persons per acre, is low enough to indicate that there is a considerable amount of available unoccupied land within the city limits. Actually, there are at least 4,000 acres unused, or about 44 per cent of the total area within the city limit. The asking price for these vacant lands suitable for building purposes within the city limits varies from \$450 to \$5,000 per acre.

*Homestead Commission Experiment.*—Consideration of the foregoing conditions influenced the Massachusetts Homestead Commission, in 1916, to select Lowell as a suitable place in which to make a demonstration of an experiment to ascertain the feasibility and desirability of state encouragement to increase the supply of homesteads for working people. The Commission had no authority and no funds to take options on land, so it did not commit itself or the Commonwealth to any obligation whatsoever. Three parcels of land were selected for examination and study. The tract chosen in urban Lowell is intermediate between the central portion and the larger vacant tracts in the suburbs. It is convenient to the center of the city by trolley lines and to manufacturing districts. The tract lies well within the area in which workingmen are seeking homes, and was selected after a careful study of the topography, the average amount which could be used for the purchase of land, based on the earnings of the workingmen, the probable requirements in respect to rooms and garden space, and the needs of traffic. Careful study was given to all of the fundamental problems of housing and subdivision. The plans for this area and the other tracts studied are fully explained in the Fourth Annual Report of the Massachusetts Homestead Commission (1916) and present an interesting solution of the problem of land subdivision and house construction which should prove of value to hundreds of other cities in America. While they may not be entirely beyond criticism, it is believed that they are feasible and practical. The Commission does not recommend that the Commonwealth enter the real estate business for the purpose of supplying wholesome homes for workers, no matter how great the social or individual need may be, but only recommends the application for a single experiment or demonstration to learn whether it is financially possible to supply such homes for such workers, what are the prices and policies upon which such an undertaking should proceed, what are the dangers, what should be the limitations. The recommendations are embodied in a bill which has been submitted to the legislature.

### Lynchburg Virginia

The city of Lynchburg (32,940) has made great progress in recent years in providing modern municipal improvements and those things which go to make for industrial and commercial advance. Grades have been modified, ravines bridged, streets widened, paved and sewered, and most of the conveniences installed which a modern city requires.

*The Hills.*—The city has the reputation of being one of the hilliest cities in America. For many years this unusual topography was considered a handicap to development because of the added cost and peculiar difficulties that it placed in the way of paving, sewerage, and the like. But even the hills are rapidly becoming an asset by enabling the plans for several improvements to be carried out on a scale impossible where the topography of the outlying country of the city itself is level.

*Water-Supply.*—In 1908 Lynchburg completed a modern waterworks system at a cost of over \$1,000,000.

Water is brought by gravity from a mountain stream 27 miles west.

Notwithstanding the very creditable progress which the city has made, there is no city planning or civic improvement commission at work to keep pace with its rapidly increasing needs and growths.

### Lynn Massachusetts

The Chamber of Commerce of Lynn (102,425), of which Wm. H. Day, Jr., is secretary, has for several years urged that a city planning board be appointed, but the spirit of coöperation on the part of the city government has been lacking. In recent years little has been accomplished by the city in effective city planning.

*Parks.*—A beautiful ocean-front park, about a mile long, is one of the features of Lynn. It is under the authority of the Boston Metropolitan Park Commissioners and is a part of the great metropolitan park system of Boston. The city owns 2,200 acres of park land, part acquired by purchase and part by donation. The parks were not laid out according to any preconceived plan.

*Harbor and Reclamation Work.*—A general development of the harbor of Lynn is now under way, and the material excavated from the channels and harbor district is being used to reclaim flats for industrial purposes. Already 30 acres of land have been acquired in this way.

*Grade Crossings and Streets.*—Grade crossing elimination was undertaken in 1913 at a cost of \$2,000,000. No regular plans have been devised for the extension of the street systems or the development of the central district.

### Macon Georgia

In Macon (45,757), streets are wide, parks are abundantly supplied with trees and shrubbery, and problems of congestion of traffic or people have not been pressing. The number and size of parks for a city of its population are,



MACON.—New Passenger Terminal, with Well-Ordered Approaches and Attractive Architectural Treatment.

however, very limited. There is one park, 18 acres, called Tatnall Square Park, and there is also what is called Central Park, which is used as the state fair grounds. These are quite inadequate for a modern city. There are four playgrounds, one of them occupying a section in the



MADISON.—State Street, One of the Capitol Approaches as It is Today.



MADISON.—State Street, as Proposed with Poles and Wires Removed and Dignified Business Buildings Lining the Sidewalks.

Tatnall Square Park. All of these playgrounds have up-to-date apparatus.

*Terminal Station.*—Macon is not an industrial city, strictly speaking, but depends for its livelihood on the surrounding rural districts. There is, however, every evidence that the city will, in time, become a producer and a real industrial community. The new million dollar terminal station, covering two city blocks, opened for inspection on December 1, 1916, is one sign of the increasing importance of the commercial and industrial life of the city.

*Institutions.*—Macon is also the seat of Mercer University, with spacious grounds well cared for. There is also the Wesleyan Female College, the oldest chartered female college in the world, with fine grounds. With the rapid development of the industrial life of the community, which is now going on particularly in the pottery industry, the population of Macon will, in all probability, jump by leaps and bounds in the next decade. Macon needs a comprehensive plan now, a broad program for meeting the anticipated needs of a growing city, and there is every evidence that there are among her people those who are fitted to serve as leaders in this work.

## Madison Wisconsin

The Parks and Pleasure Grounds Association is, and has been, the active supporter of all movements for a broader development of Madison (30,699) along city planning lines. Under the inspiring and compelling leadership of John N. Olin, this Association established a splendid record. For twenty-two years, with steadily increasing success, it has secured donations and raised yearly funds for the development of a first-class park system. It has organized its work with all the effectiveness characteristic of the best private business enterprises. Today the city is possessed of 269 acres of parks and about 8 miles of frontage, for park purposes, on lakes, almost exclusively the result of the work of the Association in securing donations and raising subscriptions.

*City Plan Committee.*—In 1909 the Association was instrumental in organizing the Citizen's City Plan Committee which, through private subscriptions, raised funds to employ John Nolen, of Cambridge, to prepare a plan for the future development of the city along comprehensive lines. This plan was published in a report of 168 pages, with many illustrations, under the title of "Madison, a Model City." Mr. Nolen discussed the big topographical features of the city site and the shortcoming of the existing plan. The original plan of Madison was drafted in 1836 and gave no consideration to the real requirements of a peculiar topography. It provided the usual gridiron system



MADISON.—State Capitol, Located on a Square Set aside for the Purpose in the Original City Plan of 1836.

The building is so planned that a fine portico terminates the vista along each of the diagonal avenues.

of streets. It contained, however, one commendable feature, probably inspired by the work of L'Enfant in Washington a quarter-century earlier, viz., four radial streets of inadequate width cutting across the gridiron and centering in the square reserved for the State Capitol. There was no provision for open spaces, triangles, circles, and, strangest of all, the lakefronts, the prime and only legitimate factor to justify the selection of Madison as the capital city, were ignored altogether so far as public utilization was concerned.

*The Proposed Plans.*—The Nolen plan sought to remedy, as far as the existing conditions permitted, some of the conditions which this neglect of the city's real opportunities entailed. The problem of securing an adequate setting for the great State Capitol is given special consideration. This latter building was designed by Geo. B. Post & Sons, and stands on the ground which was set aside for it in the original plan of the city. Mr. Nolen points out that, outside of this one limited block of ground, the state has taken no steps whatever to control or improve the surroundings of its great building or the approach to it. In discussing the University of Wisconsin as a factor in the growth of Madison, he makes a plea for better treatment of the landscape in the 350 acres which are reserved for University purposes. A special plea is made for adequate support by the state of measures designed to properly provide for the civic needs of the capital city. A city park system and the planning of other civic features for the city demand an official park commission, and large and permanent results, it is pointed out, will be possible only when the regular machinery of the city government is called into play and when the city no longer relies solely on voluntary action by public-spirited citizens. In this connection it is interesting to note that by act of the legislature of Wisconsin (Chap. 180, Laws of 1915) there was provided a comprehensive plan for the organization of the city of Madison into a park district and a method for adding outside the city to the park district for park purposes. The law is permissive in nature and made effective only upon the adoption by the City Council of an ordinance to carry it into effect. Although the law has been upon the statute books for more than a year, it has not yet been taken advantage of, and so the Park and Pleasure Drives Association is still charged with the duties and responsibility of administering Madison's park program.

*Recreational Survey.*—A recreational survey was conducted by the Board of Commerce of Madison in 1914-15. This is the first survey of recreation ever made by a commercial organization. The work was done by a representative committee appointed by the Madison Board of Commerce, including every social and civic interest in the city, under the leadership of Clark W. Hetherington, Professor of Physical Education in the University of Wisconsin. The survey is scientific in method, comprehensive in its investigation of social and educational aspects and is of great practical value in its constructive program for enlarging the recreational facilities of the city.

*Housing.*—A housing committee of the Board of Commerce is now working on plans for the improvement of local housing conditions, and a committee of the Civic Club is building a number of dwellings for workmen at this time.



MADISON.—City Plan and Park System, Showing Capitol Square on Which the Four Diagonals Converge.

Without official support, Madison has developed one of the finest small park systems in the country. The original plan of 1836 gave no consideration to the fine opportunities for lakefront parks, logically the only reason for the selection of Madison as the capital city.

*Markets.*—The new municipal market in the eastern part of the town is extensively used by the inhabitants. Comparative prices show that it has had a material effect on the cost of living in Madison.

## Malden Massachusetts

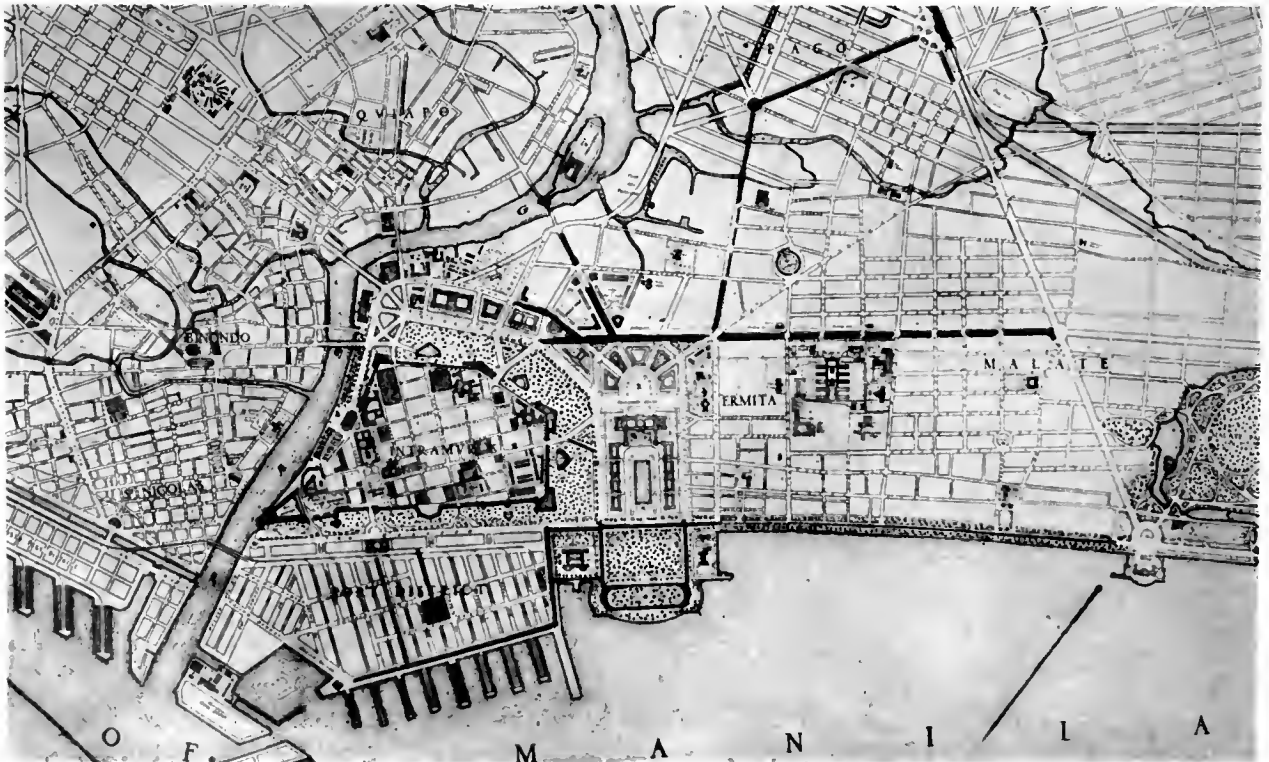
The Planning Board of Malden (51,155), appointed under authority of the Massachusetts Acts of Legislature of 1913, Chap. 494, has given special consideration to railway, transit, and water transportation facilities. As the Boston Port Directors have ruled that Malden River is a part of Boston, future work of the Port Directors will provide greatly improved water-shipping facilities for the city. The Board has strongly recommended the use of the right of way of the local branch of the Boston & Maine Railroad for the trains of the Boston elevated rapid transit, and that railroad freight be moved on this branch at night. This plan insures an economic adaptation of the existing railroad roadbed, an efficient connecting link for through service between all elevated stations in Boston, Malden, and other stations on the branch line, and freedom from street traffic blocks. It would enable the surface car lines to serve as feeders to rapid transit trains running on the branch line. The Board particularly asks for the city's support in the planting of shade trees in the residential streets; in compelling owners of vacant land, when they are ready to subdivide, to lay out all streets and sidewalks in such manner and in such width as will be ordered by the

proper city authorities; and in establishing building lines on all main thoroughfares to provide for the gradual widening of streets to meet anticipated future needs. R. M. Shove is secretary of the Malden City Planning Board.

## Manila Philippine Islands

Soon after the close of the insurrection, the Philippine Commission proceeded to improve general living conditions in Manila (234,409). In the course of the next few years, the antiquated, one-horse tramway line was replaced and extended by a system of electric lines; an abundant supply of water was brought from the mountains by gravity; and a complete system of sanitary sewerage was installed. Primarily for the purpose of locating proposed public buildings, the Philippine Commission, on the advice of Mr. Taft, then Secretary of War, induced Mr. Burnham to visit Manila. He, with Peirce Anderson, submitted, in 1905, general recommendations, not only as to the location of buildings, but as to extensions of streets and parks and other improvements. The general plan of improvement was adopted and, during the following years, from 1906 to 1914, many features of the plan, including streets, parks and buildings, were executed under the direction of Wm. E. Parsons, consulting architect.

*Improvements.*—Among the improvements executed is the reclamation of a large public garden on the waterfront, called the New Luneta, the dredging of the harbor of Manila providing filling material. At the same time, sites



MANILA.—General Plan, with Important Public Buildings Erected During the Period from 1906 to 1914 Indicated in Black.



for a large hotel and for clubs were provided. In similar manner, a strip 250 feet wide, for over a mile along the waterfront, was reclaimed, forming the beginning of a bay-shore boulevard intended to be extended to Cavite, skirting the shore of Manila Bay for a distance of 25 miles. The unsanitary moats surrounding the old Spanish fortifications of the original Intramuros were converted into public play and recreation grounds, affording more than 100 acres in the center of the city and making provision for amateur athletic sports, including a municipal golf-course.

*Public Buildings.*—The public and semi-public buildings constructed in accordance with the city plan include a large general hospital, university buildings, a group of

normal school buildings, an aquarium, a large hotel facing the Luneta, and several clubs. Definite plans were also made for the Capitol buildings.

*Streets.*—The boulevard system was extended, with the construction of Taft Avenue and of a radial line leading to the new railway station for the southern lines of Luzon. In the business section the congestion was to be relieved by the cutting through of a new street parallel with the Escolta, the principal business street. This was more than half accomplished but was abandoned in 1914 with the change of administration. Up to that time all of these projects were actively pushed by the Civil Government under Gov. Gen. W. Cameron Forbes.



*Courtesy The Architectural Record*

MANILA.—Bird's-Eye View of the Central Part of Manila, Showing in the Foreground the Public Gardens, Hotel and Clubs Executed on Reclaimed Land, and the Proposed Capitol Buildings Beyond.

## Mansfield

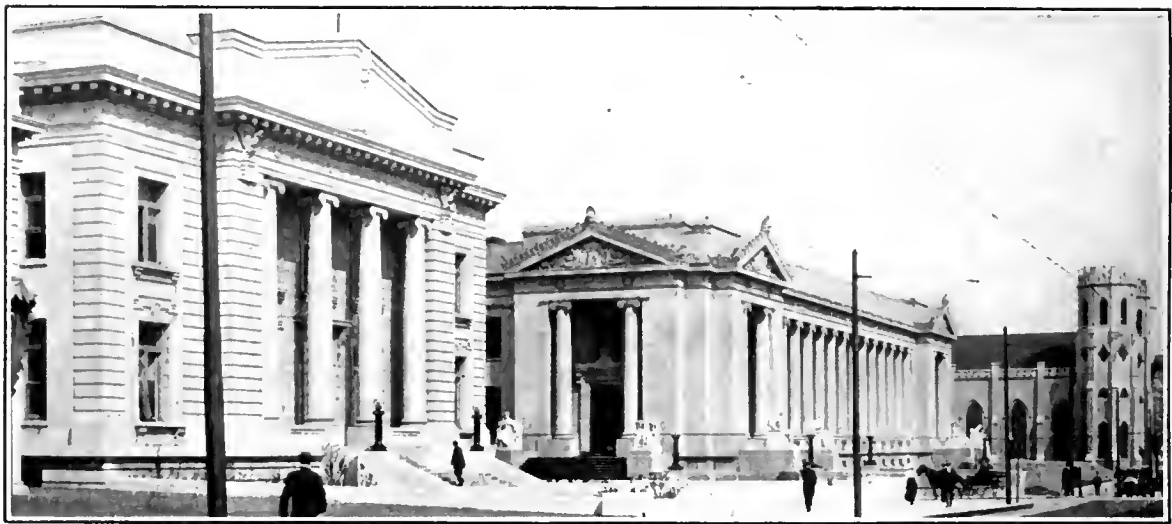
Ohio

Mansfield (22,734) has a City Planning Commission of five citizens, with the Mayor and Service Director as ex-officio members, appointed and confirmed in 1916 (under the Ohio law, House Bill No. 660, 1915). A working fund of \$10,000 has been provided by the city for the work of the Commission. In December, 1916, George B. Ford and E. P. Goodrich, of New York City, were engaged by the City Planning Commission to prepare a comprehensive plan and to submit with their plans supporting data, the whole including:

1. The making of a survey in detail for the purpose of showing how far the present city plan conforms to modern

*Chamber of Commerce Activity.*—The City Planning Commission owes its existence largely to the activity and energy of the Chamber of Commerce, organized early in 1916, with Henry L. Goemann as president and C. S. Williams as secretary. In its brief existence the Chamber has played an important part in the affairs of the city and its people. It has standing committees dealing with all forms of civic activity, and it has very recently concentrated much of its energy in bringing about the appointment of the City Planning Commission. The Chamber of Commerce takes the stand that once a practicable, broad and far-seeing program for future city building is laid down under expert advice, and as a guide for the city officials, it will be in a much better position to work intelligently and successfully for the civic advance of the city.

*Other Work.*—New municipal improvements of one



Courtesy Missouri Pacific Railway

MEMPHIS.—New Civic Center, with Police Station and Court House.

scientific requirements, to be illustrated by maps, charts, and photographs.

2. An investigation of the problem of transportation, including all freight and passenger handling facilities, and a general study of the Union Station.

3. An investigation of transit problems with recommendations for extensions, rerouting, and rescheduling.

4. An investigation of street problems with recommendations for widening, extension, straightening, paving, regrading, and the like.

5. Recommendations with regard to disposal of sewage, water-supply, and other public service matters.

6. The drafting of a building code including control over the hygienic and sanitary features of dwelling house construction; an ordinance for the regulation of advertising signs; and a complete plan for districting and zoning.

7. Preparation of plans for a complete park and playground system.

*The Comprehensive Plan.*—The comprehensive plan would weave all of these elements together and eliminate waste. It will be accompanied by a complete annual program for improvements, according to their relative urgency and in conformity with the general plan.

kind or another are continually being made in Mansfield. An average yearly expenditure of \$80,000 is made for this purpose. There are about 37 miles of improved streets and about 36 miles of unimproved highways, alleys, and partially improved streets. Mansfield's chief civic accomplishment to date is an excellent sanitary system. In 1897 the people of Mansfield spent about \$100,000 in providing for a sewage-disposal plant, a model one of its kind. With extensions of the sewerage system it has now become necessary to increase the capacity of the plant, \$100,000 being recently voted by the people for this purpose, and the addition to the disposal plant will be completed by the middle of 1917. The city engineer, W. J. Hazeltine, has set an exceptional standard for the assembling, tabulation, and presentation of the city's engineering data.

## McKeesport Pennsylvania

The Chamber of Commerce of McKeesport (47,521) is giving support to city planning propaganda. The Pennsylvania law for third class cities provides for the appoint-

ment of city planning commissions in cities such as McKeesport, but up to this time the city has taken no official action. The Mayor, Hon. George L. Lysle, and Conrad Hohman, Superintendent of Parks, are the leaders in such work of civic improvement as is now being carried on. Housing has received attention from the directors of the Chamber of Commerce. There have been some purchases of areas for playgrounds in advance of use, and the city has accomplished something in the improvement of its waterfront for park purposes. Railroad and transportation problems are studied in advance by the Chamber of Commerce, as are also the facilities for local transportation. Nothing has been accomplished in the provision of community centers or civic centers, and practically nothing in the way of art exists. One of the objectives for which the Chamber of Commerce is working is the development of a comprehensive plan under expert advice.

## Medford Massachusetts

The Planning Board of Medford (26,234), appointed under authority of the Acts of 1913 of the Massachusetts Legislature (Chap. 494), has given consideration to the demolition of old and dilapidated structures on the ground that they constitute a fire menace, the removal of old school buildings no longer in use, the better subdivision of undeveloped territory, and the general clean-up of vacant land in the city.

## Memphis Tennessee

A movement is on foot in Memphis (148,995) to consolidate the interests of all civic organizations by banding various committees from these groups into a larger committee that will take the steps necessary to secure the preparation and adoption of a comprehensive city plan. A City Beautiful Committee, composed of members of the



Courtesy Missouri Pacific Railway  
MEMPHIS.—View in One of the Parks.

Nearly 10 per cent of the city's area is in improved parks.

Rotary Club and of the Architects' League of Memphis, was organized in 1915 and has raised a small sum by donations from members. M. H. Furbringer, member of the American Institute of Architects, is chairman of the Committee. Edward H. Bennett, of Chicago, has consulted with the members of the Rotary Club and City Beautiful Committee on a program for city planning.

*Parks.*—Memphis has made her most notable civic advance in the development of her parks, of which she has 855 acres, a very good showing. Of this area over 400 acres are in Riverside Park and 335 in Overton Park, with the balance distributed among fourteen small parks ranging from ½ acre to 12 acres, all in charge of the Park Commission, of which R. Galloway is chairman. George E. Kessler, of St. Louis, was consulting landscape architect to the Board of Park Commissioners. The playgrounds in the city are in charge of the Park Commission, and school buildings are used for community purposes.

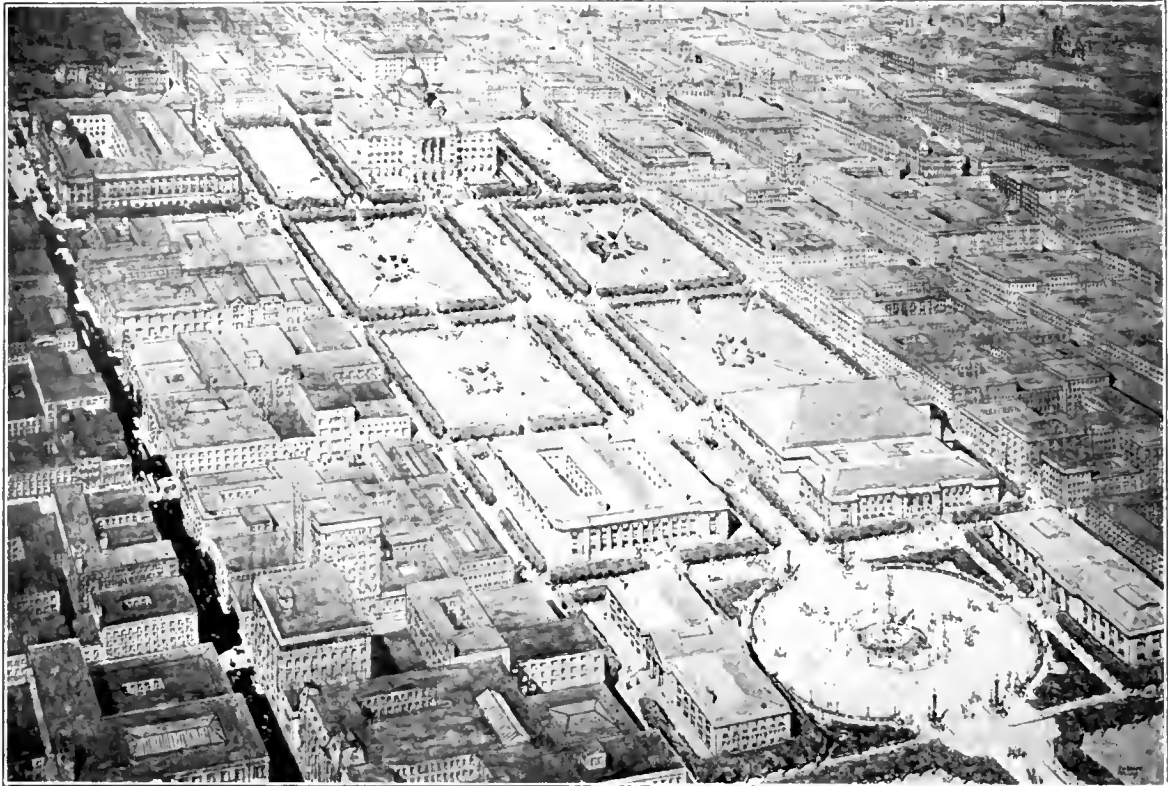
*Transportation.*—In matters pertaining to transportation and industry, mention should be made of the recent rerouting of the transit lines in the center of the city, of the elimination of grade crossings now rapidly progressing, and of the plan for the development of terminal facilities on the waterfront, bonds for which are about to be issued.

## Milwaukee Wisconsin

A small tract platted on a checkerboard plan in 1835 forms the nucleus of the present city plan of Milwaukee (436,535). This small section was served by a system of diagonal streets radiating into the open country. Later these highways were wiped from the map by the thoughtless extension of the checkerboard streets. From these early days to the present time, Milwaukee's growth has been an incessant struggle with city planning problems raised by the unscientific methods of early development. The honor of awakening the city to the need of something better largely belongs to an architect, Albert C. Clas.

*Park Commission.*—In April, 1907, the City Council passed a resolution providing for a Metropolitan Park Commission. This Commission confined its attention at the outset to the elaboration of a system of parks, boulevards, and driveways. As the work progressed, it became evident that the problem upon which the Commission was engaged could not properly be solved without taking into account a great many correlated problems, such as railroad transportation, the location of thoroughfares, a civic center, and the like. When the original appointment expired in 1910, the life of the Commission was extended by resolution to 1912. Recognizing the greatly increased scope of the work of the Park Commission, the Common Council in 1911 changed the name of the Commission to "City Planning Commission" and authorized it to make extensive investigations into all phases of the city's life and to prepare a comprehensive plan for future improvement and growth.

*Reports.*—The first tentative report of the Metropolitan Park Commission was published on January 28, 1909, and was devoted mainly to the solution of problems of streets and main thoroughfares. On July 27, 1909, a report on the



MILWAUKEE.—Plan for the Civic Center on the Axis of Cedar Street as Recommended by the Metropolitan Park Commission in 1909.

The civic center, together with the parks, is that feature of city planning which so far has been emphasized in public discussions in Milwaukee.

grouping of public buildings, prepared by Frederick Law Olmsted and John Nolen, was published. On November 11, 1909, the Commission's second tentative report on neighborhood parks, playgrounds, and recreational centers was published. On April 14, 1910, a report was submitted

on the improvement of the banks of three rivers lying within the confines of the city. About the same time a report was submitted on parkways and a civic center. Owing to local opposition and the refusal of the Common Council to provide funds, the Park Commission, later the



MILWAUKEE.—Bird's-Eye View of Proposed Lake Shore Drive and Parkway.

City Planning Commission, was unable to secure action on its proposals or to carry out its work. Nevertheless, the work of the two Commissions taught the people of Milwaukee that the city was not planned as it ought to be, and that if Milwaukee was to take its place among the really great cities of the country it must take more thought for the future.

*Board of Public Land Commissioners.*—In 1911 city planning took a new start, with the enactment by the legislature of a law (Chap. 486, Acts of 1911) providing for the appointment of a Board of Public Land Commissioners with authority to carry out public improvements planned by them, with funds provided by the city. By thus making the Land Commission a body with considerable authority, the difficulty attending the work of the earlier City Planning Commission, which was without legislative authority, was partially avoided. The Land Commission was appointed in 1912, and a budget appropriation of \$10,000 was made by the city to enable it to carry on its work.

*New City Planning Commission.*—Recently, the Mayor has appointed a City Planning Commission, reorganized on the lines of the commission appointed in 1910 and referred to above, of which A. Stoelting is secretary. No reports have been published, but the Commission has been active in passing upon plats for the subdivision of undeveloped land and has under consideration a report on housing conditions.

*Housing Commission.*—There is also a Housing Commission of which William H. Schuchardt, member of the American Institute of Architects, is a member.

*Park Board.*—The Park Board of Milwaukee, holding honorary appointments by the Mayor and with a paid secretary, have under their control 952 acres of parks and 13 miles of boulevard. Plans have been prepared, and work is going ahead in the extension of the city's lake front parks on an area reclaimed by filling in for a distance of 600 feet out into Lake Michigan. This improvement is in line with the recommendations of the Metropolitan Park Commission. Under the direction of the School Board, with Harold O. Berg in charge, playground and general recreation development is being carried forward. School buildings are being used for community center work.

*Transportation.*—Transportation facilities are being developed along modern lines. The rights of way of railroads on the east side of the city have been depressed; those on the south side are now being elevated; and those on the southwest and northwest sides are to be either depressed or elevated in line with orders of the State Railroad Commission. In port development, the work of condemning land for an outer harbor has been approved by the United States Government. In street improvements the City Planning Commission has submitted for the approval of the Common Council certain plans for the platting of new areas, and ordinances are now under consideration for the widening of some streets.

*Zoning.*—Perhaps the most notable recent endeavor of those interested in city planning is the framing of a resolution, for consideration by the Common Council, which will authorize the City Attorney to prepare a bill for presentation to the legislature at its present session, to permit the districting or zoning of Milwaukee along lines

similar to those followed in the New York districting work.

*Recent Survey.*—Mention should be made of a valuable preliminary report on city planning prepared for and submitted to the Wisconsin Chapter of the American Institute of Architects, the City Club, the Real Estate Association, and other civic organizations by Werner Hege-mann in February, 1916. This report goes into the economic as well as the social and esthetic problems now confronting the city and discusses them in a broad and intelligent manner. Since this report was published, efforts have been made to secure funds for the appointment of a resident city planner.



MILWAUKEE.—Proposed Riverfront Improvement, Looking North, with Streets on Both Sides of the River and with Location for the Interurban Service under the Pavement.



MINNEAPOLIS.—View Showing Proposed Civic Center, Looking between Proposed Courts of Justice Buildings to the Plaza Beyond.

## Minneapolis

### Minnesota

It was about 1908 that a movement was started to obtain a city plan for Minneapolis (363,454). There had been considerable agitation on the part of certain clubs in the city, among them the Woman's Club, which, early in this campaign, sought the advice of certain architects who might be supposed to have experience enough to advise them in this matter. Of course, the natural impulse of the layman was to secure drawings at once without any particular study of vital conditions. Much time, therefore, was saved at the commencement by starting in the right direction. At practically the same time two other events occurred which precipitated a vigorous demand on the part of the public for a comprehensive city plan. One was the conception on the part of the Park Board of the project known as the Gateway Park and the other the need of properly locating a new Federal building.

*Getting Started.*—As a result of this agitation, a series of committees were appointed by the improvement societies, the Real Estate Board, clubs, and other organizations. These committees were assembled, a permanent chairman appointed to preside over the meetings, and general discussion was had as to the best means of appointing a city plan commission. As is usual in such voluntary movements, there were no funds, no authority, no sanction of any kind for the creation of such a commission.

*Civic Commission.*—Not to be deterred, however, the general committee appointed, finally, a Civic Commission, of which E. C. Gale is now secretary, composed of about a

dozen public-spirited citizens. They were selected after a most careful canvass and with the faith that, when notified of their selection and informed as to their responsibilities, they would undoubtedly undertake the entire task, including defraying the expenses, without question. It is one of the most gratifying things connected with the enterprise to remember the splendid spirit with which these men entered upon the unknown difficulties of their work.

*Reports.*—They organized at once and, after due consideration, appointed Edward H. Bennett, of Chicago, as consultant. Mr. Bennett at once entered upon his duties and, after several years of study, produced a comprehensive plan for the city. A preliminary report on the plan was published in 1911, and the final report, with illustrations, will be issued in 1917.

*The Plans.*—In brief, Mr. Bennett's plan recognized the fact that Minneapolis must provide for a population of 1,500,000 people not many years hence, and that this growth will mean a more intense occupation of territory now built upon, a spreading of the city limits, and the extension in every manner and direction of all business and public utilities. This growth, in turn, will impose a heavy burden on the arterial street system and will require a definite scheme for the allocation of the various elements of city life—manufacturing, wholesale and retail trade, financial and residential districts, railroad property and terminals, and areas used for public purposes. Instead of 52 square miles, which is now the area of the city, the city limits are expected to include a territory of nearly 150 square miles when the present plan is fully developed. In addition, the city is expected to include within its daily life the population of all of the centers surrounding it,

within a radius of at least 20 miles, and the city of St. Paul, lying on the east side of the Mississippi River. Whether the latter city will ever come under a single government with Minneapolis cannot now be foreseen, but the plan points out the advantages of common facilities and lines of communication and seeks to create those close connections and inter-relations which experience has shown to be necessary.

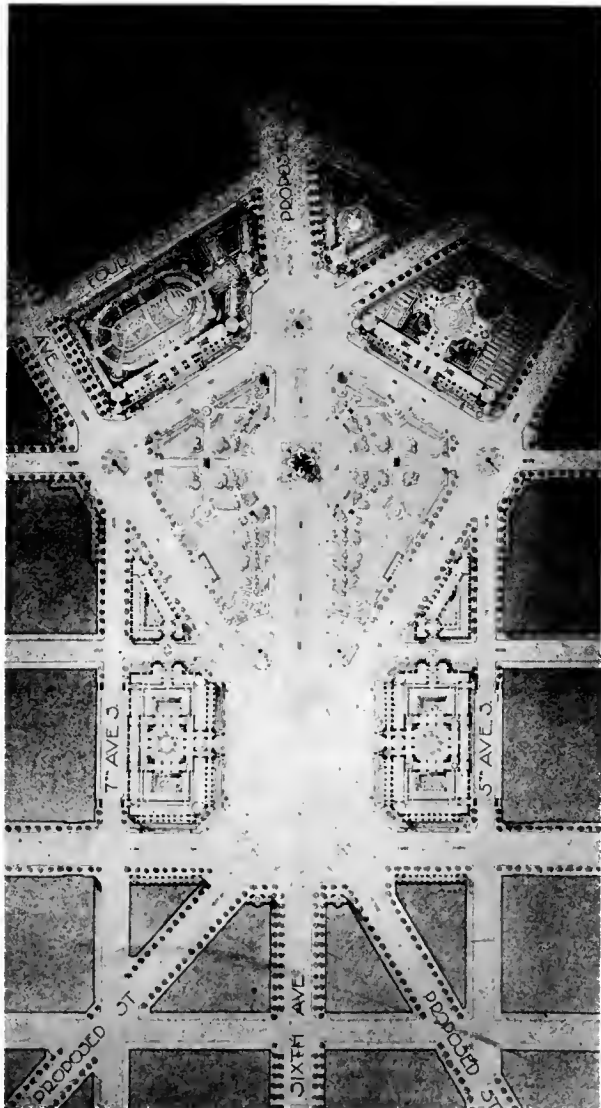
*Thoroughfare System.*—The key to the main structural lines used as the basis of the plan are highways running

north and south and east and west. These axes already exist, not in complete form, however, and the plan supplements them with others of greater efficiency and, in addition, with diagonal arteries and traffic circuits, the latter forming the second great structural element of the plan.

*Waterfront.*—A general treatment of the river banks is outlined. The ultimate aim will be to carry a roadway from the city limits on the north to the city limits on the south, skirting the shore of the river wherever possible, and, in sections of the city now preempted by industry and commerce, to coordinate such use as far as possible with that for public enjoyment.

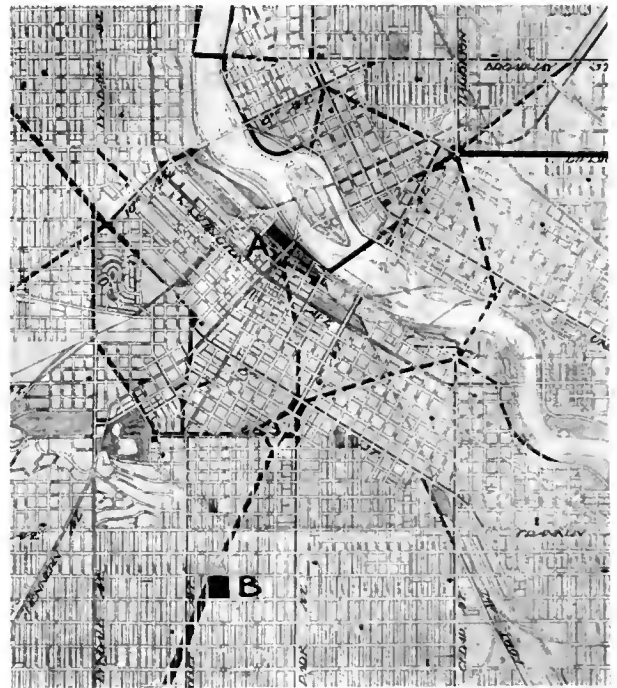
*Park System.*—While Minneapolis compares most favorably with other cities of the country, not only in regard to the amount of park area, but also in respect of the quality of its parks—thanks to the zeal of Edmund J. Phelps and others—it is proposed, in view of the great population of 1,500,000 which the future is expected to bring, to increase the present park area of over 1,200 acres by great woodland reservations, to be purchased as time and money permit and to be maintained as forest preserves. Additional small parks and spaces in the center of the city, in touch with the circuit road, and other areas serving the congested districts are planned.

Progress is being made steadily in the execution of various parts of the Minneapolis plan, as outlined above,



MINNEAPOLIS.—Plan of Proposed Civic Plaza Surrounded by Public Buildings.

It is recommended that the present City Hall and Court House be retained for the exclusive use of the municipal offices and that the courts be housed in the two buildings symmetrically placed on either side of the fore-court in the Civic Center, that an auditorium be placed near 14th Street and a library on the site balancing it on the main general axis, which is that of 6th Avenue extended.



MINNEAPOLIS.—General Plan, Showing Business Center and Surrounding Residential Areas, also the Proposed Widening and Additions to the Street System in Periods of Execution.

Improvements proposed in the first period are shown in black dotted lines; those in solid black are street widenings and extensions actually executed or pending early in 1916.

At "A" is the new Northern Pacific Terminal which may become a part of the Union Station, and at "B" the site of the Art Museum, an important section of which is completed.



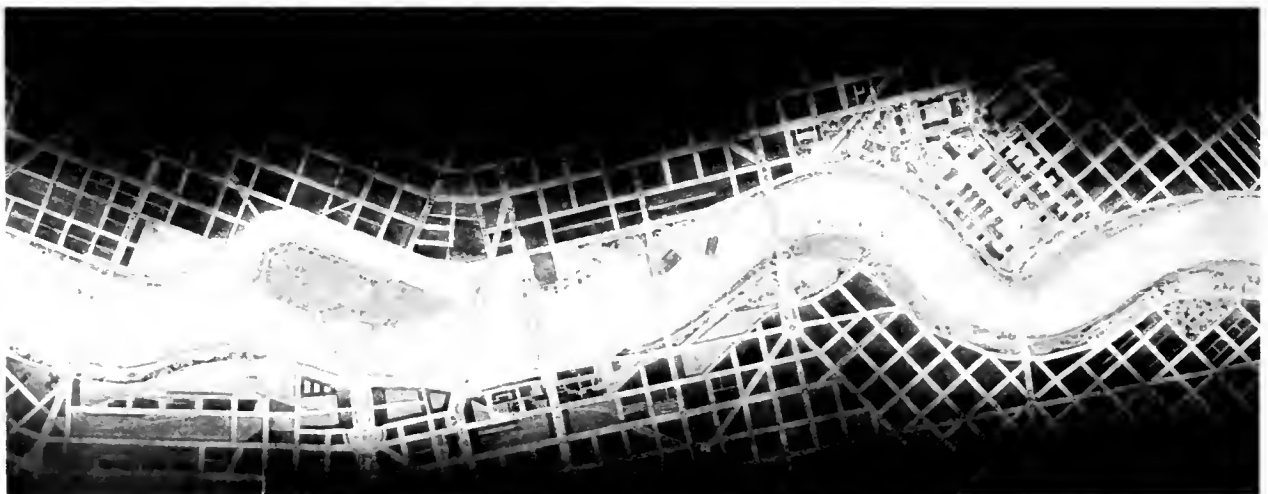
MINNEAPOLIS.—View Showing Proposed River Development and Present and Proposed Railroad and General Traffic Bridges.

The suspension bridge in the middle distance will be an extension of the proposed main axis. Passing under it at a lower level is the notable stone arch railroad bridge, and just beyond it is the 3rd Avenue bridge now executed in accordance with the plan. In the foreground is the 14th Avenue bridge, the location and general design of which have been approved in accordance with the plan.

and certain portions are in process of realization at the present time. A block of buildings at the junction of the Hennepin and Nicollet Avenues has been removed, and a gateway, illustrated herewith, located at the most important entrance to the city, has been erected in accordance with the plan. As to the diagonals for which the plan provides, they are expected to be realized in the near future. Certain portions of the minor diagonals are already in process of development.

*Housing.*—While the Civic Commission was at work, other movements were germinating, among them the very important housing movement. This was undertaken at the instance of the Civic and Commerce Association, of which Howard Strong is secretary, a voluntary association of citizens whose concentration of efforts can bring to

fruition many public movements which otherwise might take exhaustive effort to achieve. The Association appointed a committee of men, instructing it to make a thorough investigation of the housing difficulties of Minneapolis. A secretary, Otto Davis, a man of wide experience in other cities, was obtained to guide the movement, and a survey was made and results presented to the Association. The usual dreadful conditions were unearthed. As a result of the agitation, a housing code for cities of the first class in Minnesota was formulated, largely based upon the work of Lawrence Veiller, of New York. An attempt was made at the legislature of 1914-15 to secure its passage, but it failed, for political reasons. Since then, public opinion has had greater opportunity to observe the workings of unrestricted housing, and there is every rea-



MINNEAPOLIS.—General Plan of the River, Showing Proposed Development of its Banks, Roadways, Parks, Railroad Yards, etc., and Bridges both Existing and Proposed.

The 14th Avenue bridge is the one shown in the foreground of illustration above.



son to hope that the coming legislature will pass the needed legislation.

*Zoning.*—While this work was proceeding, the Civic and Commerce Association, through its Committee on Heights of Buildings, of which Victor F. V. de Brauwere is chairman, also secured the passage of the Heights of Building Ordinance, and at the present time another committee is working upon the all-important question of zoning.

*Industry.*—Meanwhile, Minneapolis found itself in an unfortunate situation in regard to her growing industries.

land bought by citizens under the name of the Industries Association of Minneapolis, in October, 1914. A great many subscriptions were obtained, so that the benefits accruing might be widespread. L. H. Brittin is general manager and in active charge of the Minneapolis Industrial District.

*Garden Suburb.*—Immediately adjacent to this industrial tract lies a beautiful upland country which interested the Housing Commission. Permission was obtained from the owners to study the platting of this land, looking toward a garden suburb development. There is every



MINNEAPOLIS.—The Gateway, Located at the Principal Entrance to the City; Hewitt and Brown, Architects.  
Proposed in the plan of the Civic Commission.

It was becoming increasingly difficult to find sites advantageously located. At the same time, Mr. Bennett had made an investigation of this subject for the Civic Commission and had tentatively located a new industrial area. The Civic Commission had also instituted an Industries Committee, the primary purpose of which was to induce the location of new industrial concerns in the city. It was very fortunate that the chairman of this Committee early recognized the difficulties involved in locating new industries—problems relating not only to locality but to housing of operatives—for the Housing Commission and the Industries Commission soon found their work running along parallel lines.

*Industries Association.*—As a result of this, and with the work of certain public-spirited real estate men, it was possible for the Industries Committee to obtain options on land lying within the industrial district designated by the Civic Commission. The options were exercised, and the

reason to expect that, sooner or later, development here will be begun according to the lines laid down by the Housing Commission.

Meantime work was also going along on other lines too numerous to mention. It is sufficient, however, to state that, wherever possible, the plan of the Civic Commission has been followed where necessary to cut through new streets, build bridges, or make similar rearrangements. All of this in advance of publishing the report.

*The Work of the Architects.*—Throughout these years the Minnesota Chapter of the American Institute of Architects has been constantly occupied with this work. It has been prominently identified in the matter of the great bridge in process of construction and spanning the Mississippi just above the Falls of St. Anthony. It has never failed to respond when called upon to take up the fight in the City Council. Its members have been active in the preparation of the housing code, in the entire revision of

the building ordinances, in the heights of buildings controversy, in zoning and, in fact, in all movements where its expert assistance could be of value to the city.

## Mobile Alabama

There has recently been a general awakening in Mobile (58,221) in all civic matters, following the adoption of the commission form of government. Noteworthy progress has been made in the development of parks. The task of arousing active interest in general city betterment, however, has been more difficult.

*Parks.*—Of the three City Commissioners, one has charge of park development, and his continuing interest in the advancement of this phase of municipal activity is beginning to show results. The first steps looking to the extension and improvement of the city's recreational facilities were taken about four years ago. A number of playgrounds were laid out then on a fairly well-considered scheme, but no definite plan has been devised for future development. The Park Commissioner has, however, been quite active in making forehanded purchases of areas for this purpose. The combined areas of the parks of Mobile proper is approximately 125 acres, hardly a third of the reservation required according to modern standards. A tract of land of about 80 acres, with a frontage on Mobile Bay equal to a third of a mile, has recently been acquired and is being developed. This is located in the southern part of the city. In the northwestern district there is a park of 9 acres, beautifully developed on formal lines and well supplied with recreational facilities. The other parks and squares are scattered and are comparatively small in area, ranging from 1 to 4 acres.

*Boulevards.*—Mobile has no real boulevards, but some of the streets have been beautifully developed, notably

Government Street, justly considered one of the most attractive thoroughfares in the South. A fine boulevard along Mobile Bay was damaged by a severe storm several years ago and practically destroyed. Plans now call for the restoration of this at an early date.

*Other Improvements.*—Markets, railroad terminals and rights of way, transit facilities, the grouping of civic and neighborhood structures, and the improvement of street furnishings have received practically no attention, but street widening, extension and regrading, and the subdivision of new areas are being studied. Mobile has several miles of splendid waterfront which can be extended almost indefinitely along the river- and bay-fronts. Ships sail from this port to all parts of the world, and the City Commission and a State Board are considering several large projects as a part of a port plan which they have devised. Geo. B. Rogers, architect, is back of the city planning movement.

## Moline Illinois

The Commercial Club of Moline (27,451), of which M. J. Duryea is executive secretary, is making efforts to secure the coöperation of the city government and the citizens generally in preparing some comprehensive scheme that will serve as a guide for future municipal development. Messrs. Whitsitt & Schulzke, architects, are coöperating with the committees of the Commercial Club to this end.

*Work Under Way.*—A committee of the Commercial Club is now studying a proposition for the building of workmen's houses; another committee is to study the development of the waterfront for commercial purposes; while still another committee is now holding meetings with the officials of the railway companies with a view to devising some plan for the elimination of grade crossings. The city has a nominal park equipment, some of which was



MONTCLAIR.—Proposed Town Common, around Which Would be Grouped Many of the Public Buildings Required for Public Business, Art, Recreation, and Education.



MONTCLAIR.—Garden Theater.

A natural amphitheater, terraced to provide places for removable benches and planted with vines, overlooks the stage with its background of evergreens, and is separated from the latter by a brook.

donated and the balance acquired through taxation. A plan is on foot to connect the small parks with boulevards. The first school to provide a place for community center work and recreation is now being built.

## Montclair New Jersey

The Municipal Art Commission of Montclair (26,318), appointed by the Montclair Civic Association, had prepared and published at its own expense, in 1910, a report on the preservation of the natural beauties of Montclair and its improvement as a residence town. About \$4,000 was raised privately for the investigation. Edmond B. Osborne, Michel M. Le Brun, and William B. Dickson were active in this work. The studies and report were made for the Commission by John Nolen, of Cambridge, Mass.

Although Montclair is generally considered one of the most attractive of the New York suburbs, it is not nearly as attractive as it would have been if wise plans for the town's development had been made thirty years ago and consistently followed to this time. The town plan is largely the result of a slow evolution rather than conscious planning for anticipated growth on rational lines. The Essex County Park Commission's activities have brought to the people a number of fine outdoor recreational spaces, and a beginning has been made by the town in the building of local parks, but the principal needs at the time the study was undertaken were a more adequate provision for local business; a suitable town common, around which to cluster new educational, art, and recreation features;

widened and improved streets; thoroughfares for traffic and pleasure driving; a more thoughtful method of planting and maintaining street trees; a rational system for opening streets; a decidedly better housing of the poor; a more comprehensive, modern, and significant development of open spaces, local parks, and playgrounds; and suitable railroad approaches. These, and particularly the railroad station problem, were the principal subjects of the investigation, and for these recommendations for improvement were made.

Since the report was submitted the Delaware, Lackawanna & Western Railroad has built at Montclair one of the most modern and attractive suburban railroad stations in America, with ample and well-planned approaches.

## Montgomery Alabama

Progress in city planning in Montgomery (43,285) and neighboring cities has been slow. The cities are old, well established, and new ideas move slowly. Montgomery's outstanding civic assets today include a union railway station providing terminal facilities for six railroads, a river terminal with a unique floating wharf, owned by the municipality, and a fountain by Frederick MacMonnies in Court Square. E. J. Drinney, City Clerk of Montgomery, can supply information on these subjects. Frank Lockwood, Edward Okel, Frederick Ausfeld, and B. B. Smith, architects, are interested. Dr. Thomas M. Owen is in charge of the civic department of the Chamber of Commerce.

## Mossmain Montana

Plans for a new town site at the junction of the Great Northern and Northern Pacific Railways, in Yellowstone County, Mont., near the city of Billings, have been prepared by Walter Burley Griffin, of Chicago, town planning adviser to the Federal Capital Commission of Australia, and winner of the competition for a plan for the new Australian capital, Canberra. The new city, which is called Mossmain, is promoted by Preston B. Moss, of Billings, Mont., president of the Yellowstone Garden City Holding Corporation.

*The Plan.*—The scheme involves the acquisition of 5,000 acres of irrigated land, now under cultivation, and the development of this property along modern garden city lines for farming, residential, and trade purposes. The plans provide for "suitable terminal warehouse facilities, stockyards, packing-houses, cold-storage and creamery plants, municipal theater and club houses, administrative and store buildings, and other conveniences and essentials of a modern city," and call for the development of only a small portion of the total acreage at the present time, the remainder to be leased as farm land, pending development.

## Mount Vernon New York

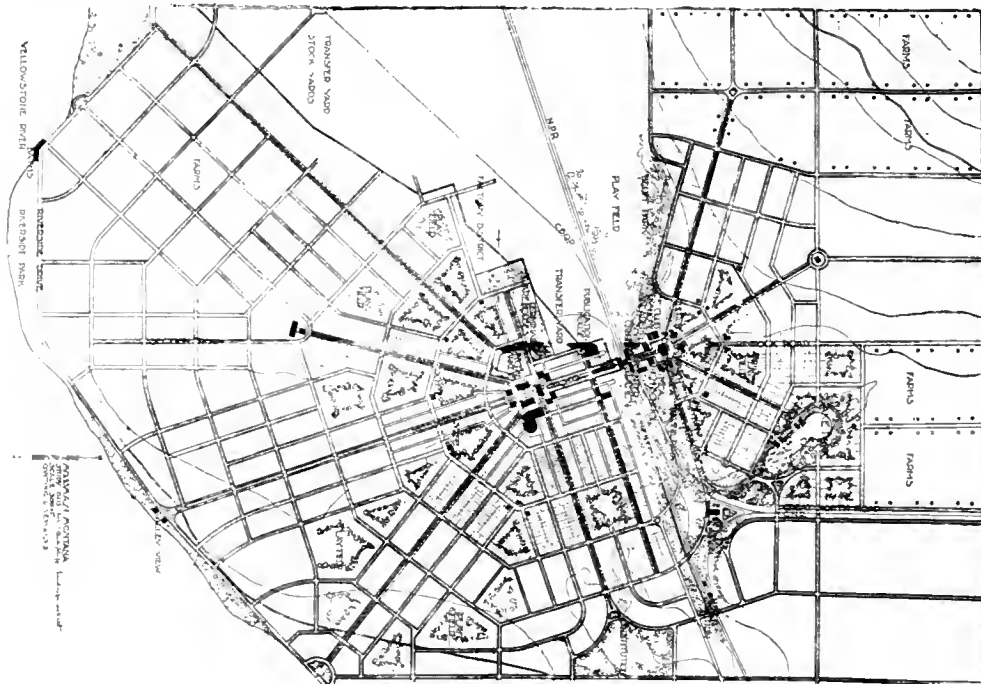
Speaking before the American Civic Association at their meeting at Washington in December, 1915, the Hon.

Edwin W. Fiske, Mayor of Mount Vernon (37,009), urged that attention be given to methods of propagandizing city planning in smaller cities. He said that he knew from experience that it was much more difficult to inculcate planning principles in small communities than in a large city, and that the people of the larger cities interfered less directly with the broader plans for improvement than they do in the smaller communities. Mount Vernon's progress in improvement works of a general character, however, promises much for the success of city planning on a comprehensive scale. The remarkable showing as regards healthfulness and low mortality are evidences of the attention which has been given to public hygiene and sanitary problems.

*Civic Center.*—Considerable progress has been made toward creating what is called a civic center, in which all of the conditions, such as location, ease of access, and surroundings were taken in consideration before the city took the first step in development. One building in the group has been erected in accordance with the plan that was drawn by Geo. M. Bartlett, architect, and before long it is believed that the city will undertake the erection of a suitable city hall.

*Urgent Problems.*—An awakened public sentiment is demanding more and better recreation facilities, adequate traffic regulations, and improvements in the design and layout of streets. One serious problem is the development of isolated sections by real estate speculators without regard to the plans followed in the remainder of the city.

*Getting a Commission.*—The drafting of a practical and comprehensive plan is now in the hands of the City Planning Commission, appointed under the Act of 1913. A



Courtesy The American City

MOSSMAIN.—General Town Plan with Civic and Recreational Centers, the Latter on the Bluff Overlooking the Town; also Play-grounds, Parks, Factory District, Railroad Terminal, etc.

way was prepared for its appointment by the general distribution of a message entitled "Know Your City," outlining the plan, summarizing the progress made in the various municipal departments, and appealing to the civic pride of residents. The questions, with information following, did much to prepare the way for effective city

for the improvement of a natural park of about 60 acres referred to were made for the City Plan Commission by O. C. Simonds, landscape architect, of Chicago, and the work is being carried out now. Part of the cost of the preparation of these plans has been borne by the city, part by private subscription.

*Zoning and Housing.*—The City Planning Commission is now studying the regulation of building heights. It has not gone into the housing problem, but this phase of planning has been largely fathered by manufacturing concerns in the city who have recently been conducting extensive building operations to provide accommodations for the employees in rapidly expanding industries. The preparation of a comprehensive city plan has not yet been undertaken, and no reports of the work of the Commission have been published up to this time. Harry Sawyer is chairman of the City Planning Commission.

## Muskogee Oklahoma

A start in a city planning campaign has been made by the Greater Muskogee Association of Muskogee (44,218), of which E. D. Bevitt is secretary. It is expected that the Association will soon appoint a committee to consider the preparation of a comprehensive plan.

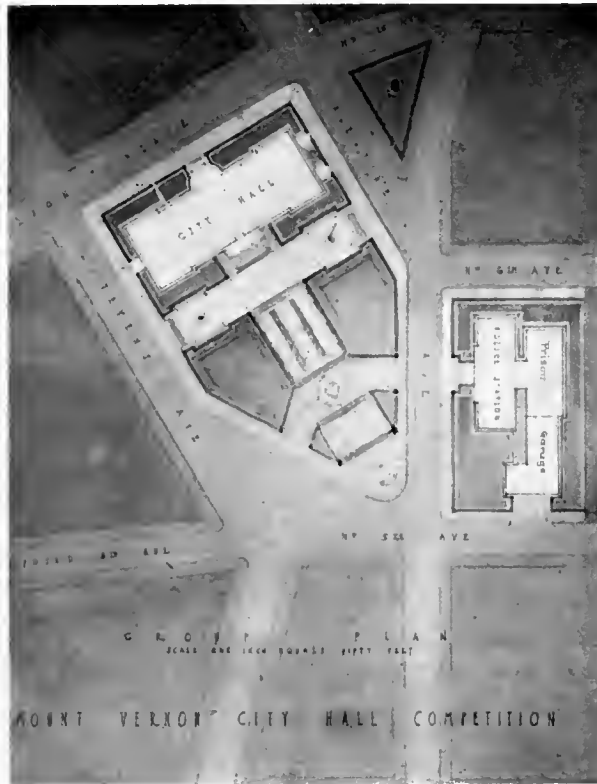
*Civic Assets.*—The city now has 40 acres of improved public land. There are 2 miles of improved boulevards, with grass-plots, trees and shrubs. The Board of Education has taken steps to develop a number of playgrounds. There is a decided tendency to use schools for community centers. A project is on foot to obtain for the city a section of the waterfront on the Arkansas River, lying about 4 miles from the city center. Grade crossing elimination has been agitated for a number of years. The Missouri, Kansas & Texas Railway has had plans prepared for the latter work, but up to this time no steps have been taken to put them into effect. C. W. Dawson, member of the American Institute of Architects, is interested in many of these matters.

## Newark New Jersey

A complete and far-seeing program for the growth and needs of Newark (408,894) was completed in the latter part of 1915 by the City Planning Commission. It covers the desirable changes and modifications in the plan of Newark for the next half-century and is the result of five years' intensive study by the Commission and its experts. The plan and recommendations are divided into four parts:

1. Streets and transportation of all kinds.
2. Housing and public control of private property.
3. Planning of the greater city.
4. Program for future work.

Prior to the publication of this comprehensive plan, twenty-one reports were issued by the Commission. Among the most important of these are the Market Report submitted by George B. Ford and E. P. Goodrich, experts



MOUNT VERNON.—Civic Center Plan.  
One building in the group is now completed.

planning work. The present Commission, of which J. R. Rockart is chairman and H. F. Angell is secretary, is now endeavoring to work out a comprehensive and yet reasonable and simple plan for gradual realization.

## Muskegon Michigan

Muskegon (26,100) has an Advisory City Planning Commission, created by ordinance of the City Council. The principal work of this Commission, up to the present time, has been the preparation of plans for a park and for a joint freight and passenger terminal for all steam and electric railroads entering the city. The latter plans were made under expert advice, with Bion J. Arnold, of Chicago, as consultant, and are now in the hands of the transportation companies for their consideration. The proposed terminal plans include a union freight yard on the lake-front, in proximity to the docks, with spur tracks running along the latter and affording quick and easy transfer of goods between the rail and water carriers. The park plans

to the Commission, in 1912, in which plans for a wholesale auction market were presented; the Housing Report published in 1913, which was prepared by Dr. James Ford, of Harvard University, for Messrs. Ford and Goodrich, and gives the result of intensive studies of selected districts in the city and lays down a broad program for the control of housing in built-up areas and for a more rational development in undeveloped sections; a report on transit

district, particularly at the intersection of two broad and heavily traveled streets, namely, Broad and Market Streets. This was one of the vital problems with which the Commission and its experts had to grapple at the outset of their work. Traffic counts throughout the city were made in an effort to arrive at an exact knowledge of the capacity and use of thoroughfares. A large corps of men were employed in this work. One direct result of this

### Why Newark has a City Plan Commission

**D**ID you ever consider the fact that you are a part owner of \$50,000,000 worth of property in the City of Newark? This includes your water supply, parks, schools, public buildings, etc. \$500 is the cash value of all this to every voter in the city. A large institution, isn't it?

Worth looking after?

But we lack several things. For instance, better transportation, a more efficient street system, new suburbs, and opportunity for commercial development along the bay and meadows.

These cannot be had for the asking. They can only be had by united effort. The City Plan Commission is preparing a COMPREHENSIVE PLAN for METROPOLITAN NEWARK which will tell of the specific needs of your great city.

**YOU CAN HELP**

3-M-6-14

NEWARK.—Bringing the Issue Home.

Only by making city planning personal and vital can the citizens be reached.

(which was not printed) containing over 100 charts, illustrations, and tables and giving the results of exhaustive investigations into the routing, scheduling, and physical condition of the transit lines in Newark, with recommendations for a revision of the entire system; a printed report, entitled "City Planning for Newark," of 200 pages, with illustrations, and containing a report of the work and plans of the Commission up to December 31, 1913; a Recreation Report in which were sketched the outlines of a modern recreation system for Newark, and a number of others.

*Traffic Studies.*—The comprehensive plan of Newark, as outlined in the report published in December, 1915, touched upon the entire work of the Commission and its experts, and covered the heavy congestion in the business

### Six Improvements

IMPROVEMENT	APPROXIMATE COST
I. Diagonal St. ....	\$2,000,000
II. Straightening Washington St. at Market St. ...	1,500,000
III. Extension of Frelinghuysen Ave. ....	750,000
IV. Belmont Ave. and Norfolk St. connection .....	1,000,000
V. Lafayette and William Sts. improvement.....	1,500,000
VI. Beaver St. Extension ...	1,000,000
<b>TOTAL.....</b>	<b>\$7,750,000</b>

### What They Will Do for Newark

Solve the trolley problem.

Obviate the necessity of subways and elevated tracks.

Create five new business thoroughfares.

Make a "City" of a "four cornered town."

Increase ratables by \$5,000,000.

**ARE THEY WORTH WHILE?**

4-M-6-14

NEWARK.—Getting Public Support.

The Commission's proposals are fundamentally such as appeal to any reasonable citizen.

study was the city's adoption of measures which provided for a distribution of traffic highly advantageous to the general conduct of business in the central section of Newark. The Commission, through its experts, recommended, in this connection, the extension and straightening of a number of thoroughfares through which traffic could be diverted to the advantage of business in the heart of Newark.

*Thoroughfares.*—A study of the arterial thoroughfare system of the entire district outside of the congested central section was undertaken and recommendations made for its improvement and development. Of particular interest was the plan for the meadow district, a large low-lying tract bordering New York Bay and the Hackensack River, on a part of which a comprehensive

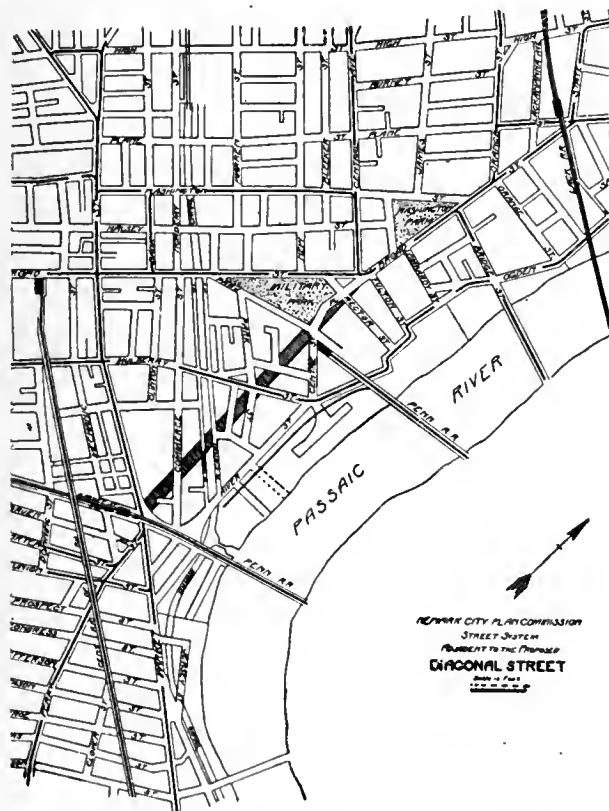
plan for a great dock and industrial center on the waterfront is being developed.

*Transit.*—The trolley system, which radiates out into a dozen communities lying within the metropolitan district of Newark, is one of the vital elements in the plan. The City Planning Commission, soon after its organization, undertook a comprehensive study of this system based on methods similar to those followed in the study of the problem of street congestion. Intensive counts were made on certain days to determine just how and to what extent the street-cars were used in all parts of the city, and how the street car company distributed its cars in the course of the day. As the result, the Commission submitted a report recommending a rerouting of lines to relieve congestion at the "four corners," the important downtown intersection referred to, and the general coordination of local and suburban traffic lines in a way that would insure a more easy and expeditious movement between the outlying sections and the heart of Newark. Most of the recommendations of the Commission and their experts have been put into effect. One result in particular which, while not directly traceable to the Commission's studies, may be said, nevertheless, to be due to the broader and more comprehensive view of the transit situation which resulted from the Commission's studies,

viz., the construction of a great interurban three-level trolley terminal for which Geo. B. Post & Sons, of New York, were the architects. The terminal is located in the heart of Newark's business district and cars from the outlying section enter on subways or on elevated tracks.

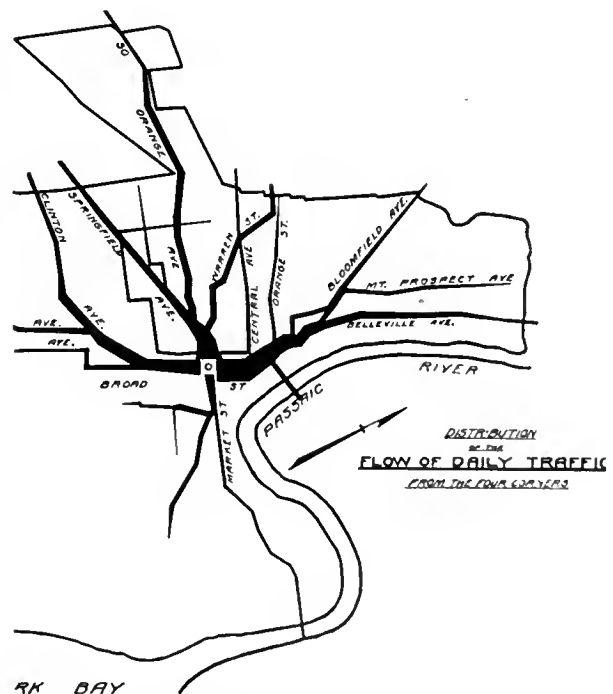
*The Port.*—For many years Newark had been backward in taking advantage of its waterfront opportunities. However, the demand for easy access to water carriers, on the part of industries located in the great section of which New York is the center, has, in recent years, become more insistent. Newark, along with other communities in the district, was one of those that grappled with this problem in a big way. The city issued bonds for the work of planning and developing a great port terminal and industrial district including a series of slips, piers, and quays linked with ample industrial sites on the adjacent meadowland. The City Planning Commission, taking up the problem as an integral part of the comprehensive plan of Newark, laid out a scheme for residential sites and industrial districts with thoroughfares linking up with the waterfront and with the general city plan.

*Parks.*—Newark is well known for its admirable parks. Those controlled by the Essex Park Commission include Branch Brook and Weequahic, located within the city limits. Plans were drawn by Olmsted Brothers, of Brookline, Mass. In 1915 the Essex County Park Commission published a comprehensive scheme for a system of parks and boulevards in Newark and adjacent towns lying within Essex County, prepared by Olmsted Brothers, of Brookline.



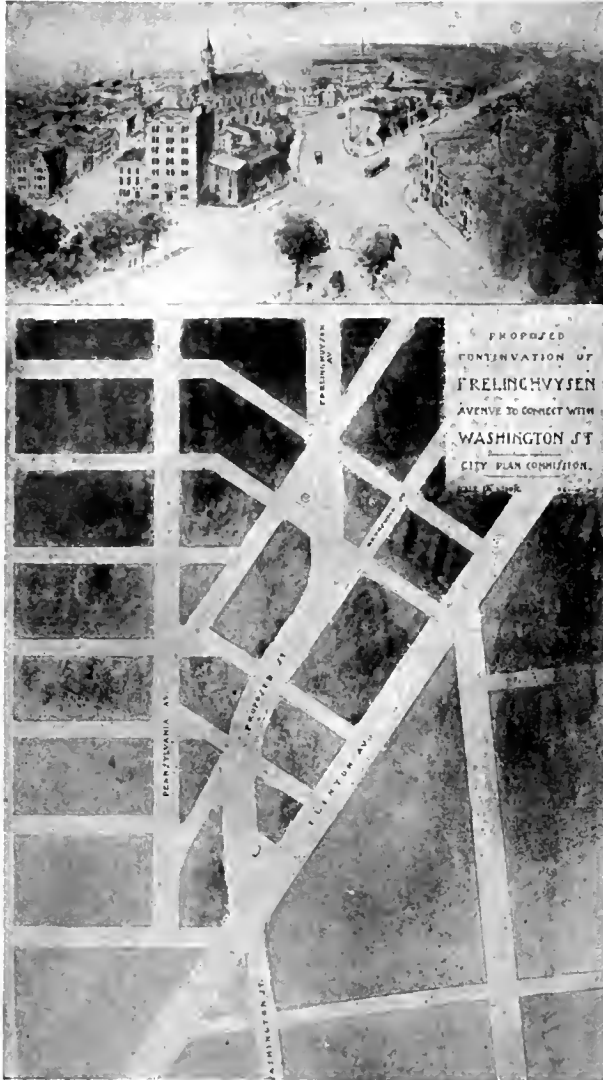
NEWARK.—Diagonal Street, an Extension of Central Avenue, the Most Needed Improvement in the City Today; Exhaustively Studied by the Plan Commission.

Its construction will do more than anything else to relieve congestion, open a direct connection between important sections, and raise values in a poorly developed district.



NEWARK.—Daily Trolley Traffic from the City's Center on Each of the Routes, Showing General Radial Thoroughfares, Lack of Cross-Town Lines, and Peculiar Centralization of the Four Corners.

Transit development has been scientifically studied by the Plan Commission and comprehensive improvements proposed.



NEWARK.—Frelinghuysen Avenue, an Excellent Radial Thoroughfare, Ineffective Through Its Lack of Connection with a Traffic Artery in the Center of the City.

A connection, as shown, and proposed by the Plan Commission would give the city its best cross-town thoroughfare.

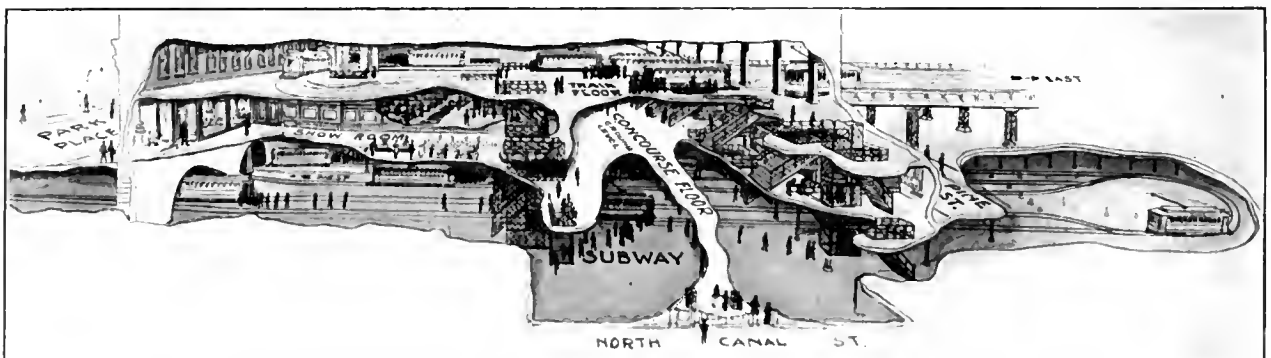


NEWARK.—Interurban Trolley Terminal. The building is the focus of all of the radial transit lines.

The report in itself is not only of interest to persons living in Essex County, but it contains information of general value and interest wherever the problem of city planning, and recreation, in particular is being studied.

*Playgrounds.*—There are at present twenty-one school playgrounds, nine special playgrounds, and twenty-five small parks. There are five neighborhood parks with a total area of 50 acres, two large parks with a total of 585 acres, and two large outlying reservations, not within the city limits but readily accessible and much used, with an acreage of 1,983. One of the first steps that was taken by the City Planning Commission was a study of the use and accessibility of existing playgrounds and need of further acquisitions. In 1913, with the assistance of Seymour Barnard, of New York, an intensive study was made and some particularly interesting data was acquired on the effective radius of usefulness of playgrounds for children of varying ages.

The City Planning Commission of Newark did not give as much attention to the grouping of public buildings as it did to some of the economic features of the city plan. The public buildings of Newark have been recently built and will be located on their present sites for many years to come. The Commission, however, finds that there



NEWARK.—Interurban Trolley Terminal Near the Business Center of the City with Two Approaches, One a Subway Leading to an Underground Floor, the Other an Elevated Structure Leading from an Opposite Direction to an Upper Floor.

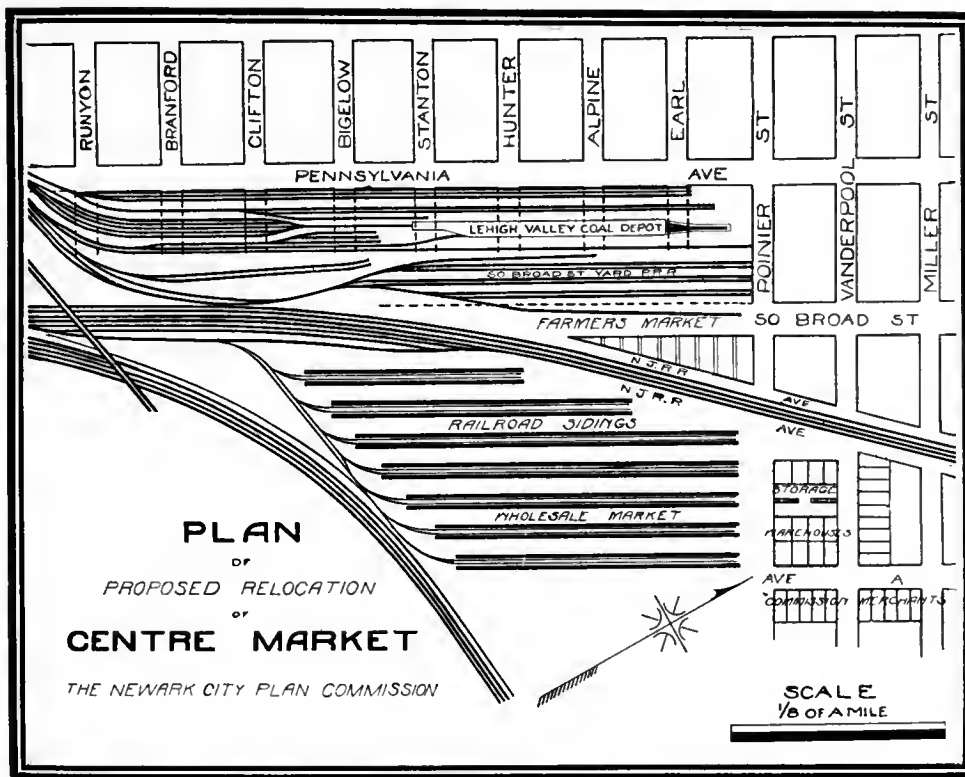


is opportunity for the creation of a center of considerable importance and architectural interest by locating a new post office building near the site of the proposed Pennsylvania Railroad station, and through Mr. Bigelow has prepared a plan taking advantage of this opportunity. The important feature is a circular plaza with the railroad station in the center and the post office on the periphery.

*Zoning.*—While tentative and suggestive studies have been made by the Commission for districting in Newark, actually little has been done to control the height and area of buildings and the character of occupancy of land under private ownership. One of the things which the Newark City Planning Commission has now under consideration

the planning of public improvements in the metropolitan area and of making such improvements a part of a general scheme or metropolitan plan. Such matters as streets and thoroughfares, water-supply systems, subdivision of unbuild-up districts, waterways, urban and interurban transit, sanitary facilities, and the drafting of laws have been under consideration.

*Metropolitan Planning.*—The City Planning Commission feels that a great need is the preparation of a plan for the metropolitan district based upon careful investigations. The studies made by the Interurban Conference, while tentative, are the outgrowth of the thought and experience of persons who are fully acquainted with the



NEWARK.—Wholesale Auction Market.

As proposed, produce will be sold directly from cars, at auction and under municipal supervision.

is the preparation of a scientific plan for districting, as has been done in New York City.

*Interurban Conference.*—Newark is the center of the metropolitan district of New Jersey. This district includes not less than eighteen separate municipal subdivisions in three different counties. It has a population of about 700,000 and an area of approximately 60 square miles. While several communities have made improvement plans in general, these have been made from the standpoint of local needs rather than those of the district at large. The City Planning Commission of Newark through its Secretary, Harland Bartholomew, was directly responsible for the organization, in 1914, of "The Conference on Interurban Improvements of Newark and Adjacent Municipalities" for the purpose of encouraging coöperation in

existing conditions throughout the entire district. It is one of the most hopeful signs of progress in the city planning movement that these towns of the metropolitan area have come together to consider ways and means of establishing a plan in so vast and complex an area.

*Carrying Out the Plans.*—In preparing the comprehensive plan published in 1915 the City Planning Commission of Newark has realized that what is needed is definiteness in proposals if results are to be reached. They have submitted, therefore, a chronological and financial program for the execution of the comprehensive plan published in 1915. Fifty years is the time limit set for the completion of the plan. The projects are divided into ten groups, each project to be undertaken in the five-year period in which it falls. An annual expenditure of

\$1,000,000 is proposed to complete the entire plan within the fifty-year period.

*Results.*—One of the particularly strong features of the work of the Newark City Planning Commission is the results which have followed from the studies and recommendations made in the five years of its existence. Traffic congestion has been relieved; trolley transportation has



NEWARK.—Showing Recommendations in Street Extension and Widening, for Overcoming the Handicaps of Haphazard Growth in a Residential Section on the Outskirts of the City.

The advantage of coöperation between Newark and the towns on the border is in this instance well illustrated.

been made much more expeditious and convenient; projects involving the expenditure of several million dollars, notably in the extension and cutting through of streets, have been completed or are now under way; plans for port and terminal facilities have been advanced to a stage where they are now actually serving the industries of Newark; and the whole trend of municipal activity has been placed on a scientific and orderly basis due to the educational work which the Commission has carried on.

Great credit is due to the Newark City Plan Commission, as a whole, for the accomplishment outlined above, particularly to David Grotta, the first president; to Austin H. McGregor, who succeeded Mr. Grotta as president, and to Frederick J. Keer, the present incumbent in the latter office; to John Cotton Dana, a former member of the Commission and director of the Newark Public Library; to Christian W. Feigenspan, a member of the Commission who recently gave to Newark the splendid replica of the Colleoni equestrian statue, and to Harland Bartholomew, former secretary and resident engineer to the Commission, now engineer to the St. Louis City Plan Commission; to A. B. Cozzens, the present secretary of the Commission; to Morris R. Sherrerd, Chief Engineer of the Board of

Street and Water Commissioners of the city of Newark, and to many others.

## New Bedford Massachusetts

No steps have been taken in New Bedford (118,158) to put city planning on a proper footing, although authority for the appointment of an official commission exists under the Massachusetts Act of 1913. The Park Board, of which Samuel P. Richmond is chairman, realizes that there is need of comprehensive planning, of park facilities at least, and in a recent report it makes a plea for a real park system with parkways, small squares and playgrounds, and larger reservations laid out and designed in accordance with a comprehensive city plan. There are but 221 acres of park space in the city at this time, divided among seven parks ranging in area from 1 acre to 94 acres. The School Board of New Bedford has charge of playgrounds maintained in connection with the public school system.

## New Britain Connecticut

At the session of the state legislature of Connecticut in 1915, the charter of New Britain (53,749) was amended to provide for the creation of a City Planning Commission. The Commission, which was appointed shortly after, has not yet taken up city planning work in a broad way, but it has given consideration to certain revisions in the street system, not however as part of a comprehensive plan. The Commission has been badly handicapped in the past by its failure to secure appropriations. The legislature of 1917 was petitioned for a change in the city charter that would insure an annual appropriation to the Commission, with power to carry on its work.

*Unofficial Activities.*—The Chamber of Commerce of New Britain, of which A. H. Andrews is executive secretary, is a new organization and has not yet taken up city planning as a whole. It has created two committees on which have devolved the preparation of a tentative plan for the improvement of freight and terminal conditions and the provision of waiting-rooms for street railway passengers. The secretary of the new Chamber is actively interested in city planning, and, with his support, New Britain city planning should receive a decided impetus in the near future.

## New Brunswick New Jersey

As an outgrowth of the movement in New Brunswick (25,512) to build a new city hall, the city has secured, through a subcommittee of the Board of Trade (appointed in March, 1916), a comprehensive scheme for the rearrangement of a portion of the central district in the vicinity of the Middlesex County buildings. The new plan involves the taking of an area equivalent to about two city blocks, south of the Pennsylvania Railroad Station building and

between the latter building and the three county buildings, and the demolition of the old frame buildings thereon. In the center of these blocks the site for the new city hall is located, and on two sides of the cleared area the construction of one new street and the widening of an existing street is proposed. Beyond the cleared area, and running southward, the plan calls for a parkway running into and through the length of an old cemetery which, under the scheme, will be converted into a public park. This scheme has been recognized by the county authorities, who have modified the plan for the location of a new county jail so as to permit of the construction of one of the new streets bordering the proposed city hall grounds.

*Waterfront.*—A second proposal of the Board of Trade, for which plans have been drawn, is that for a new dam in the Raritan River, below the city, which if carried out would give the city a flood-tide river harbor for shipping. The plan would permit of the reclamation of additional waterfront and would minimize all difficulties now confronting the city in respect to a sewage-disposal plant. The Board of Trade, of which T. M. Yorston is secretary, has consistently supported city planning, and Austin Scott, former Mayor, is actively interested. Charles McCormack is chairman of the Housing Committee of the Board. No official commission has yet been appointed to do general city planning, but the projects above described, when realized, will doubtless awaken public sentiment and secure the support necessary to bring about the appointment of an official commission.

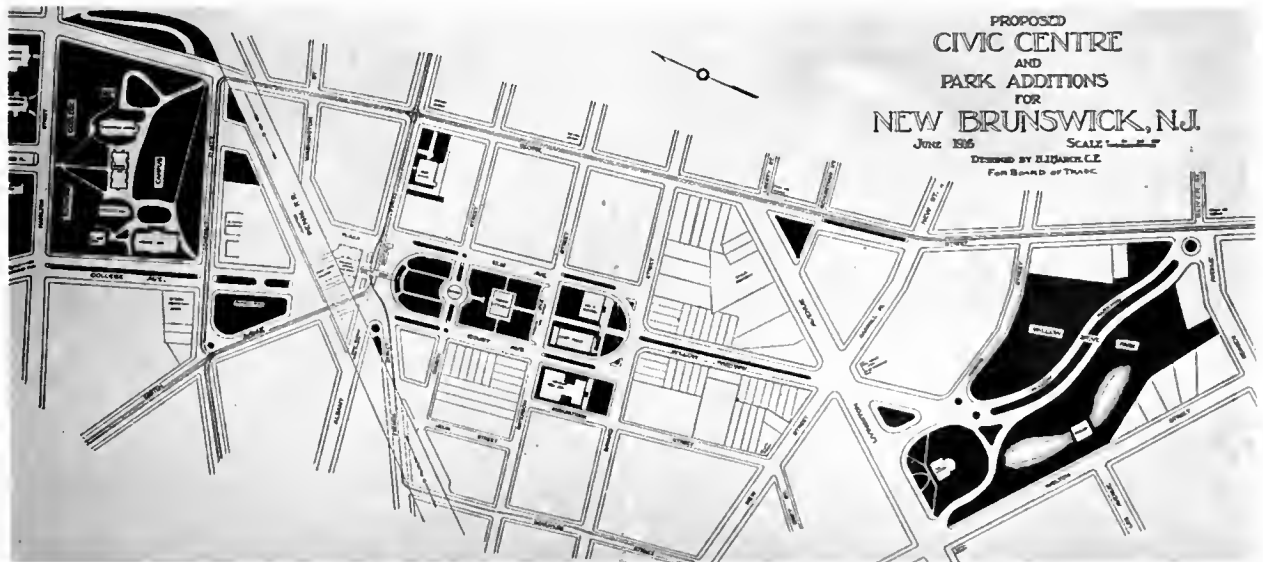
## Newburgh New York

Newburgh-on-the-Hudson (29,603) was settled in 1708 and was the headquarters of Washington in the Revolution-

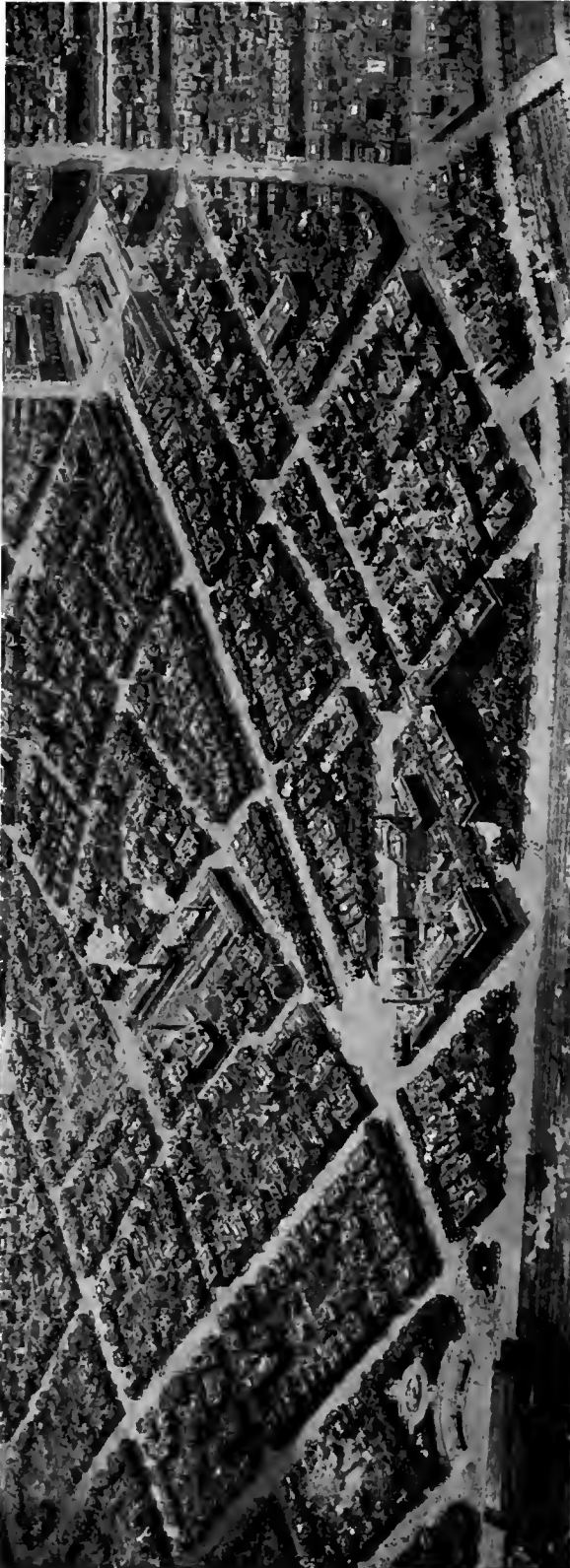
ary War. It is a point to which tourists passing up the Hudson Valley resort. But Newburgh is remembered by all landscape architects in America as the home of Andrew Jackson Downing, the founder of American landscape architecture. Prof. F. A. Waugh has well described the relation existing between Calvert Vaux, the young English architect who came to America in 1850, and Downing. Upon the latter's death, Vaux formed a professional partnership with the late Frederick Law Olmsted. Downing Park, Newburgh's only large reservation, is named in memory of Downing, and was planned by Messrs. Vaux and Olmsted for the city of Newburgh, as a mark of respect for the memory of Downing.

*Little Use of Natural Advantages.*—While, however, nature has done her best for Newburgh, the community has not taken great advantage of what she offers. For example, although the city has 2 miles of waterfront along one of the finest rivers of the world, it has not a single foot that has been made available for public recreational uses.

*Social Survey.*—Newburgh has also her serious social problems, which recently have been carefully investigated by the people of the city; in fact, Newburgh is among the first dozen cities of the country to be "socially surveyed" and is one of a smaller number to solve the project itself. The Newburgh survey, made in 1913 by the Department of Surveys and Exhibits of the Russell Sage Foundation, with Zenas L. Potter as director of field work, was started by Newburgh people. The purpose of this survey was and is constructive; it was not aimed to humiliate the city but to impress it. The project was undertaken in order to learn significant facts of living conditions in the community, to make recommendations where corrective action is needed, and to acquaint the citizens with both facts and needs. The report on this survey was published in a volume entitled "The Newburgh Survey," published in June, 1913. While this survey, as a whole, did not take into consider-



NEW BRUNSWICK.—A Comprehensive Scheme for the Rearrangement of a Portion of the Central District of the City, Involving the Clearance of Two City Blocks Near the Railroad Station, the Location of Civic Buildings Thereon, the Cutting-through of New Streets, and the Construction of a Parkway, etc.



ation the problems of physical development of the city to any large extent, it did cover the park and recreational system. With this beginning, Newburgh should now undertake to develop a plan for its future growth along lines that will, in the future, prevent the conditions in undeveloped areas which the survey reveals in the existing town.

## New Haven Connecticut

From 1638, when the first plan (the historic "nine square" plan) was laid out, up to the middle of the nineteenth century, we find New Haven (149,685) a pleasing little New England town with a population of relatively independent, individualistic, self-sufficing householders. But with the opening of the industrial era, about 1850, a rapid and profound change has taken place. Long known as the "City of Elms," that appellation is no longer consonant with conditions in the city. Two- and three-family houses and tenement blocks are increasing, the open country is being driven beyond ordinary walking distance, street travel is increasing much faster than the population, and the dependence of the people upon street railway facilities has already become almost as complete as in the great centers of population.

*Civic Improvement Committee.*—About 1907 certain public spirited citizens of New Haven began to awaken to the urgent need of some comprehensive plan for directing the future growth of the city along rational lines. It was George Dudley Seymour, of New Haven, who took the initiative in bringing about constructive action. He was successful in securing the appointment by the Mayor, of the New Haven Civic Improvement Committee of thirteen members. The Committee met for the first time in July, 1907, and at that time decided to invite Cass Gilbert and Frederick Law Olmsted to prepare a report upon the improvement of the city. A campaign was organized for raising \$10,000. This appeal was made through circulars and the press, and about \$8,000 was subscribed by firms and individuals.

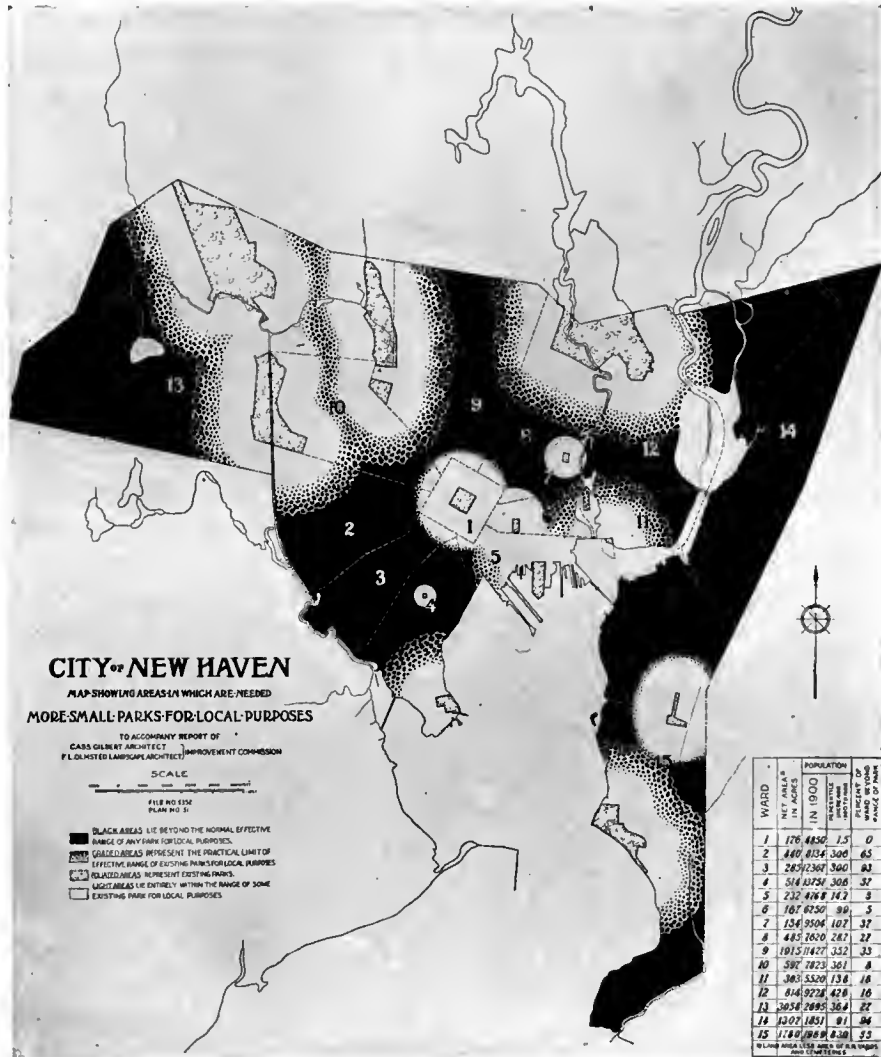
*The Report.*—Messrs. Gilbert and Olmsted were engaged and collected material for their report, prepared plans and maps, and submitted their findings in February, 1910. This report was in the nature of a preliminary study, detailed studies not being presented at the time. The problems considered covered those of immediate and future improvements and revolved mainly about the railroad terminals, main thoroughfares, sewage disposal, local parks and playgrounds, and rural parks. This general discussion was followed by a detailed discussion of many specific problems, the whole constituting a general scheme of

NEW HAVEN.—Bird's-Eye View of Avenue 120 Feet Wide, Leading from New Railroad Station to a Public Square or Secondary Civic Center and thence to College Green, as Proposed by the New Haven Improvement Commission in 1910.

The reasonableness of this proposal was evident at the time the Commission's recommendations were made. In February, 1917, six years later, an alternate scheme was devised, involving the widening of Orange Street at a cost of \$500,000, which now seems assured.

improvement, leaving final definite plans to be worked out as the local needs and engineering necessities or economies dictated. Accompanying the report as an Appendix, there was given the results of a statistical investigation into the social and economic tendencies of the city, made at the request of the experts, by Ronald M. Byrnes. The report was published in a large volume, with a number of beautiful illustrations, and attracted wide attention

*City Planning Commission.*—Following the submission of the report, and as a result of the solicitation of members of the Chamber of Commerce, an amendment to the city charter was secured, providing for the appointment of an official city planning commission. This Commission was appointed and has been in existence since that time. George Dudley Seymour has served as secretary. Up until the present year, the Commission has been obliged to



NEW HAVEN.—Diagram, Showing in Black, Areas in Which are Needed More Small Parks for Local Purposes. Graded areas represent the practical limit of effective range of existing parks for local purposes.

throughout the country. But the citizens of New Haven remained apathetic.

*Results.*—However, the Chamber of Commerce, through its president, Colonel Ullman, and those members particularly interested in city planning, have remained loyal to the movement, and a number of improvements ultimately carried out are directly traceable to the report, particularly the purchase by the city of larger playground facilities, the use of schoolhouses as recreational centers, and the development of the Green as a civic center.

remain practically inactive, owing to lack of funds and to the attitude of the city administration which held office up to the close of 1916. With the inauguration of a new administration, of which Mayor Samuel Campner is the head, the outlook for city planning is bright; in fact, early in March of this year a project in modified form, which the Civic Improvement Commission strongly recommended in its report, was brought forward and seems likely to be adopted. This is the plan to open up an approach to the new railroad station, involving an outlay of half a million

dollars. This approach, as laid out by the Civic Improvement Commission, was recognized as a much needed, practical, and esthetic improvement, and was carefully studied. The new plan which the city is about to adopt is the crystallization of the former studies and has been worked out by Frederick L. Ford, City Engineer, formerly a member of the City Planning Commission of Hartford, and a supporter of rational city planning in the latter city as well as in New Haven. In the new form the plan for the approach involves the extension of an important thoroughfare, Orange Street. Of this improvement Mayor Campner has said that it will cost about a half million dollars, but the city will reap many times over that amount in benefits. The situation is well summed up by a statement made at a hearing on the subject by David E. Fitzgerald, a member of the Chamber of Commerce, who said:

"We have reached a position in our civic life in New Haven where we must part from our old ideas of economy. That spirit has kept us backward instead of allowing the city to push forward. Whatever the cost of this proposition to the city, it will be returned to New Haven manifold."

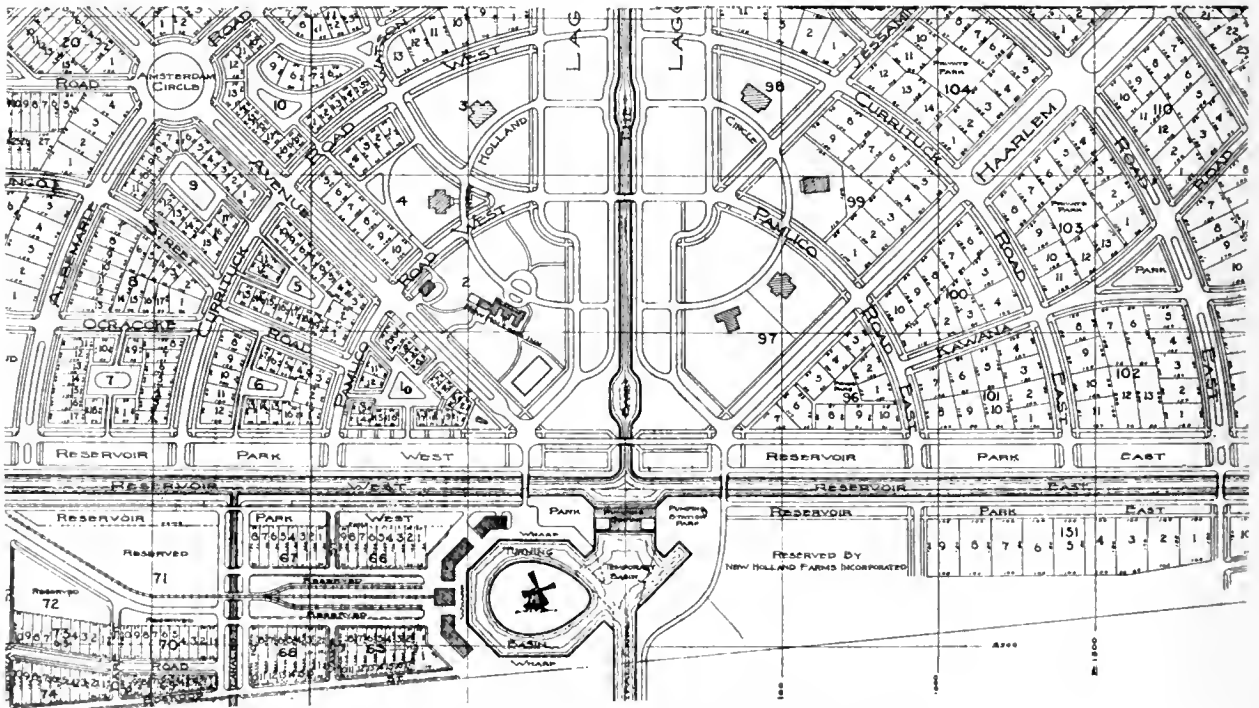
### New Holland North Carolina

In Hyde County, N. C., where, a few years ago, a great lake called Mattamuskeet, with 50,000 acres of water surface, existed, there are today hundreds of model farming tracts clustering about a model town. The former Lake Mattamuskeet lay 8 miles from the Atlantic Ocean, in the

heart of a splendid farming country. As the lake-bottom lay about 3 feet below sea-level, it was necessary to pump all water out of the lake to begin the work of reclamation. A great system of canals was constructed to carry the surface water from every part of the district to a mammoth pumping plant, capable of raising this water up and pumping it over into a great outfall canal, 70 feet wide, whence it flowed to the sea, 8 miles away. This outfall canal was constructed broad enough and deep enough for transportation purposes, and boats carrying freight and passengers already go and come on it every day. Over two years were consumed in this drainage and reclamation work, requiring the construction of a great pumping plant, costing \$200,000. As a part of the development, Harlan P. Kelsey, landscape architect, of Salem, Mass., prepared a comprehensive plan for the central feature of the entire development, namely, the town of New Holland. This town is laid out on the most modern lines, with radiating and circumferential arteries and boulevards. Traversing the main axis of the layout, and leading to the ocean outfall, is the central canal referred to.

The total outlay for each acre reclaimed in the entire district is remarkably small—\$5. When it is remembered that the reclamation of lands in Holland lying under Lake Haarlem cost \$120 an acre, the reclamation of the New Holland lands is a remarkable commentary on modern scientific methods.

The original plan for this improvement was suggested by the Drainage Division of the Department of Agriculture of Washington, which worked out the details for the system of canals. Besides this, the engineering features of



NEW HOLLAND.—Plan of Town, the Focus of the New Holland Farms.

On the main axis, is the great outfall canal and pumping station, the delivery point of a system of canals running through the entire area of 50,000 acres.

this district have been passed upon by some of the eminent engineering firms of this country, including the J. G. White Engineering Corporation, of New York City.

Today, in the shallow bed of old Lake Mattamuskeet, there is a fertile land with not a tree or stone to impede cultivation, now ready for the plow, and nearby there is being laid out a scientifically planned town with modern provisions for social, educational, and recreational life—with schoolhouses, playgrounds, churches, public buildings, parks, community centers, and public and semi-public buildings attractively grouped.

## New London Connecticut

Its age, its picturesque situation between Long Island Sound and the Thames River, and its irregular topography have combined to make New London (20,985) one of the most interesting cities on the Atlantic coast. With this it has a remarkable commercial harbor and a strategic situation between New York and Boston. All these matters justify it in planning and building confidently for the future. The existing plan of the city is very irregular and the street system in the older parts quite inconvenient. A great deal of study will have to be given to the working out of a better thoroughfare system. Like other small American cities, it has given little attention to the systematic acquisition and development of open spaces, parks, and playgrounds.

*Parks and Playground Plan.*—The first step in the direction of city planning was taken in 1913 by the Municipal Art Society of New London in employing John Nolen of Cambridge, Mass., to prepare a plan for a park and playground system. It was not intended that a comprehensive plan should be prepared, or one that would be immediately put into effect. The purpose of the report submitted by Mr. Nolen, entitled "General Plan of a Park and Playground System," was to give something concrete to work to and for and especially to furnish to the Park Commissioners a plan for the future acquisition of land for the development of new streets, squares, playgrounds, and parks. The report treats of the need of parks for New



NEW LONDON.—Children's Playground, Tennis-Courts, and Boathouse in Shaw Cove. Surrounding Dwellings Hidden by Trees and Shrubs.

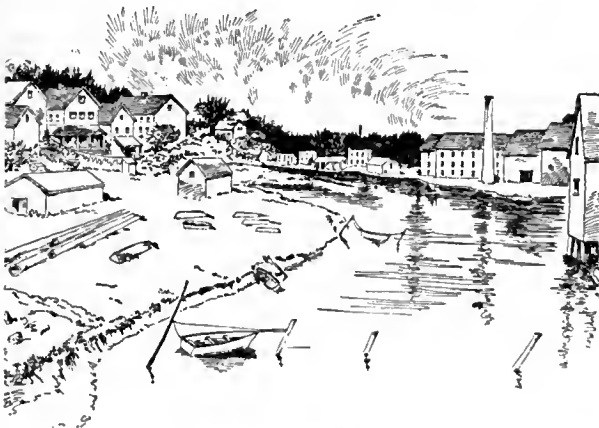
London and discusses, in order, the city squares and small open spaces, schoolgrounds, playgrounds and athletic fields, neighborhood parks, large outlying reservations, and inner and outer parkway system.

*Results.*—Charles S. Palmer, a public-spirited citizen in New London, has promoted the park work there for a number of years and has at last succeeded in getting the people of New London to see the importance of a comprehensive park program. The legislature has authorized the city to issue bonds for the amount of \$100,000, and the Park Board has already acquired certain areas suggested for purpose of improvement.

## New Orleans Louisiana

The Association of Commerce of New Orleans (371,747) one of the most active commercial organizations in the South, is planning an active campaign for city planning during the current year through its civic division, of which Charles Allen Favrot, a member of the Board of Directors of the American Institute of Architects, is chairman. It is anticipated that a sufficient appropriation from the budget of the Association will be made to actually begin a preliminary survey of the city. With this as a foundation, it is hoped to arouse public sentiment to a point where an official commission will be demanded to undertake comprehensive city planning.

*Port Terminal.*—New Orleans has already shown that she is capable of carrying through civic improvements in a large way once she is aroused. The remarkable success that has attended the work of port and terminal development in New Orleans is well known throughout America. The city ranked second among the ports of the country in the value of foreign trade in the year ended June 30, 1914. This, perhaps, is due in a large part to the high degree of success which has characterized the public ownership and operation of her port facilities under the direction of the Board of Commissioners of the Port of New Orleans. A full description of this work is contained in "Ports of the United States," Bulletin 33, Miscellaneous Series, Bureau of Foreign and Domestic Commerce, and in the many



NEW LONDON.—Low Shores and Mud Flats in Shaw Cove.



NEWPORT.—Proposed Development of Newport Harbor in Connection with Docks of New England Navigation Company and Railroad Terminals. Geo. B. Post & Sons, Architects.

publications of the Port Commissioners who had as their engineers, Messrs. Ford, Bacon and Davis, of New York.

*Transit.*—The Association of Commerce is starting (March, 1917) a thorough study of the whole transit and transportation system of the city.

## Newport Rhode Island

During the two years past, Newport (30,108) has carried through two notable public improvements. One is the complete widening of Third Street from 33 feet to 55 feet, and the other is the widening of Bath Road from about 45 feet to 112 feet. Third Street now affords a much more attractive approach to the most important and interesting part of Newport, the Naval Station. Bath Road widening now extends for a distance of 1,000 feet. The sum of \$35,000 has been appropriated for the purpose of improving this section. Recently a \$100,000 bond issue was authorized for the purchase of land to carry out the further widening over the entire length of the street, a total of 3,500 feet. It seems to be but a question of time when the widening will extend to the harbor. Newport will then have one of the finest boulevards in the country.

Newport has also acquired land along the harbor shore, providing a connection 60 feet wide and 1,000 feet in length. It is supposed that at some future time this road will be a part of a boulevard formed out of three streets.

*Bath Road and Easton Beach.*—The Bath Road widening has been the subject of discussion for a number of years, and it has been particularly urged by Richard C. Derby, of Newport, who has probably done more than anyone else in the city to bring about the acquisition of this fine approach to Easton Beach. The latter district was the subject of a report submitted by the late Frederick Law Olmsted, Sr., in 1893, who urged at that time that measures be taken to safeguard and develop this important recreational asset. Unfortunately, up to this time, very little has been done to put these suggestions into effect.

*Plan of 1912.*—About 1912, the Newport Improve-

ment Association engaged Frederick Law Olmsted, Jr., to come to Newport and make a report. The plans for Newport were published in pamphlet form and contained recommendations for new thoroughfares and for a park system.

*Civic Organizations.*—Newport has had a number of associations which have accomplished more or less of value and made recommendations for improvements, beginning with the Sanitary Protective Association, organized in 1778, and of which Richard C. Derby is now an active member; the Improvement Association, organized 1889, now dissolved; the Civic League, organized in 1904, in which Mrs. John Nicholas Brown is active; the Board of Trade, organized in 1904; the Newport Improvement Association, organized in 1911, in which J. T. Spencer is active; the Art Association, organized in 1912; and the Housing Association, organized in 1916, which has for its purpose the construction of small cottages for employees of the United States Naval Training Station and Hospital. There has never been a city planning association or commission. The architects have taken no part in plans for improvement.

*Recreation.*—The Public School Board has recently provided an excellent and efficient supervisor of recreation. A few years ago, the city purchased land for a recreational park in the northerly part of the city and land for another park in the southerly part. No use has been made of school buildings for community center purposes.

## New Rochelle New York

One of the important cities in the metropolitan district of New York, and essentially a home city closely connected with New York in its life and activities, is New Rochelle (37,759). In 1916 the Mayor of New Rochelle, Edward Stetson Griffing, appointed a Board of City Development, consisting of three city officials, six citizens, and the secretary to the Mayor, N. H. Halsted, as secretary. The Board met with the Westchester County Plan-





NEWPORT.—Plan of the Newport Improvement Association (1913), Showing Existing and Proposed Thoroughfares, Parks, and Parkways.

Heavy dotted lines show proposed thoroughfares. Bath Road, shown in the plan leading to Easton Beach, is now being widened from 55 to 112 feet for its length of 3,500 feet.

ning Commission in White Plains last June and participated in a general discussion of those matters which appertain to general planning throughout the county, as well as matters of local interest. It also took an active part in the great conference of all the city planning workers throughout the whole of the New York metropolitan district, held in March, 1917.

No public improvements have been under construction

since the appointment of the Board, other than the routine matters of the engineering staff of the city, so that no matters have been presented for the consideration of the Board. Up to this date no steps have been taken to institute a study of city development along comprehensive lines.

## Newton Massachusetts

The risk in adopting the details of a city plan before the whole is studied in a preliminary way, at least, is well understood by the City Planning Board of Newton (43,715). The Board has, however, made detailed studies



NEWTON.—Terminus of Metropolitan Park Commission's Boulevard to Boston on the Outskirts of the City.

An adequate connection with this drive is one of the recent recommendations of the Planning Board. Incidentally it involves the relief of traffic at the city center.

and recommendations in regard to two important items in the plan of Newton which, obviously, will be comprised in whatever larger plan may be adopted. The Board has presented its recommendations in the two reports issued in December, 1914, and December, 1916. The two vital problems studied are the widening of what is destined to become an important main artery in the city and the improvement of traffic conditions at the central square, called Nonantum Square. In its study of the latter problem, the Board was authorized by the Board of Alderman to engage Arthur A. Shurtleff, of Boston, Mass., and they have had the benefit of his experience and advice on this special problem. The Board, with the advice of their expert, has prepared a map showing various by-passes by means of which through traffic may be diverted from the Square and at the same time connection made with the boulevard leading to Boston, built by the Metropolitan Commission. The Board feels that it is wise to make an immediate beginning upon a portion of its plan, which consists in widening and improving an unaccepted and partly

passable road that would link up to the improved boulevard connection referred to above.

*Problems of a Residence Town.*—The Board has been unable to derive suggestions from work that has been done by planning boards in different parts of the country in recent years, owing to the peculiar conditions with which the city is confronted. Newton is essentially a residential city. It does not present problems connected with mercantile business, with manufacturing centers and housing of large numbers of workers. Newton appears likely to be a city of homes, and the Planning Board believes that



NEWTON.—Another View of the Metropolitan Park Commission's Boulevard Looking Toward Newton, an Important Link in the Radial System of Thoroughfares, not Now Properly Coördinated with the Town Plan.

the city should provide for its very best development along that line.

*Need of Thorough Study.*—The Board believes that an extended investigation of the city's present and future needs by a professional city planner will give it an opportunity to be useful to the city and enable it sooner to fulfil the purpose for which it was created. It recognizes that its task is one that cannot be undertaken lightly, and that, if rightly done under expert guidance, a comprehensive plan will be an important element in the growth and development of Newton for many generations. Charles F. Gibson is chairman of the Board and Vernon B. Swett is secretary.

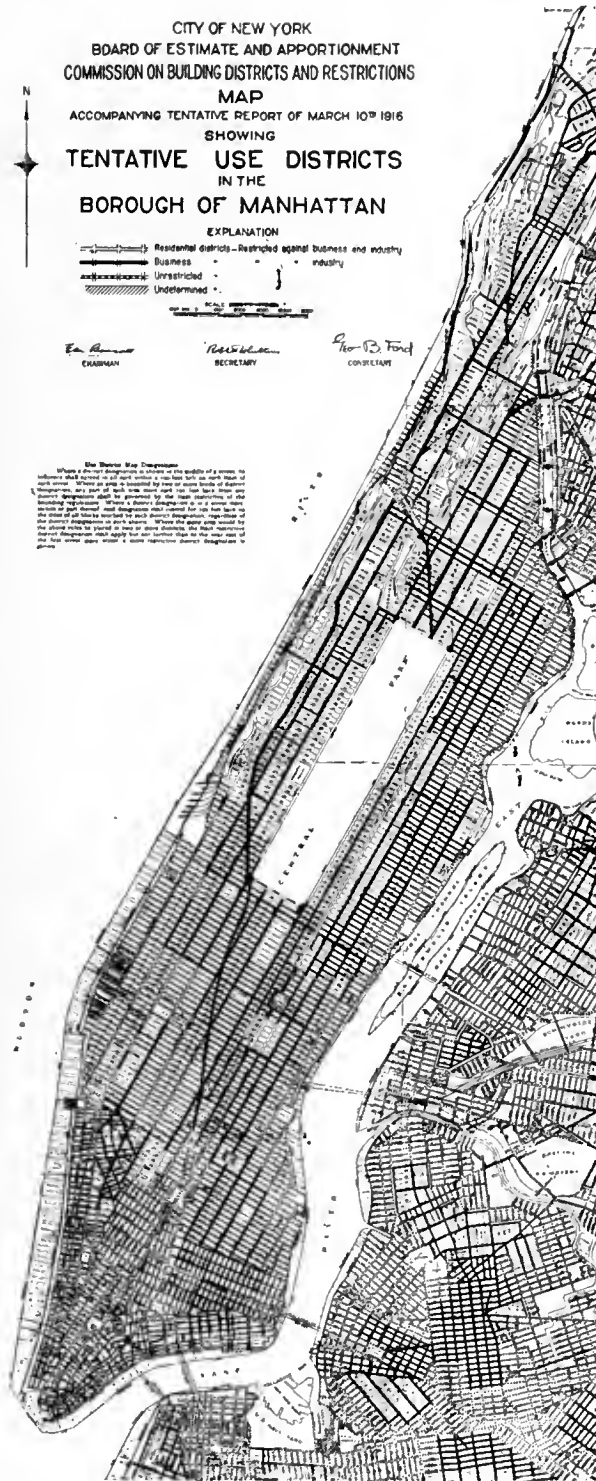
## New York New York

It has been stated that the greatest single achievement in city planning in America and "the greatest thing New York City (5,602,841) has ever done," to quote George McAneny, ex-president of the Board of Aldermen, is the comprehensive zoning law which was put into effect on July 25, 1916, by a virtually unanimous vote of the Board of Estimate and Apportionment. All future buildings are restricted as to their height, size, and use, and the

restrictions vary in different parts of the 327 square miles of the city. The first step in this direction was taken by Mr. McAneny, then president of the Borough of Manhattan, when, early in 1913, he proposed the appointment of a commission to study the limitation of the height, size, and arrangement of buildings. This resulted in the appointment by the Board of Estimate and Apportionment, in March, 1913, of the Heights of Buildings Commission, which consisted of nineteen members, with Edward M. Bassett, formerly Public Service Commissioner, as chairman, and George B. Ford as secretary and director of investigations, and Robert H. Whitten as special investigator and editor of the report. An appropriation of \$15,000 was secured, and with a competent staff, consisting of some thirty-six members in all, data were collected, more detailed perhaps than had ever been assembled in America before for the study of a specific city planning problem. The result of the work of this Commission was the submission of a voluminous report to the Board of Estimate and Apportionment in 1913, in which they recommended a general height limitation for the whole city, and particularly that the city should be restricted with different height, area, and character of occupancy regulations for different parts of the city. Realizing that the city charter probably would not permit such districting, the Commission framed two charter amendments which would give the city this power. These two amendments were passed by the state legislature and became a law in May, 1914.

*Zoning.*—In June, 1914, the Board of Estimate and Apportionment, upon the report of its recently organized Committee on the City Plan, of which Mr. McAneny was chairman, appointed a Commission on Building Districts and Restrictions again, with Edward H. Bassett as chairman and with seventeen members, many of whom were on the former Commission. Robert H. Whitten, the secretary of the Committee on the City Plan, also served as secretary to this new Commission, and George B. Ford as its consultant. With a large staff, the Commission began active work, first determining a proper method of procedure and plan of action. As there was almost no precedent for an undertaking of this sort, it was very difficult to find a point of departure. The first thing it decided to do was to become thoroughly conversant with the existing tendencies with regard to all phases of the city's development. An intensive study of building development and of present and future conditions with regard to transit and the distribution of population in New York was made for the Commission by John P. Fox, Herbert S. Swan, Geo. W. Tuttle, E. M. Law and others. Frank B. Williams, Chairman of the City Plan Committee of the City Club, made two trips to Europe to study the effect of the districting and zoning laws there. A detailed study was made of what other American cities have done toward controlling the height, size, or use of their buildings, but as no city had begun to approach the subject in a comprehensive way, the Commission found it necessary to go back to fundamentals. The first year was spent, therefore, in collecting this data and in getting it into form for use.

The Commission held innumerable conferences and, in all, some sixty public hearings. The law, as passed, is not the work of a limited group of men but is the result of the

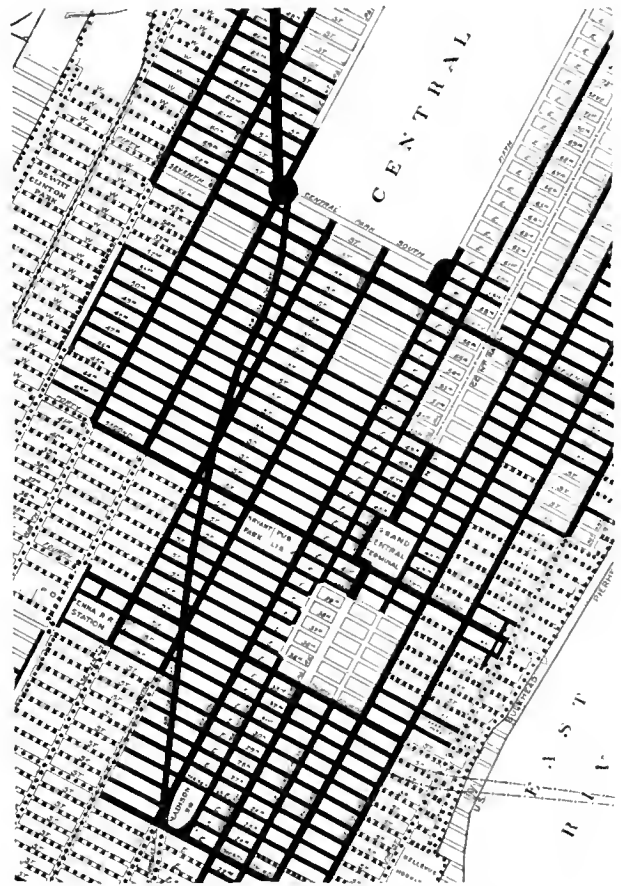


NEW YORK.—Use Districts in the Borough of Manhattan and Part of the Borough of Brooklyn, as Laid Down in the Tentative Report to the Board of Estimate.

The unrestricted districts are chiefly located along the railway terminals and the navigable waterfront. Business districts, except in the main centers, are for the most part made up of frontage on both sides of the traffic thoroughfares.

combined thought of thousands of people from all parts of the city. The work of the two commissions is summed up in a final report which was issued in April, 1917. Meanwhile, the law as enacted has been in force throughout the city since July 25, 1916.

*Early Planning.*—Much good work in planning for the physical needs of New York City has been done at various times in the past. That the street system of Manhattan is not of the crazy-quilt design that some cities have, is the result of conscious planning by special commissions, and, since 1902, by permanent borough topographic bureaus. The first commission with planning powers was that appointed by the legislature in 1807 to draft and lay down a plan for the Island of Manhattan. With all the faults of the gridiron plan which was evolved, we can not but admire the vision of the men who planned for a great city, extending for about 8 miles northward, along the Island of Manhattan, through undeveloped territory. The subsequent commissions, particularly the one appointed in 1860 to plan out the northern portions of Manhattan and



NEW YORK.—Section of Final Districting Plan in Force in the City of New York, Showing Use Zones in that Part of the Borough of Manhattan just South of Central Park.

Note restrictions added since the issue of the Tentative Map. Streets left white are restricted to residence use only. In streets in black residence and business uses are permitted. Streets with black dots are unrestricted.

CITY OF NEW YORK  
 BOARD OF ESTIMATE AND APPORTIONMENT  
 COMMISSION ON BUILDING DISTRICTS AND RESTRICTIONS  
 MAP  
 ACCOMPANYING TENTATIVE REPORT OF MARCH 10<sup>th</sup> 1916  
 SHOWING  
 TENTATIVE HEIGHT DISTRICTS  
 IN THE  
 BOROUGH OF MANHATTAN

EXPLANATION

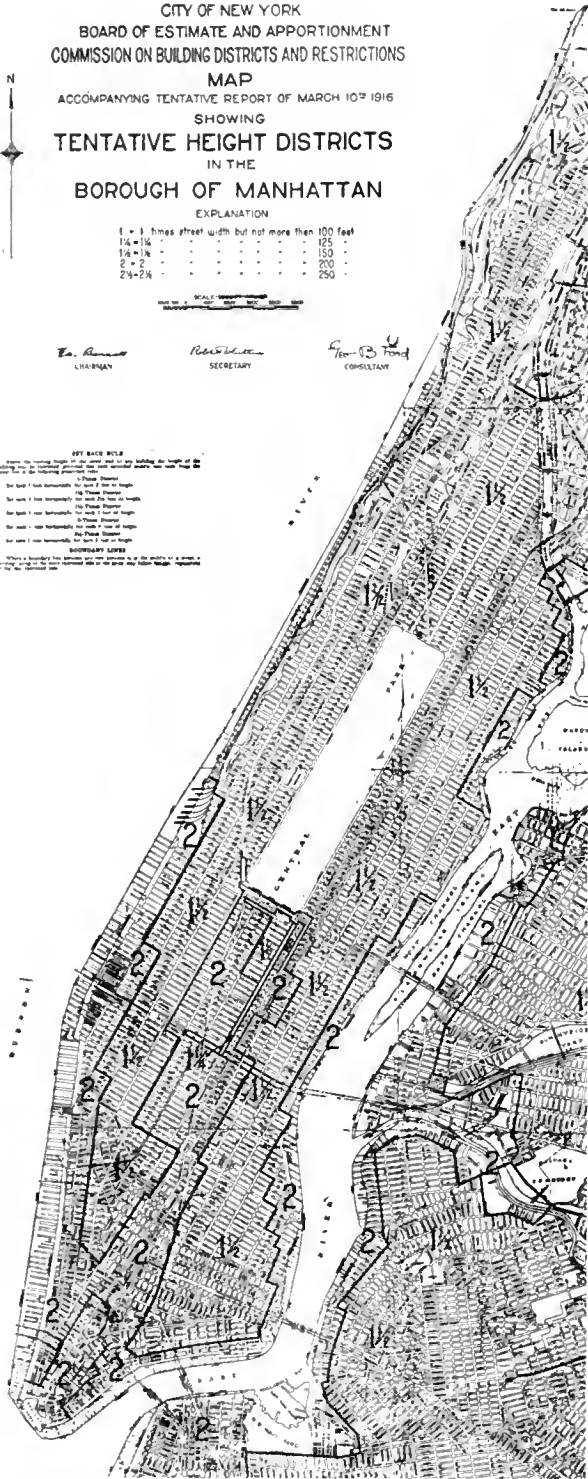
1 - 1 times street width but not more than 100 feet	
1 1/4 - 1 1/4	125
1 1/2 - 1 1/2	150
2 - 2	200
2 1/2 - 2 1/2	250

*E. R. Bennett* CHAIRMAN  
*Robert W. G. Peck* SECRETARY  
*John B. Ford* CONSULTANT

**FOOT RACE RULES**  
 Section 24 of the zoning ordinance of the City of New York, as amended, provides that no building shall be erected or altered so as to exceed the height of the zone in which it is situated. The following table shows the height of the zone in each height district, and the height of the building which may be erected in each district.

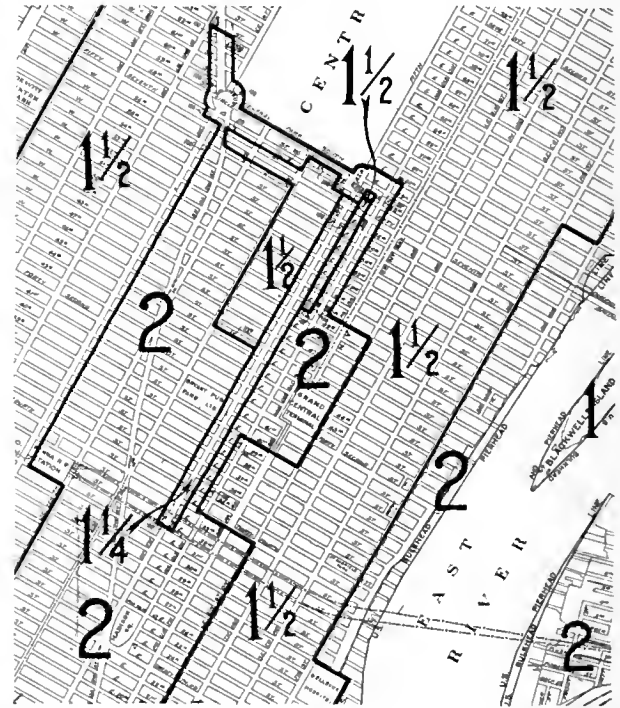
**HEIGHT DISTRICTS**  
 The height of the zone in each height district is as follows:  
 District 1 - 100 feet  
 District 1 1/4 - 125 feet  
 District 1 1/2 - 150 feet  
 District 2 - 200 feet  
 District 2 1/2 - 250 feet

**BOUNDARY LINES**  
 The boundary lines of the height districts are shown on this map by heavy black lines.



parts of the Bronx, also performed quite remarkable work. When, in 1871, the powers of this commission were transferred to the Department of the Public Parks, Frederick Law Olmsted, Sr., was one of those who helped in the work, particularly in the west Bronx, he having previously been engaged in planning Central Park in New York City, beginning in 1856. Thus it is seen that New York City has in the past tried various administrative methods of planning the layout of undeveloped areas. Generally the plan remained with no provision for future development or for a change in the slightest detail without a special act of the legislature. But the work of the Central Park Commission and its successor, the Department of Public Works, was a distinct step in advance.

*Present Planning Methods.*—In 1898, with the adoption of a new charter, which provided for the present Greater New York borough system in which Brooklyn, Queens, Richmond, The Bronx, and the Island of Manhattan were all included under a single administrative government, the machinery for the laying out of the street system was primarily vested in the borough presidents, and the legalization of all these plans requires specific approval on the part of the Board of Estimate and Apportionment. Since January 1, 1902, the city has adopted final maps for most of the city area, aggregating approximately 33,536 acres, while a total of approximately 45,438 additional acres in these boroughs has been tentatively mapped and is await-



NEW YORK.—Height Districts in the Borough of Manhattan and Part of the Borough of Brooklyn.

The charter amendment, under which the zone plan was adopted, directed the Distributing Commission, before submitting its final report to the Board of Estimate, to make a tentative report and plan and hold public hearings thereon. A part of the tentative map is shown above.

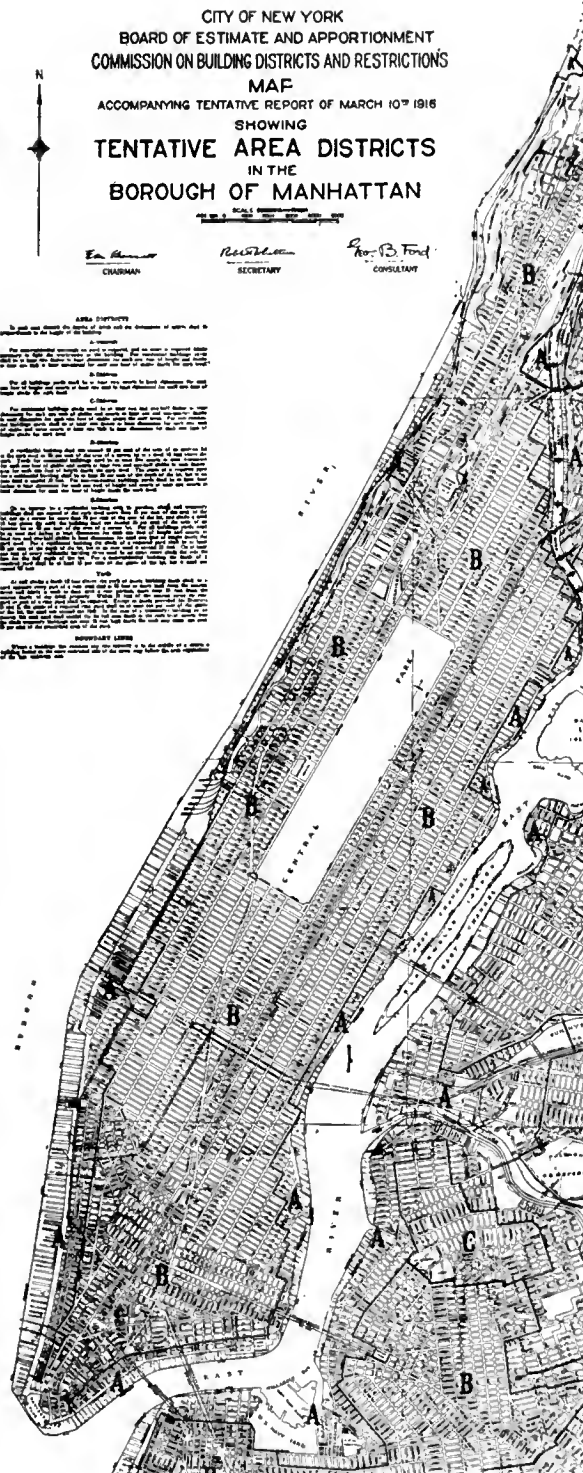
NEW YORK.—Section of Final Zone Plan Put into Effect by the City of New York on July, 1916, Showing Height Restrictions in Force in That Part of the Borough of Manhattan just South of Central Park.

In the center of areas enclosed with heavy black lines are large figures. The height limit in such areas is the width of the street multiplied by the corresponding figure.

CITY OF NEW YORK  
 BOARD OF ESTIMATE AND APPORTIONMENT  
 COMMISSION ON BUILDING DISTRICTS AND RESTRICTIONS  
**MAP**  
 ACCOMPANYING TENTATIVE REPORT OF MARCH 10<sup>TH</sup> 1916  
 SHOWING  
**TENTATIVE AREA DISTRICTS**  
 IN THE  
**BOROUGH OF MANHATTAN**

*Ed. M. ...* CHAIRMAN  
*Richard ...* SECRETARY  
*Geo. B. Ford* CONSULTANT

**AREA DISTRICTS**  
 A—Warehouse district  
 B—Residence section in which a tenement or apartment house development is anticipated  
 C—Residence section in which detached or terraced houses will be allowed  
 D—Sections in which detached or terraced houses will be allowed  
 E—Areas where a high-class villa development seems appropriate

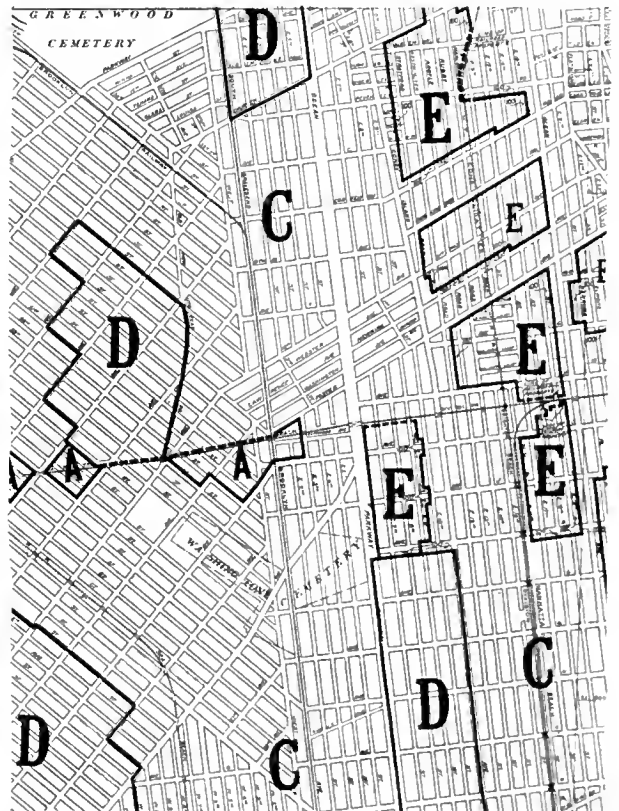


NEW YORK.—Area District in Manhattan and Part of Brooklyn, as Shown in Tentative Report to the Board of Estimate.

The maximum beneficial use of any given city area is dependent on a certain measure of uniformity in its development as regards private open spaces. The New York districting plan accordingly establishes zones for the purpose of regulating the areas of yards, courts, and open spaces.

ing conversion into the final maps. Only about 30 per cent of the city is yet lacking a street plan.

*First Improvement Commission.*—Various schemes have been put forward for modifying the plans of those portions of the city already mapped, but none of them have had the official character of those proposed by the New York City Improvement Commission, created by ordinance in 1903, in its report which was submitted January, 1907. This report was accompanied by a number of plans, many of which were commendable, but some of which were ambitious and extravagant beyond possibility of realization, while some of them also ignored conditions which then existed or improvements then under way which would have rendered their execution impossible. Some of the projects suggested in this report have already been carried out, however, or are under way, including the widening of Fifth Avenue roadway, the southerly extension of Seventh Avenue, and the like. The projects were confined mostly to the built-up portions of the city where the cost of acquiring land needed for them would have been so great that few of them could be undertaken. One notable exception was the admirable recommendation of the Commission for the establishment of a system of parks in the boroughs



NEW YORK.—Section of Final Zone Plan Adopted by the City of New York, Showing Area Restrictions in a Section of Brooklyn.

The area districts are, A—essentially a warehouse district; B and C—residence sections in which a tenement or apartment house development is anticipated; D—sections in which detached or terraced houses will be allowed; E—areas where a high-class villa development seems appropriate.

of Brooklyn and Queens, and it is to be regretted that nothing was done to carry out this suggestion.

*Brooklyn Committee on the City Plan.*—The next notable movement for comprehensive planning was that started and consummated by the Brooklyn Committee on City Plan, organized in December, 1911, with Frederick B.

the rapid transit system and the surface car system as fixed. Diagrams and charts were made and, as a result, plans were submitted for the solution of the traffic problems, the development of thoroughfares, the location of parks and playgrounds, the improvement of the waterfront, and the location of an educational and civic center,

THE EVENING POST, NEW YORK, MONDAY, MARCH 4, 1914

# SHALL WE SAVE NEW YORK?

## A Vital Question To Every One Who Has Pride In This Great City

SHALL we save New York from what? Shall we save it from unnatural and unnecessary crowding, from depopulated sections, from being a city unbeautiful, from high rents, from excessive and illy distributed taxation? We can save it from all of these, so far at least as they are caused by one specified industrial evil—the erection of factories in the residential and famous retail section.

### The Factory Invasion of the Shopping District

The factories making clothing, cloaks, suits, furs, petticoats, etc., have forced the large stores from one section and followed them to a new one, depleting it of its normal residents and filling it with big loft buildings displacing homes.

The fate of the sections down town now threatens the fine residential and shopping district of Fifth Avenue, Broadway, upper Sixth and Madison Avenues and the cross streets. It requires concentrated co-operative action to stem this invading tide. The evil is constantly increasing, it is growing more serious and more difficult to handle. It needs instant action.

### The Trail of Vacant Buildings

Shall the finest retail and residential sections in the world, from Thirty-third Street north, become blighted the way the old parts of New York have been?

The lower wholesale and retail districts are deserted, and there is now enough vacant space to accommodate many times over the manufacturing plants of the city. If new modern factory buildings are required, why not encourage the erection of such structures in that section instead of erecting factory buildings in the midst of our homes and fine retail sections.

### How it Affects the City and its Citizens

It is impossible to have a city beautiful, comfortable or safe under such conditions. The unnatural congestion sacrifices fine residence blocks for factories, which remain for a time and then move on to devastate or depreciate another section, leaving ugly scars of blocks of empty buildings unused by business and unadapted for residence, thus unsettling real estate values.

### How it Affects the Tax-payer

Every man in the city pays taxes either as owner or tenant. The wide area of vacant or depreciated property in the lower middle part of town means reduced taxes, leaving a deficit made up by extra assessment on other sections. Taxes have grown to startling figures and this affects all interests.

### The Need of Co-operative Action

In order that the impending menace to all interests may be checked and to prevent a destruction similar to that which has occurred below Twenty-third Street:

- We ask the co-operation of the various garment associations.*
- We ask the co-operation of the associations of organized labor.*
- We ask the co-operation of every financial interest.*
- We ask the co-operation of every man who owns a home or rents an apartment.*
- We ask the co-operation of every man and woman in New York who has pride in the future development of this great city.*

### NOTICE TO ALL INTERESTED

**I**n view of the facts herein set forth we wish to give publicity to the following notice:—We, the undersigned merchants and such others as may later join with us, will give the preference in our purchases of suits, cloaks, furs, clothing, petticoats, etc., to firms whose manufacturing plants are located outside of a zone bounded by the upper side of Thirty-third Street, Fifty-ninth Street, Third and Seventh Avenues, also including thirty-second and thirty-third Streets, from Sixth to Seventh Avenues.

February 1st, 1917, is the time that this notice goes into effect, so as to enable manufacturers now located in this zone to secure other quarters. Consideration will be given to those firms that remove their plants from this zone. This plan will ultimately be for the benefit of the different manufacturers in the above mentioned lines, as among other reasons they will have the benefit of lower rentals.

- |                                    |                                  |                                 |                                 |
|------------------------------------|----------------------------------|---------------------------------|---------------------------------|
| <b>R. ALTMAN &amp; CO.</b>         | <b>J. M. GIDDING &amp; CO.</b>   | <b>LORO &amp; TAYLOR</b>        | <b>FRANKLIN SIMON &amp; CO.</b> |
| <b>ARNOLD, CONSTABLE &amp; CO.</b> | <b>GIMBEL BROTHERS</b>           | <b>JAMES McCREERY &amp; CO.</b> | <b>SAXS &amp; CO.</b>           |
| <b>BEST &amp; CO.</b>              | <b>L. P. HOLLANDER &amp; CO.</b> | <b>R. H. MACY &amp; CO.</b>     | <b>STERN BROTHERS</b>           |
| <b>BONWIT TELLER &amp; CO.</b>     |                                  |                                 |                                 |
- The undersigned endorse this movement for the benefit of the City of New York
- |                    |                   |                        |                      |                      |
|--------------------|-------------------|------------------------|----------------------|----------------------|
| Vincent Astor      | Adler Trust Co.   | Tiffany & Co.          | W. & J. Sloane       | Booth Brothers       |
| University Club    | Waldorf Astoria   | Gordon Co.             | Kopp Hel Co.         | Kopp Hel Co.         |
| Union League Club  | St. Regis Hotel   | Block, Stern & Frost   | C. C. Gamble & Sons  | Thos. McManis & Co.  |
| Conserv. Club      | Marble Garden     | Thompson & Stern, Inc. | A. J. J. & Co.       | James McCosh & Co.   |
| Ritz Carlton       | Hotel Belmont     | Drexler & Co.          | Tiffany Studios      | Campana              |
| Hotel Biltmore     | Hotel Marlborough | Harcort & Co.          | Hugnet & Seiler      | J. & J. Saks, Inc.   |
| Hotel McAlpin      | Hotel Newberland  | E. M. Cattle & Co.     | Davis Callaway & Co. | De Pina              |
| A. A. Vassar & Co. | Hotel Lorraine    | The Edison Shop        | Frank L. Skamper     | Edson & Company      |
| Mark Cross Co.     | Charlton Theatre  | Madison                |                      | Frank's Kappal & Co. |

We ask Citizens, Merchants and Civic bodies to co-operate and send letters endorsing this plan to the committee, care of J. H. Burton, chairman, 257 Fifth Avenue.

Courtesy The American City

NEW YORK.—A Full Page Advertisement Which Appeared in All of the New York Papers on March 5 and 6, 1916.

Fifth Avenue, New York's finest shopping street, has been partially ruined as such, in certain sections by the hordes of factory operatives which swarm into it at noon from the garment factories on the intersecting streets; and other portions are threatened with the same fate. The merchants of Fifth Avenue banded together not only to secure the adoption of the New York Zoning Law but to make its principles retroactive by forcing the factory operators out of the Fifth Avenue region into other sections.

Pratt as chairman. Edward H. Bennett of Chicago was appointed consultant, and he, with his staff, spent about a year and a half in studying Brooklyn's city planning problems and in devising a scheme for betterment and for future development. The Committee did not study the housing problem or the districting problem, and it accepted

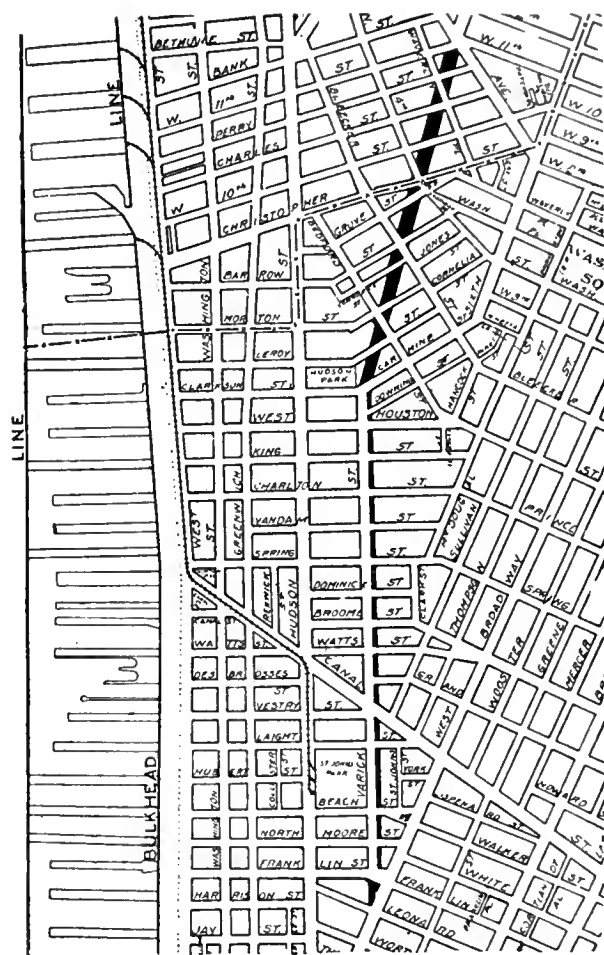
and the like. Upon receiving the plan, the Committee undertook a borough-wide publicity campaign and continued to study, and is now studying, in the order of their urgency, the problems confronting Brooklyn and is making definite recommendations from time to time concerning them.

*Port and Terminal Progress.*—Port and terminal facilities in New York have received study by the various Dock Commissioners, by the head of the city's finance department, and by E. P. Goodrich, former consulting engineer to the Board of Estimate and Apportionment. A strong sentiment exists for the appointment of a special commission, with an ample appropriation, to devise a comprehensive plan for the improvement and development of New York's waterfront for commercial and industrial purposes.

*Transit System.*—Manhattan, The Bronx, Brooklyn, Queens, and Richmond, the five boroughs which constitute the greater city, although separate from each other physically, form a city approximately included in a semi-circle of 18 miles radius. The objective point for most of the travelers on the transit systems in Greater New York is the lower portion of Manhattan. The great dual system of rapid transit lines, which is now nearing completion, is based on this condition. The public service along this new system will be nearly five times as great as the present subway service. The city is in control of the entire system. Never before, in any other city in this country, has an attempt been made to develop the transit facilities in a way that is as comprehensive as the method followed in the development of the dual system. There is one thing, however, to be said of this system, for the benefit of other cities; that is, notwithstanding the numerous benefits which are accruing, and will accrue, to the city of New York by its comprehensive planning of rapid transit lines, it has

NEW YORK.—Seventh Avenue Improvement Recommended by New York Improvement Commission (1907), Showing Cutting-through of a New Street and Widening of an Existing Street to Form a Traffic Artery 100 Feet Wide.

A four-track rapid transit subway is now being constructed in the route of the new street.



Courtesy Nelson P. Lewis



NEW YORK.—Bush Terminal and Industrial City, a Fine Example of Coördinated Development, Established by Private Enterprise in 1895 on What was Then a Remote and Neglected Section of the South Brooklyn Waterfront.

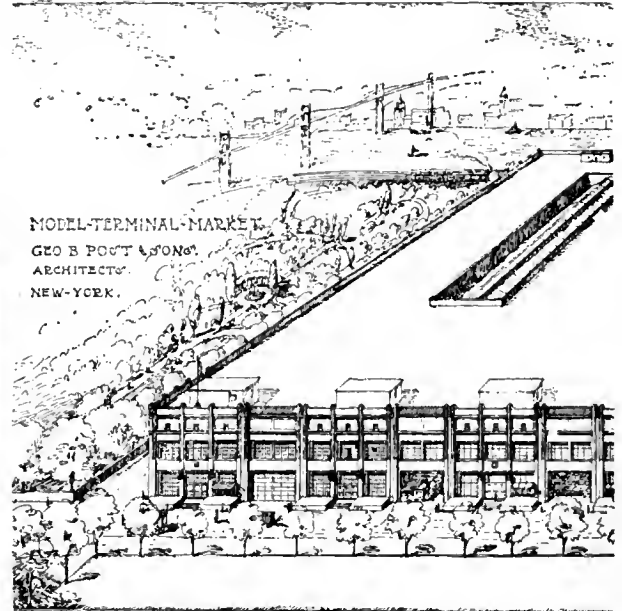
The property covers 200 acres. The piers, with an area of over  $1\frac{1}{4}$  million feet, are among the longest in the world. There are 130 warehouses, 10 reinforced concrete loft buildings six stories in height for manufacturing purposes, a terminal railroad with 25 miles of track and yard space for 2,000 cars.



NEW YORK.—View of Proposed Model Unit Retail Public Market, Prepared for the Executive Committee of the National Housewives' League.

not, and cannot, realize all of the advantages of its enormous investment of these lines because the problem of transportation was studied independently of many of the other great features of the city plan. The result today begins to show much that might have been improved.

To cover in outline all of the great projects of a city planning character which have been consummated in recent years in the city of New York would require a volume, but reference at least should be made to the report of Messrs. Olmsted and Brunner on the extension of



NEW YORK.—View of Portion of Proposed Model Unit Terminal Market, Prepared for the Executive Committee of the National Housewives' League, in which the Coördination of Rail, Horse, and Motor Deliveries with Sales, Storage, and Manufacturing Departments Has Been Carefully Studied.

Riverside Drive; to the great west side improvement project for facilitation of freight movements into lower Manhattan, which has been studied by numerous commissions, engineers and city authorities in the last ten years; to the great barge canal project with its terminals in various parts of New York City; to the Grand Central terminal



NEW YORK.—Scheme for a Neighborhood Center on a Hillside Overlooking the Harlem River Near Washington Bridge. This plan was awarded the first prize in the Chicago City Club's Neighborhood Center Competition. Schenck and Mead, Architects.



passenger development, which is unique in America; to the great terminal by which the Pennsylvania lines, running in tubes under the Hudson, reach the heart of New York; to the New York Connecting railway, and to many other schemes of great size and importance.

*Street Traffic.*—The most urgent problem in New York today is the handling of street traffic. So acute has this become that a number of the leading organizations in the city have petitioned the Board of Estimate and Apportionment to appoint a traffic commission to thoroughly study the problem for the whole city. It is probable that such a commission will have been appointed before the publication of this book. Robert H. Whitten will be secretary to the commission and George B. Ford, consultant.

## Niagara Falls

### New York

With the adoption of the commission manager form of government, Niagara Falls (37,353) has taken up the work of comprehensive city planning. In January, 1917, the city employed John Nolen, of Cambridge, Mass., to prepare a plan for the city. A former City Planning Commission (appointed in 1914 under the State City Planning Law of 1913, Chap. 699) was abolished on January 1, 1916, with the initiation of the commission manager government, and the work taken over by the City Council, as provided in the new city charter.

*Parks.*—Niagara Falls is in need of a comprehensive plan, particularly from the standpoint of parks, open spaces, and recreation facilities. The city has two parks of about 3 acres each, one waterfront park of 2 acres, and no boulevards. There is, however, a reservation around

Niagara Falls, accessible to the people of the city, under the ownership of the state of New York. Playgrounds are much needed. With the exception of the land used for play around the high school, there are virtually no reservations for this purpose. Grade crossing elimination is being studied by an advisory commission. The development of the waterfront of the city, of which about 600 feet frontage is now in the possession of the municipality, is being studied by a Harbor Advisory Commission. An ordinance has been passed restricting the location of stores and manufacturing plants to specified areas in the city. This has been sustained by the Supreme Court of the state.

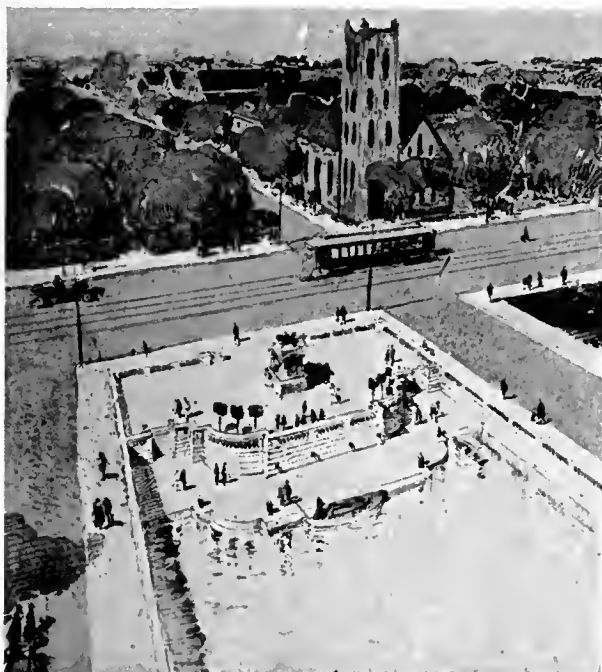
The need of city planning has long been realized by certain groups in the city. A subcommittee on the city plan of the Municipal Development Committee, of which A. A. Richardson is secretary, has given publicity to and made studies for city planning in Niagara Falls. G. W. Knox, the Commissioner of Industrial Affairs, Harry Highland, member of the Park Commission, and various architects, including Messrs. Larke, Obenbach, Phelps, White, and Featherly have taken an active interest in city planning promotional work.

## Norfolk

### Virginia

Steady progress has been made by the Commission on Beautifying the city of Norfolk (89,612), appointed in October, 1908, under ordinance of the City Council. The work of this Commission is not limited to esthetic matters only, but extends to problems of a more general city planning character. The Commission has improved certain areas along the waterfront, particularly the point called The Hague. It has filled in lowlands, thereby greatly improving the low-lying districts and making them available for roadways, parks, business and residential purposes. It has secured for the city all available spaces fitted for park usage and has enjoyed the cooperation of owners in extending and improving the city's recreational facilities in general. Nurseries have been established; work on the preparation of a city tree map, index, and atlas has gone forward; street trees have been assigned, according to their adaptability, to different streets in the city, and, in general, a thorough and scientific campaign of street tree improvement has been carried on. This latter field is perhaps that in which the Commission has accomplished the greatest amount of good.

*Subdivisions.*—In none of the fields noted has the Commission completed its work. Much remains to be done. In particular, the Commission is confronted with the task of preparing a map of the territory adjacent to the Norfolk boundary lines and covering all territory likely to be platted within the next twenty-five years, and ultimately to become a part of the city, and securing such uniformity in the future platting and provision for open spaces and parkways as will conform to a general plan for the city, and its tributary areas. Obviously, the Commission is not engaged merely in city beautification but has before it a program that embodies some of the most important phases of city planning. The Commission has issued three reports to date.



NORFOLK.—The Water Gate at The Hague.

*Unofficial Work.*—In all of this work the Chamber of Commerce, the Civic Improvement Committee, and, particularly, architects, have shown a great interest. Rossel Edward Mitchell published, in 1912, a comprehensive scheme for a civic center for Norfolk. A new and modern building ordinance, on which the architects, particularly Rossel Edward Mitchell and K. J. Peebles, were especially active, has been framed by the Committee and has been adopted by the city.

*Results.*—There is a Playground Committee, using schoolgrounds and vacant lots largely, and a Park Department which has a very small area under its charge, considering the size of the city. An extensive boulevard system, is now in course of construction. It is over 50 miles in length and will cost \$500,000 which will be paid jointly by the city and two counties. Grade crossing elimination is proceeding gradually, and terminal improvements are being pushed. Transit developments are now being studied by the City Council, and final plans are being evolved. Tremendous improvements, aggregating \$17,000,000, are under way for commercial waterfront developments by private companies and by the Government of the United States. The city committees of the Chamber of Commerce are at work on a program for street improvement. A bill which will give to the city full control over the platting of land in private ownership and authority to restrict private property to specified uses is now before the state legislature.

### Norristown Pennsylvania

The unimportance of legal boundaries in the discussion of the welfare of communities is well illustrated by the case of Norristown (31,401). The city is one of the satellites of Philadelphia, being within what is termed by the United States Census Bureau "the metropolitan area" of Philadelphia. An opportunity for the city to participate in a great program of urban and suburban planning, with Philadelphia as the center, presented itself when, under the terms of a law passed several years ago, a Metropolitan Suburban Planning Commission was constituted. This Commission was to be composed of representatives from all of the cities around Philadelphia, including Norristown, and was authorized to lay out interurban highways, parks, and boulevards and to plan in other ways for the rapidly growing needs of Philadelphia and her suburbs. But Norristown, like many of the other towns and townships around Philadelphia, did not receive the idea of metropolitan planning, as provided in the law, with any great favor. The chief objection among cities like Norristown was that the cost of maintaining a staff to cooperate with one to be appointed by Philadelphia was prohibitive, and so the movement waned. However, the City Parks Association of Philadelphia continues to bring its influence to bear in a movement for metropolitan planning in which cities and towns like Norristown would participate and is urging the desirability of vesting the authority for metropolitan planning in the Comprehensive Plans Commission of Philadelphia, whose suggestions would, in this case, be merely recommendatory and would depend for their effec-

tiveness upon their essential validity. Cooperation under such conditions is most desirable.

As it stands, Norristown is without any plan for its future growth of any sort whatsoever, lacking a thoroughfare system, an adequate plan for transit lines, and a scheme for districting or zoning. There are no established playgrounds, and there have been no purchases of ground for that purpose. There are but 34 acres of park, 1½ miles of boulevards, and a waterfront solely devoted to industrial purposes. The Civic Club and the Business Men's Association are most active in movements looking to comprehensive city planning.

### Norwich Connecticut

The Chamber of Commerce of Norwich (29,419) is lending its support to civic improvement and housing enterprises. A Housing Committee was organized and incorporated by the members of the Chamber of Commerce in 1916, and twenty-five modern two-family houses have been built by the Committee. There is also a City Beautiful Association which has accomplished much good work in civic improvement and the care of private property. The city of Norwich now has extensive improvements under way, particularly in street widening and paving. It has a fairly efficient park system and well-organized municipal services, but to the actual work of comprehensive city planning no consideration has been given up to this time.

### Oakland California

A report on the city planning problems of Oakland (198,604) was prepared by Werner Hegeman in 1915. The report included a study of the planning needs of Berkeley, which borders on the north. The studies and recommendations were published in a volume of 156 pages, entitled "Report on a City Plan for the Municipalities of Oakland and Berkeley." It was prepared and published under the auspices of the municipal governments of the two cities, the Chamber of Commerce and Commercial Club of Oakland, the Civic Art Commission and the City Club of Berkeley. Mr. Hegeman's report treats in an authoritative manner all the most pressing problems of the two cities, but a number of phases of city planning of importance were more or less slightly touched upon, many of which are of vital importance to the East Bay cities. In the study, the different factors that make up the city map of Oakland and Berkeley, and which require comprehensive planning, are considered in the following order: the city economic, the city recreational, and the city beautiful. Special study is given to the harbor. Plans drawn for its development for commercial and industrial usage, embodying the best modern practice and the best features of previous suggestions made by the engineers of the United States Government are discussed and correlated with the schemes proposed by the expert. The railroad problem is discussed, with a view to showing in what

way a city plan may best serve railroad development and, therefore, industrial and commercial interests. Railroad highways at grade are studied and recommendations made for their rearrangement. Emphasis is laid on the need for differentiating the grades of main lines and for separating all belt-line tracks from the main line. The ideal belt line in connection with the harbor plan is proposed, and location for factory sites served by the belt line noted. A clearing system for all lines is considered, and a general terminal policy worked out. The principles of passenger transportation are given study, both with respect to railroad main lines and to suburban and urban passenger routes.

The development of a modern street system with model radial thoroughfares, including the widening and extension of streets and special study of the traffic needs of the down-town district and of approaches to important centers, are fully discussed. In residential sections, the distinction between main thoroughfares and minor streets is urged, and a proper platting of new areas, in a way that will reduce the cost of development in workingmen's districts, are presented from many points of view.

Oakland has but 190 acres of parks. There are numerous possibilities for development of a park system, but practically nothing of importance has been accomplished. The city owns only about one-tenth of the park area it should have according to good American standards. In 1866, Frederick Law Olmsted, Sr., made suggestions regarding the park possibilities of the East Bay cities which are still of great value for the whole region. In 1906, Charles Mulford Robinson made a splendid survey of the park possibilities in Oakland, slightly touching also the neighboring cities, and, after him, the landscape architect of the Oakland Park Board, Oscar Pragar, gave much thought to the matter and has in papers and addresses advocated the necessity of comprehensive park development. A few of the suggestions of Mr. Robinson have been carried out. Others, which have been disregarded, it is now too late to bring to realization. By far the largest part of Mr. Robinson's park program, however, stands today, as it did nine years ago, as the very best advice that could be given under the circumstances. Today, however, it would be much more expensive to carry out. Mr. Robinson's recommendations are presented in a report entitled "A

Plan of Civic Improvement for the City of Oakland, California."

Mr. Hegeman points out that a park system consisting of the essential features of the Olmsted and Robinson plans would still be far from exhausting the marvelous possibilities of the East Bay region. He discusses certain



Courtesy W. H. Weilby.

OAKLAND.—Business District from Lakeside Park.

This fine "many-towered Camelot" appearance will be destroyed unless logical regulations of height and arrangement of buildings are adopted. Already two types of improvements appear: the first, architecturally well-developed towers; the second, party walls, water-tanks, and a jungle of steel and iron.



Courtesy The American City.

OAKLAND.—Model of Proposed Harbor and Industrial District.



OKLAHOMA CITY.—Grand Boulevard at Deep Fork Valley, the Backbone of the Proposed Outer Park System and Subway under Railroad Tracks.

additional reservations that would complete a chain of pleasure grounds throughout the territory and urges the adoption of a comprehensive program that will enable the Park Board to use a much freer hand for buying property for park purposes.

He also recommends that the playgrounds, so far as possible, be worked into the park system, that they be laid out within walking distance of every home, and as a part of the East Bay City scheme for industrial efficiency.

Unfortunately, the architectural phases of city planning in Oakland and Berkeley were not comprehensively studied by architects, nor were funds available to obtain perspective drawings that might give some idea of how the proposals suggested would appear if carried out.

Mr. Hegeman urges that a city planning commission be appointed at once in each of the East Bay Cities, and that they confer as frequently as possible on all plans for improvement.

The City Planning Committee of the Oakland Chamber of Commerce and Commercial Club, W. H. Weilbye, chairman, H. A. Laffler, secretary, and C. H. Cheney, executive secretary; the City Club of Berkeley; the Civic Art Commission of Berkeley, C. H. Cheney secretary and consultant, were all very active in planning and working for the preparation of the plan by Mr. Hegeman.

## Ogden Utah

The Association of Architects of Utah have repeatedly made efforts to secure legislation that would enable them to put city planning on a firm footing in the state. Eben F. Piers, architect, of Ogden (31,404), has been much interested in this movement and has urged the preparation of a city plan for Ogden, the second city in population in the state. Up to this time there has never been a city planning committee or commission in the city or any ordinance looking to city improvement work. John L. Scudder,

landscape architect, is actively interested in city planning and civic improvement locally. The Women's Club, and particularly the Federation of Women's Clubs, has made an effort to secure playgrounds on public property. The Park Commissioners have accomplished quite a little in developing a system of parks and boulevards, although the total area of parks—55 acres—is small for a city of its size. The railroad companies have been especially active in unifying freight terminals and in enlarging their yards, which are said to be the largest west of Omaha. Transit development has received consideration. The grouping of city and county buildings is being actively agitated.

## Oklahoma City Oklahoma

A plan for a great outer parkway and outlying reservation was presented by W. H. Dunn, of Kansas City, Mo., to the Board of Park Commissioners of Oklahoma City (90,943), in 1910. The study for the outer parkway and parks was made after the Board had obtained options upon certain lands and before work had been begun in an interior system of parks and boulevards. Mr. Dunn points out that the acquisition of these areas in the beginning of park work reverses the usual plan of acquiring park properties. The ideal way would be to adopt a plan covering the whole city, and to extend it so as to include the greater park system.

*The Outer Park System.*—The plan involved a connected parkway completely surrounding the city, rectangular in shape, and approximately 6 miles square. Connecting with this parkway three parks were proposed, one of 720 acres, another of 620 acres, and the third of 160 acres. Mr. Dunn points out that at least one large park is desirable, but the maintenance and improvement of more than one park would eventually become burdensome and would not afford the same service as would the same number of acres more generally distributed. Mr.

Dunn advised the sale of considerable portions of the large reservations, retaining the picturesque valleys and such uplands as would be selected in a more thorough study by the landscape architect.

*Grand Boulevard.*—The route for the connecting boulevard, or grand boulevard, is approximately 26 miles in length and affords a splendid view of the city for almost the entire length. A feature of this plan is that all lines of railroads entering the city will, for a distance, pass through or by some portion of the park system, thus giving the traveling public a favorable first impression of the city.

*Neighborhood Parks Recommended.*—The general topography of Oklahoma City, now being subdivided for residence districts, shows many deep ravines, sharp bends, and low wooded places where shrubs and plants thrive best. Mr. Dunn recommends that the Park Board take certain of those areas for the establishment and building of little neighborhood parks with natural surroundings.

*Traffic Arteries vs. Pleasure Drives.*—In comparison with other cities, Oklahoma City has grown so rapidly, its streets have been extended radially such distances into the suburbs, that the immediate value of the boulevard system is not easily comprehended. Many of the streets have such attractive grades that they will doubtless become, in time, important traffic thoroughfares. The aim should be to select such streets as are not so attractive to business vehicles for boulevards and to develop these accordingly. Other boulevards should be located now, on areas not yet subdivided. Such a plan of boulevards would enable the people to reach the main park system from the city's center as conveniently and along as attractive routes as possible.

*Central Areas for Recreation.*—In providing a great outer park system only, a city fails to serve those who have neither the leisure nor the means of reaching such a system, and so Mr. Dunn urges the setting aside of a large area near the heart of the city for park purposes. Numerous other improvements are proposed, including a river-side park.

*Areas Involved.*—Under the proposed plan, the outer parkway boulevard, with three roadways, will contain 663 acres and will be 27 miles in length. The outer parks connecting with this boulevard would contain over 1,000 acres. The interior connecting system would include 190 acres of park land and 42 miles of boulevard. At the time Mr. Dunn made his plan, the city owned about 90 acres of parks.

## Omaha Nebraska

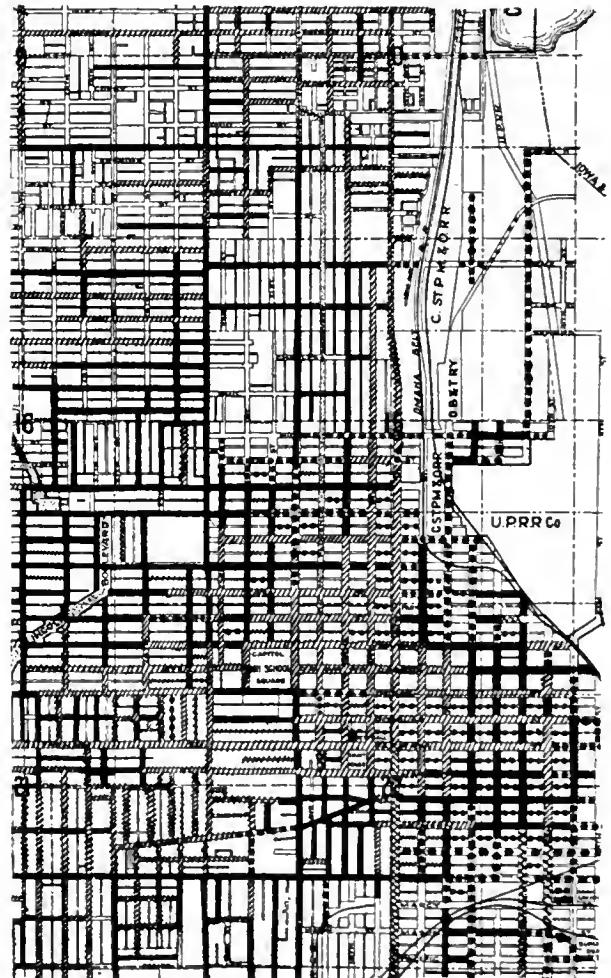
A City Planning Commission was appointed in Omaha (165,470) the latter part of 1915, under an act of the legislature granting additional powers to cities of the metropolitan class. The Commission began active work in May, 1916, with the employment of a permanent secretary and the retention of E. P. Goodrich and George B. Ford, of New York, and Charles Mulford Robinson, of Rochester, as consulting experts.

*Grade Crossings.*—The first problem which called for immediate attention was the elimination of grade cross-

ings on the belt-line railroad. A comprehensive study of the situation resulted in recommendations to the City Council by the Planning Commission for the elevation of the tracks. The Commission's plan has been accepted by the railroads.

*Immediate Problems.*—A local problem of importance to which the experts have given some attention is the widening of Twenty-fourth or Twenty-second Street, for which a number of alternative plans and estimates covering the various possible solutions of the problem have been prepared and are now before the public for their criticism. The reduction of the Dodge Street grade is another problem to which attention is being given.

Various corrections in street intersection arrangements have been devised, and some of these have already been executed by the city's engineering department, notably on Howard Street. Other detailed plans for the extension of important thoroughfares have been under consideration for several months. Walter J. Jardine, Superintendent of Public Improvements, and John A. Bruce, City Engineer,



OMAHA.—Map Showing Existing Paving, Prepared by the Planning Commission. Asphalt and Concrete, Hatched; Brick, Black; Stone Block, Black Dots.

Of particular value for study of traffic and thoroughfares.

have taken an active interest and officially aided in this work.

*Legislation.*—The City Planning Commission and its experts have worked with the City Attorney in the fram-

ing of legislation to facilitate the work of the City Planning Commission, a part of which was presented at the last session of the legislature. This work is still in progress, and a campaign of public education to secure sufficient backing to insure the early passage of the bills is now going on.

*Planning Exhibition.*—In December, 1916, the City Planning Commission held in the courthouse a most attractive city planning exhibition consisting of three parts:

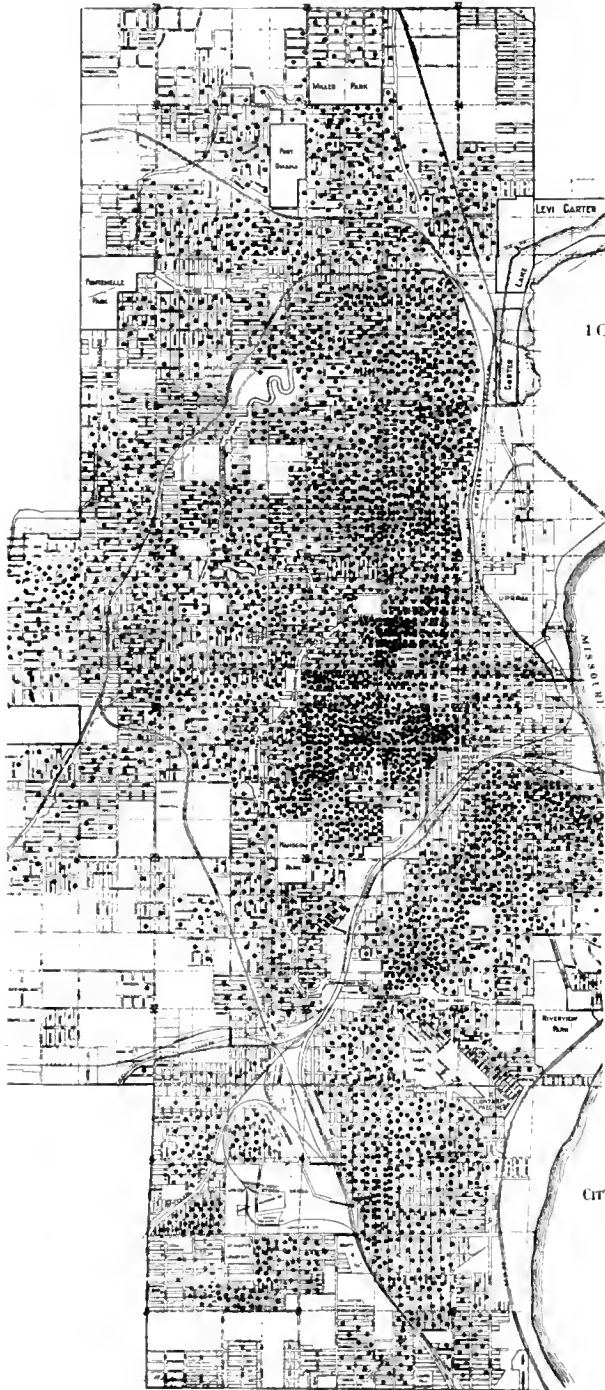
1. A big exhibition of general city planning prepared by the American City Bureau, of New York, arranged so as to cover the important subdivisions of the subject of city planning, with John A. Lathrop, representative of the American City Bureau, as lecturer.

2. The exhibition of the Committee on Town Planning of the American Institute of Architects, arranged to show what has been accomplished or is projected in the way of city planning in cities throughout America and Europe.

3. An exhibition of the graphic portions of the work done by the Planning Commission under the guidance of its experts.

*The "Survey."*—The notable accomplishment of the City Planning Commission, and the one to which the experts and staff have devoted the major part of their time, is the preparation of data maps for the whole of Greater Omaha. These maps cover such matters as the distribution of residence, working, and school population; the use of property and property values; the height and area of buildings; the distribution of rear dwellings and unsanitary houses; the characteristics of street gradients; location of streets requiring extension or widening; the width of streets and roadways; the extent and character of setbacks; routes of transit lines and the preparation of time zones for such routes; principal existing routes for automobiles and trucking vehicles; the location of automobile parking space; the distribution of facilities for supplying food; the characteristics and extent of the sanitary system; the location of grade crossings; the distribution of public buildings; characteristics of street lighting; and, finally, the extent and character of parks, playgrounds, schools, and boulevards. The collection of this necessary data and its delineation in the simplest terms on graphic charts is now almost completed. Its value has been demonstrated wherever city planning has been undertaken, and it must be secured at the start if city planning is to be carried on in a workmanlike manner.

*The Problem.*—The Omaha City Planning Commission is now at a point where it is undertaking constructive work in a comprehensive way. Omaha is no longer a village. It is rapidly becoming one of the great metropolitan cities of the country. Statistics show that within thirty years it will have a population of at least 500,000. The city must be prepared to meet this growth with an adequate system of thoroughfares and transit lines, with generous railroad and waterfront facilities, with adequate and well-distributed spaces for recreation, and with reasonable control over private property in the interest of the community as a whole. The city departments are doing excellent work, each in its respective line, but the problems are multiplying rapidly and becoming constantly more complex and interdependent. It is becoming daily more obvious that



OMAHA.—Map Showing Population Density, Prepared by the Planning Commission. Each Dot Represents 50 People.

Such a map is of special value in studying the proper distribution of transit facilities and of many other types of public utilities.



OMAHA.—Map Showing Contours and Gradients, Prepared by City Planning Commission. Grades from 5 Per Cent to 10 Per Cent Shown in Broken Lines; Grades of 10 Per Cent and More in Black.

Necessary for proper study of traffic thoroughfares.

there is a great field for usefulness for the City Planning Commission, in serving as a clearing-house for proposals and ideas affecting the plan of the city and in weaving such as have merit into a great comprehensive plan. Such a plan is the great need of Omaha today. The city can no longer afford to fritter away its energy on petty details. The Planning Commission is making a start in working out a broad, far-seeing, practical plan for the development of the city, in which use will be made of the data maps now in hand.

*Zoning.*—In preparing a comprehensive plan, the Commission is making a start in a direction in which there is urgent need for action right away, viz., in the drafting of

a scheme for districting and zoning, with different restrictions as to height of buildings, size of yards and courts, and the character of usage in different parts of the city. The Commission is doing this, not only because of its evident value in preserving and stabilizing real estate values, but because it is one of the things which the people of Omaha are demanding and will, therefore, serve as a lever with which to raise up the necessary demand for comprehensive planning along all lines of municipal activity.

George T. Morton is chairman of the City Planning Commission, and B. Kvenild is secretary.

## Paris Texas

Following the almost complete destruction of Paris (12,469) by fire in 1916, the officials of the city have been actively engaged in remodeling the old plans and laying out parks, roads, and fire districts in such a way as to greatly increase the city's attractiveness. W. H. Dunn, of Kansas City, has been retained to assist the city administration in the work of replanning and rebuilding.

*The Plan Being Carried Out.*—A general plan of Paris was prepared by Mr. Dunn for the City Council in 1915, a short time before the catastrophe overtook the city. This plan gave consideration to the development of a new public square and the improvement of the existing city plaza or square; it recommended a uniform width of 80 to 90 feet for the principal thoroughfares, and it provided for the opening and widening of streets in the central district; it proposed a plan for a civic center; a scheme for a diagonal parkway, and provision for interior parks and outer boulevards and parks. Since the fire, Mayor McCuiston, who is now serving his tenth year as Mayor, has succeeded in arousing the people to the importance of the Dunn plan. The first step has been taken in the improvement of the public square and the widening of streets in the business center in accordance therewith. Main thoroughfares will be made 80 feet instead of 60 feet, as before, and all other streets will have a minimum width of 50 feet, as compared with the old width of 40 feet. About 4 miles of new streets will be opened up, the square will be parked, and a new market square has been purchased by the city. Two plans are under consideration for a new civic center. Building lines are being set for all types of buildings, and the State Fire Insurance Commission Code has been



PARIS—General View of Parkway, Looking Toward City Hall. Part of a Comprehensive Plan for the City.

adopted. Every building within the fire limits will be required to be virtually fireproof.

*Adopting the Plan.*—The city of Paris has voted on charter amendments that would permit the adoption of the Dunn plan as a whole as the official guide, but both have been defeated. They were lost by only 133 votes. With the support of the Mayor, it is believed that the plan will eventually be adopted in its entirety.

## Pasadena California

Although one of the smaller California cities, Pasadena (46,450) has developed a surprising amount of enthusiasm for city planning. The City Planning Committee, of which George A. Damon of the Throop College of Technology is technical director, was organized in January, 1915, and received a small appropriation from the City Commission. In 1916, one-half of the expenses of the Committee were borne by the city. The Committee meets frequently with the city officials and enjoys most cordial relations with them. The work of the Committee was well described in the *American City* magazine for October, 1916. No reports have been issued, but a permanent exhibition has been prepared which has attracted a larger number of people and which, it is believed, has been the means of educating the public far better than printed reports could have done. Each architect in the city has an exhibit of his latest work in the permanent exhibition. While no comprehensive plan has been evolved, a number of civic improvements have been carried through, or are now being promulgated, which have a decided bearing on the rational development of the city plan.

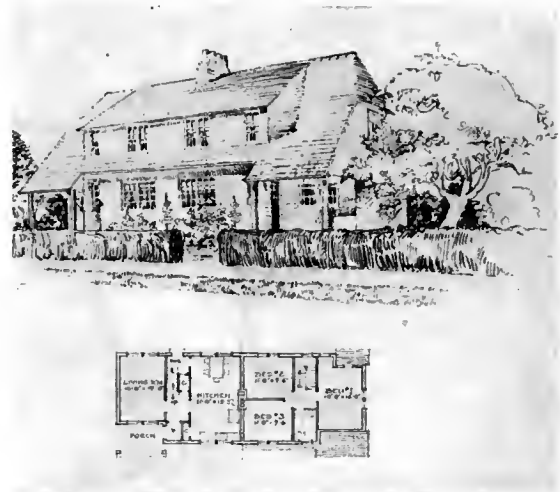
*Problems Being Studied.*—A comprehensive park system and a financial scheme for carrying it out are now being studied. Street tree planting has been successfully carried out; plans for the elimination of every grade crossing have been submitted to the State Railroad Commission; a campaign for a union terminal for freight and passenger service is being waged; a program for street widening and extension is being gradually developed; and plans for civic and neighborhood centers are now in a tentative stage. No attempt has been made up to this time to draft a comprehensive plan.

## Passaic New Jersey

The Board of Trade of Passaic (71,755), the most influential organization in the city with civic interests, has given strong support to a movement for the appointment of a city planning commission within the past three years, largely as a result of the activities of Charles F. H. Johnson, president of the Board, and a real estate man. Although a state law of permissive character provides for the appointment of a city planning commission, nothing has been done to take advantage of the act. Two years ago, the Mayor was on the point of appointing a commission, but the whole matter fell through. It is probable that the Board of Trade will soon appoint a special committee to work out a program of procedure and to conduct

a campaign in which the support of all the other organizations in the city will be enlisted.

*Housing Committee.*—The outstanding civic accomplishment by private organizations in Passaic is that inaugurated and carried through by the Housing Committee of the Board of Trade, organized in 1913. This Committee has been very active since its organization, and in 1915 was successful in bringing the State Housing Conference



PASSAIC.—Allwood Garden Village. Two Family House.

The village plan and general development will conform to the best modern practice of town planning, as exemplified in Europe and America.

to Passaic. Its chief initial accomplishment was a revision of the building code and the addition of regulations covering housing conditions. The Committee has done an excellent piece of work in this connection, but it has met with some difficulty in making its code legally effective. The new code must, according to law, be advertised in a certain way in certain newspapers, and the city does not feel that it can afford to undertake this work. The question now before the Housing Committee is how to comply with these conditions. Samuel Ginsburg, architect, has served on the Housing Committee of the Board of Trade.

*Industrial Housing.*—One of the direct results of the agitation for better housing in Passaic is the new enterprise of the Brighton Mills Company, well-known manufacturers of silk. This company has just started the development of a remarkable industrial village. The entire scheme includes a large mill, homes for superintendents and workingmen, schools, churches, a recreation center, a hospital, and other structures. In the course of the past two years 320 acres of land have been purchased for the development, following extended negotiations with a large number of land-owners whose properties lay within the site selected. John Nolen, landscape architect, of Cambridge, Mass., is in full charge of the landscape features; Murphy & Dana, architects, of New York, have prepared plans for the houses; Morris Knowles, consulting engineer, of Pittsburgh, has charge of the sanitary features of the scheme; and John Ihlder, formerly field secretary of the National Housing Association, and now secretary of



the Philadelphia Housing Association, will assist in directing the community features. The plan now being carried out is due largely to the vision of William L. Lyall, president of the company. At Mr. Lyall's suggestion, an officer of the company visited Bourneville, Port Sunlight, Hampstead, and other model English garden villages, two years ago, and the important features of these well-known enterprises were closely studied, in order to formulate a program for carrying through the project now under way at Allwood.

*Parks.*—In 1911 the Board of Trade, by public subscription, inaugurated a movement for public playgrounds, rented spaces, equipped them, and later, by fanning public opinion, made it possible for the City Commissioners to take over the care and upkeep of the playgrounds. A Playground Commission was then appointed, which has been caring for the property since that time. Park land owned by the city was acquired as a result of agitation begun by the Board of Trade. Little was done to utilize or improve this land until John R. Johnson was appointed Superintendent of Parks in 1914, since which time development has been moving rapidly. Excellent work is being done by the Street Department under the supervision of Commissioner William A. Reid and Colin R. Wise, City Engineer.

tary, John J. Fitzgerald, has urged the adoption of measures that would lead to constructive action by the city, through the appointment of a city planning commission.

The Charity Organization Society recently had a housing survey made, more or less superficial in character. A really intelligent appreciation of housing problems among the people is being brought about by W. L. Kincaid, the father of the New Jersey Housing Association, who is a resident of Paterson.

There is a Recreation Commission which is making an attempt to use schoolgrounds for play purposes. A Park Commission has jurisdiction over three parks of considerable size and a number of small parks. Other matters, such as a better arrangement of railroad tracks and terminals, the development of the waterfront for commercial purposes (linking it up by way of the Passaic River with New York Harbor), and the promotion of community centers, are now in the hands of the Chamber of Commerce.

## Pawtucket Rhode Island

A few miles north of Providence, and the chief city in the metropolitan district of the latter city, Pawtucket



PEORIA.—The Pool in the Proctor Recreation Center. A Fine Example of Modern Provision for Leisure Time Pursuits.

## Paterson New Jersey

For the past three years the Chamber of Commerce of Paterson (138,433) has displayed more than ordinary interest in problems pertaining to city planning. Its secre-

(59,411) shares in the good work being carried on by the Metropolitan Park Commission which has its headquarters in Providence. The latter Commission, which was organized under the state law in 1904, in laying out a comprehensive system of parkways, boulevards, and large reservations in and about Providence and the neighboring cities, is bringing to Pawtucket many of the advantages

which comprehensive planning procures. From the standpoint of local interest in city planning, however, there is at the present time no real force actually at work. The Business Men's Association has a Civic Center Committee, appointed about four years ago, in which A. J. Thornley has been particularly active. A plan was formulated for a civic center and a sketch prepared, but nothing has yet resulted from this movement. The city has one large park, called Slater Park, and three or four small green spaces. A large park for recreation purposes was recently donated to the city, but the latter has taken no steps to make it of service. Grade crossings have recently been eliminated, and a new union station for Pawtucket and Central Falls has recently been constructed.

## Peoria Illinois

The site of Peoria (71,458) was laid out about a hundred years ago as a quarter-section on plans supposed to have been suggested by Alexander Hamilton and providing for a riverfront or levee park, thoroughfares 100 feet wide, and a public square around which civic buildings might be grouped. Unfortunately, later planning was not in harmony with the earlier scheme. In recent years, steady progress has been made in the provision of community features, such as parks and boulevards, and a growing sentiment in favor of comprehensive city planning that will give consideration in a big way to all of the needs of the community is in evidence. The existing parks have an area of over 400 acres. There is a splendid boulevard overlooking the Illinois River. The people of Peoria are justly proud of what has been accomplished up to this time, but there is a vast amount of city planning to be done. In particular, a real park system needs to be created by linking up the existing parks with boulevards and by reclaiming the waterfront. The present unsightly railroad entrance to the city must be converted into an attractive city gate with a plaza and fine street approaches. The thoroughfares in business districts must be widened; radial arteries leading to the surrounding towns and country must be laid out and existing ones improved; more ample playgrounds and recreation facilities must be developed along the line of the splendid Proctor Recreation Center.

*The Forming of a Commission.*—Peoria needs a comprehensive plan, and the citizens are strongly in favor of official action along this line. The City Planning Committee of the Association of Commerce, of which Mr. Frank N. Emerson, architect, is chairman, and George Fitch, well-known author, is vice-chairman, is the most active supporter of the movement to secure a comprehensive plan. This Committee has already placed the problems of city planning before the people in the form of tentative sketches and by means of articles in newspapers and magazines. It has reached the point in its agitation for comprehensive planning where the City Council is giving serious consideration to the problem of financing the enterprise. Charles Mulford Robinson has visited the city and conferred with the City Council and the City Planning Committee, and an ordinance has recently been

introduced, providing for the appointment of such a commission.

## Perth Amboy New Jersey

About 25 miles from the tip of Manhattan Island, by the water route, is Perth Amboy (41,185), one of the industrial satellites of New York. Movements for civic betterment have never been conspicuous there, but the Board of Trade has agitated for a subdivision for workingmen's homes. There is a park system of fair proportions now in course of development, including three waterfront parks, and a fair playground system now in operation. Perth Amboy's chief asset is her 6 miles of navigable waterfront, a portion of which the city owns and which it is holding for the development of terminals. It may be that in time the city will do as Bayonne is doing and provide for extensive facilities for transfer between water and rail and for sites for industrial plants near these carriers.



PHILADELPHIA.—Open Space at Intersection of Thirty-fourth Street and Snyder Avenue. Part of the Comprehensive Plan for South Philadelphia.

## Philadelphia Pennsylvania

For over two centuries the checkerboard plan of Philadelphia, drafted and laid down by William Penn in 1682, was the accepted basis for the extension of the city. The Penn plan provided for 50-foot streets at right angles, bounding blocks 400 feet square, and, what is of special interest, a comparatively large number of small squares reserved for park purposes. In subsequent additions and extensions, however, there was this important difference, that the open spaces or squares for public use were entirely omitted. In the early eighties, however, an awakened civic consciousness began to manifest itself. In 1888 the City Parks Association was formed to direct the attention of



PHILADELPHIA.—New Pennypack Creek Park Bridge in Lincoln Highway.

Pennypack Creek Park, 6 miles long, covering 1,148 acres, is one of the larger parks, among the hundred-odd acquired since the City Parks Association began its work twenty-seven years ago.

the people to the problem of providing more open spaces in congested sections. At that time there were twelve parks with an area of 3,000 acres. For twenty-seven years the Association, of which Andrew Wright Crawford is secretary, has conducted a campaign for more comprehensive provision of open spaces and for better city planning. The area of the parks has been increased and, in addition, upward of one hundred new parks have been acquired, including city squares, generally of about 4 acres in extent, and important large parks. In September, 1915, the city had a total of 6,005 acres of parks and 77 acres of playgrounds. The general scheme of park extension involves two main circuits: an inner one, about 23 miles in length, more than half of which has been opened; and an outer one, about 33 miles in length, a considerable part of which lies outside the city limits.

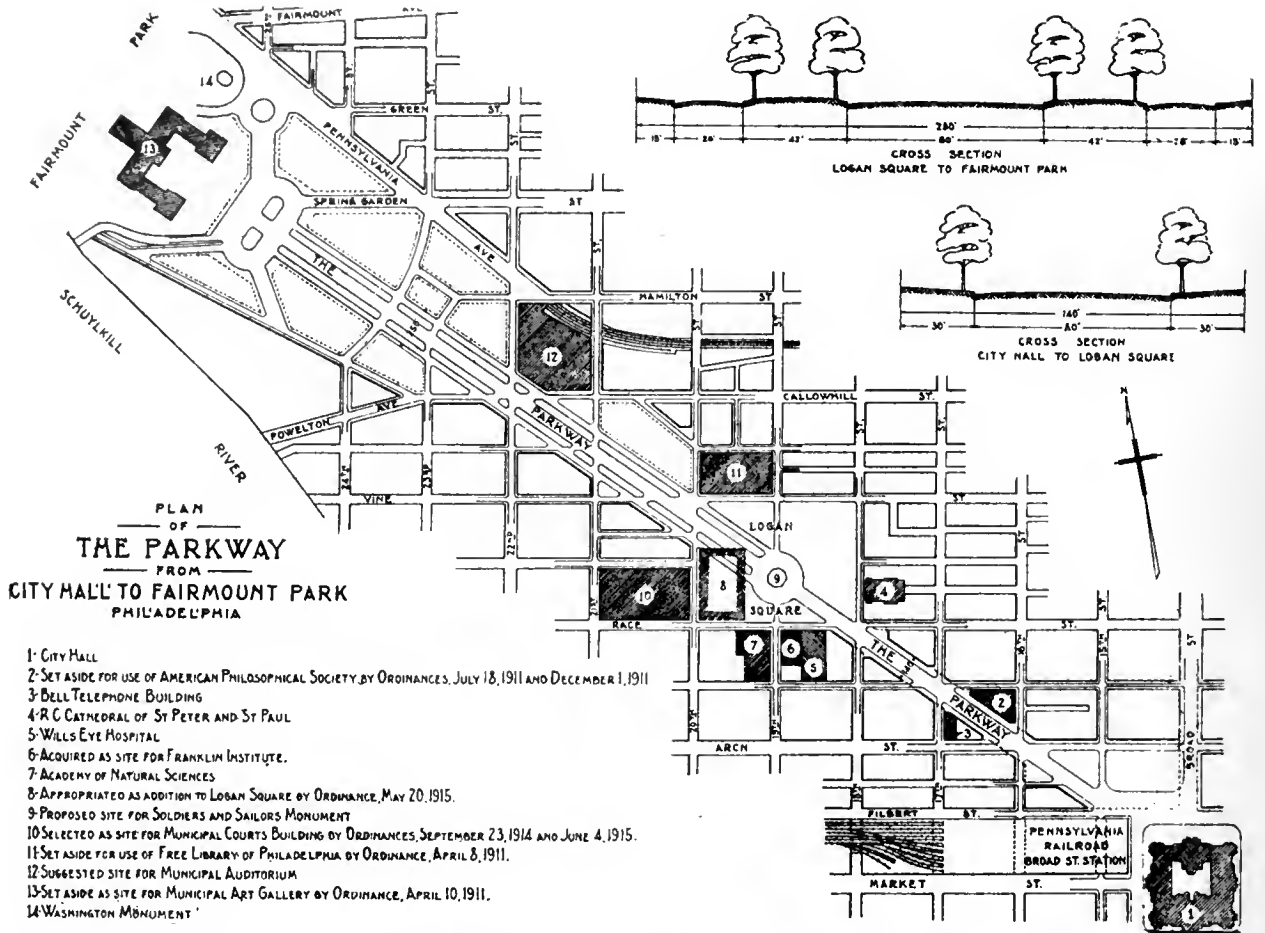
*The City Planning Movement—1902.*—The park movement, under the guidance of the City Parks Association, was the natural precursor of the city planning movement. Parks are but functions of the city plan. In 1902, the City Parks Association issued a report severely condemning the rigidity of Philadelphia's street system. Since the publication of that report, the Board of Surveyors, of which Chester E. Albright is now president, and which is the legally constituted body charged with the development and improvement of the city's street system, has

adopted the policies urged by the Association. In fact, the City Parks Association and the Fairmount Park Association, referred to later, may fairly be said to be the two organizations that have most furthered the city planning movement in Philadelphia. Indeed the City Parks Association might fairly be called the City Planning Association of Philadelphia.

*Rational Street Planning—Fairmount Parkway.*—The movement, started in 1902, by the City Parks Association, has led to more rational planning of the street system in suburban districts, the widening and improving of old roads, and the laying out of additional diagonal avenues to provide direct communications between local business centers or detached suburban communities. The most important of the new diagonals and the one which has attracted attention generally throughout the country, is the Fairmount Parkway between the City Hall, at the city center, and the entrance to Fairmount Park. The total length of this parkway is  $1\frac{1}{4}$  miles. The city has spent over \$6,000,000 on this project and, by a vote of the people in May, 1916, \$9,000,000 was made available for its further prosecution. At the northwestern terminus, on a hill dominating the parkway, the Art Museum is to be erected, facing a plaza around which various public buildings are to be grouped. Fronting the parkway at a point on its route called Logan Square, a public library is



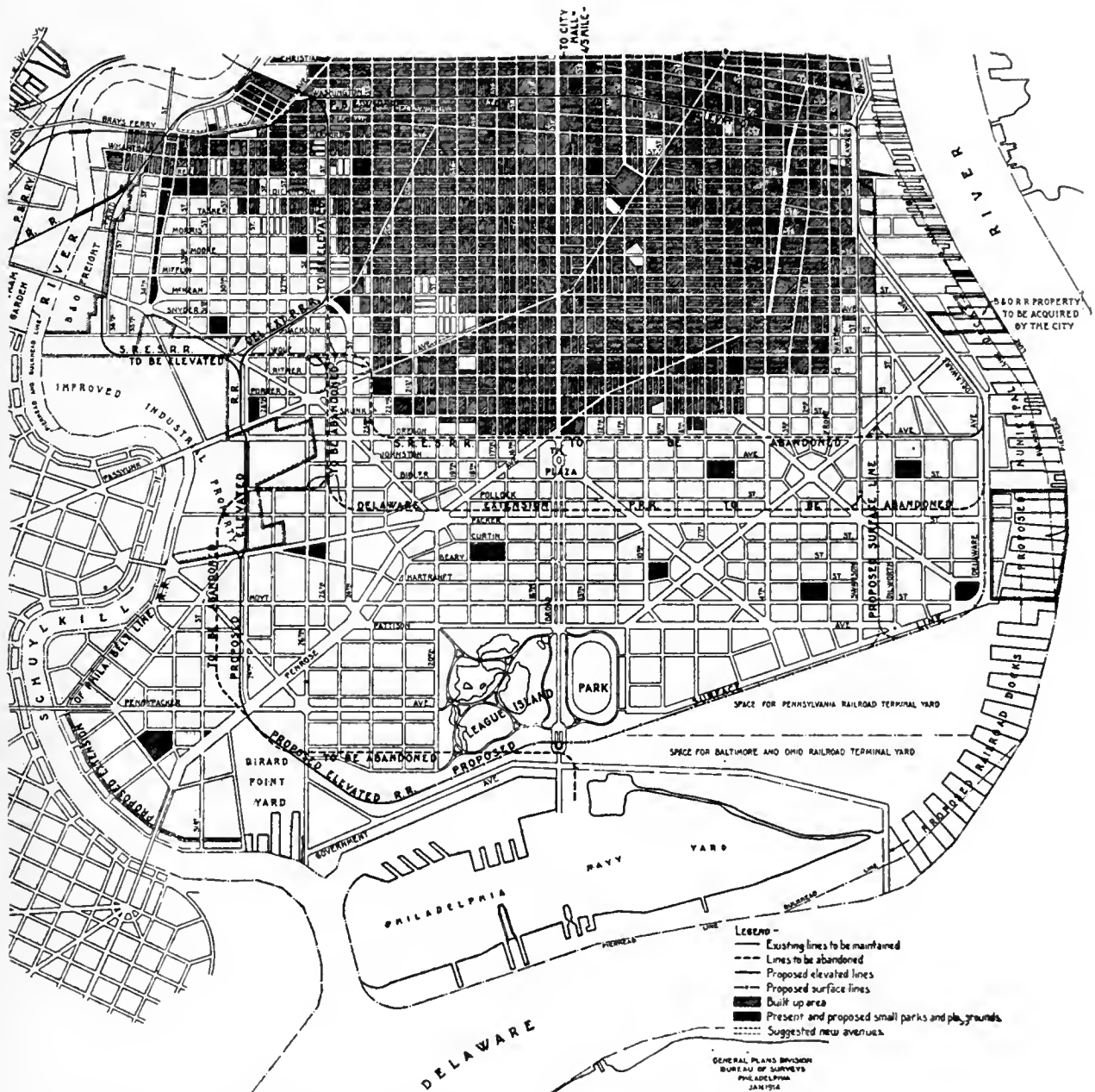
PHILADELPHIA.—Open Space Planned at Intersection of Important Streets, Affording Opportunity for Fine Architectural Effect and Serving as Center of Community Interests and as Traffic Distributer.



PHILADELPHIA.—Fairmount Parkway, 1¼ Miles Long, Connecting the City Hall with the Entrance to Fairmount Park. At the latter terminus the Art Museum is about to be erected.



PHILADELPHIA.—Municipal Auditorium in Fairmount Parkway, Funds for the Erection of Which were Recently Voted. The auditorium is to be located on the stretch between the Library (on the north side of Logan Square) and the Art Museum (at the northwestern terminus of the parkway).



PHILADELPHIA.—Plan of South Philadelphia Improvement, Showing Main Avenues, Secondary and Minor Streets, Open Spaces at Important Intersections, Belt-Line Railroad, and Delaware Avenue Now Being Widened.

about to be erected, and between the latter square and the Museum a municipal auditorium. This great project was conceived by the Fairmount Park Art Association which engaged Paul P. Cret, Clarence C. Zantzinger, and Charles L. Borie, Jr., members of the American Institute of Architects, to prepare plans and drawings, about 1908.

*River Embankments.*—One of the great needs of the city which the Fairmount Park Art Association is now urging and has urged for a number of years is the building of the Schuylkill embankments, involving the extension of Fairmount Park southward along both sides of the Schuylkill River to Bartram's Garden, a distance of

more than 3 miles, by a system of embankments. A similar scheme has been proposed for a park along the Delaware River for a distance of about 3½ miles, practically all of which is now owned by the city.

*Northeast Boulevard.*—Another great boulevard, the creation of which is traceable to the movement for more comprehensive planning, is the Northeast Boulevard, 6 miles in length and 300 feet wide throughout, a mile of which is now in use and the remainder nearing the last steps of construction, including the construction of its three branches beyond its northeast terminus, each 150 feet wide.

South Broad Street also has been completed as a parkway of a width of 300 feet from the Plaza to League Island, and the improvement of the Plaza and Park is partly completed.

*South Philadelphia Improvement.*—The last-mentioned improvements form part of the general scheme of comprehensive replanning for an area of about 5,000 acres in South Philadelphia. This undertaking is probably the largest project dealing with the revision of the street system and appurtenances yet officially authorized in its entirety by any city in the United States. The plan for this section was worked out by the Comprehensive Plans Division of the Bureau of Surveys, under the direction of B. A. Haldeman. An ordinance, approved February 14, 1914, authorized the rearrangement and coordination of the railroad and freight terminal facilities in



PHILADELPHIA.—Model of the Art Museum (upon which work is about to be commenced), Dominating the Plaza at the Northwestern Terminus of Fairmount Parkway and the Center of a Future Art and Educational Center.

this section; the acquisition by the city of large areas along the Delaware River for the establishment of a system of municipal piers; and a general revision of the street system. The cost of the work immediately authorized is estimated at about \$25,000,000, and sufficient funds have been appropriated to complete it.

*Modern Planning Principles Applied.*—The street system previously established was a severely rectangular one with few streets exceeding 60 feet in width. The revision contemplates a very material breaking up of the old system and the adoption of a system based on generally accepted modern city planning practice, with marked differentiation between main, secondary, and residential thoroughfares. The standardization of the cross-section subdivisions of the streets and the application of the elastic principle of street construction are features of the work.

The preparation of the South Philadelphia plans has involved the consideration of all the elements of city planning, and efforts have been made to anticipate and encourage both public and private development along liberal and broadly progressive lines.

*New and Progressive Forms of City Extension.*—The revision and extension of the street system in South Philadelphia is an example of the changes made by the Board of Surveyors as the result of the city planning awakening referred to above. Such revisions are constantly being made in areas not yet built up, as new city planning needs become apparent to meet new and progressive forms of city development. In this connection, the

revision and extension of the street system over an area of about 20 square miles of undeveloped territory in the northeastern part of the city has been authorized, and preliminary surveys and studies are being made.

*Street Widening and Cuttings.*—Several important street widenings and cuttings are under way, or are likely to be consummated in the near future. In connection with the South Philadelphia improvement referred to above, there is the widening of the marginal ways along the Delaware and Schuylkill Rivers to give better facilities to commercial and shipping interests at the port. The Delaware riverfront improvement has been confirmed, and a street varying from 150 to 200 feet wide is now in course of construction. About half a mile has already been completed, and 2 miles additional are now being built. Another important project gradually being realized is the widening of Chestnut Street from 50 to 60 feet. This widening proceeds only as rapidly as buildings abutting upon the street are rebuilt.

*Traffic Circuit.*—Mention should also be made of a project, now under consideration by the city authorities, which has been proposed by the Comprehensive Plans Commission, an official body organized in 1912 as the result of the agitation carried on by various non-official organizations for comprehensive city planning. The plan involves the construction of a quadrangular, broad avenue encircling the principal business district and has been urged by the Comprehensive Plans Commission for a number of years. While it will involve an outlay of between \$30,000,000 and \$40,000,000, the relief which it is expected to bring to traffic in the central district and the fact that a large part of its cost, perhaps 50 per cent, will be met by assessments on the benefited districts, more than justify its construction. Moreover, a considerable share of the cost will later be realized by the city through an increase in taxable values in the route of the circuit. John Hall Rankin, member of the Committee on Town Planning of the American Institute of Architects, is chairman of the Comprehensive Plans Commission.

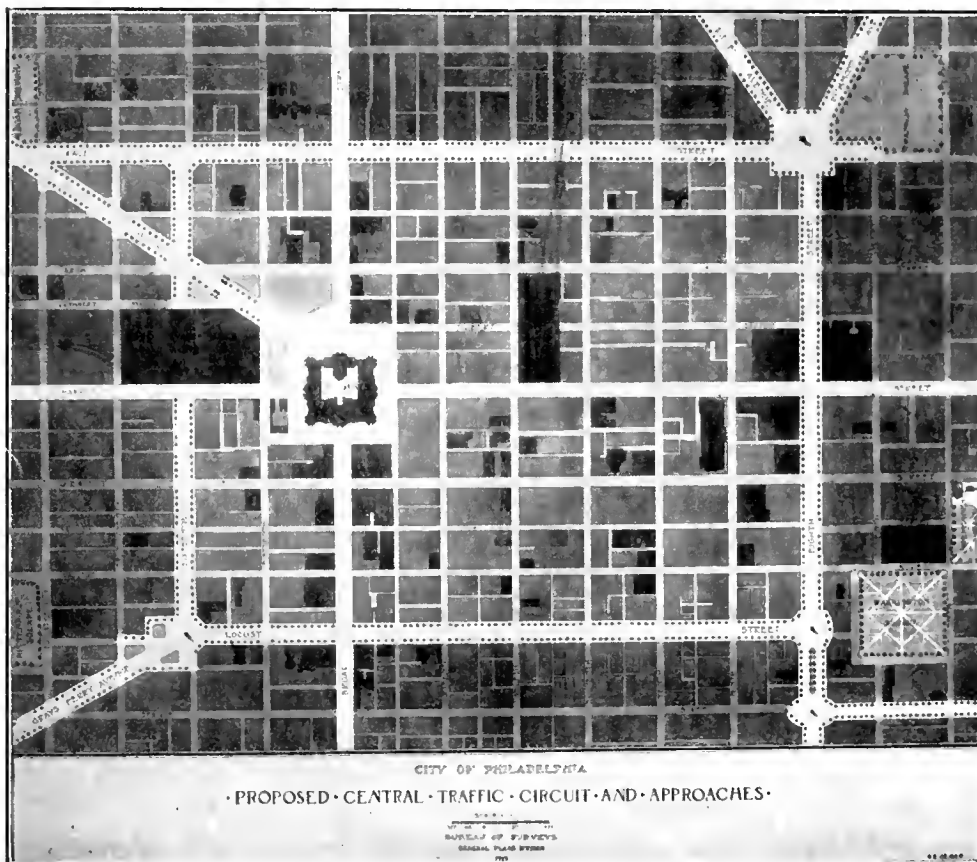
*"Comprehensive Plans"—1911.*—The Comprehensive Plans Commission was officially organized the year following the preparation of plans designated "Philadelphia's Comprehensive Plans." This latter work was performed by various committees appointed by Mayor Reyburn, in October, 1909, to investigate and make reports on certain features of the city plan with a view to devising some comprehensive plan of action in the development of Philadelphia. No special report was ever published giving the results of the studies by the various committees, but a special illustrated number of *Philadelphia* (Vol. IV, No. 3, March, 1911), a magazine published by the city government, was given over to summarizing the work done and the proposals recommended by the committees. There were over seventy citizens serving on the various committees, among them John H. Windrim, member of the American Institute of Architects. Since 1911, official progress in carrying the comprehensive plans into effect, particularly in the South Philadelphia improvement, has been noted in the Annual Reports of the Bureau of Surveys. The most important of the plans submitted by the committees was one of the entire city, showing proposed

improvements, which has been officially used as the base map for preparing detailed plans.

*Transit Plans.*—In May, 1916, the people, by an overwhelming vote, approved a total loan of \$114,000,000 for improvement purposes. This is the biggest sum that the citizens have ever voted for improvement work. Among the matters which are to be cared for under this loan is a rapid transit system, to be constructed and owned by the city, for which \$57,000,000 was provided, including the Broad Street Subway and an elevated line running north-eastwardly to Frankford. The investigations for the rapid

carried out by the Department of Wharves, Docks and Ferries, of which George S. Webster is now director. The same loan provided a fund of \$8,000,000 for the elimination of grade crossings. Philadelphia, with the possible exception of Chicago, is doing more actual grade crossing elimination than any other city. Much of this work is being done in South Philadelphia in connection with the comprehensive improvement referred to above.

*Zoning Commission.*—In May, 1915, the legislature of Pennsylvania authorized cities of the first class to undertake districting and zoning work. By ordinance of the



PHILADELPHIA.—Proposed Central Traffic Circuit and Approaches. A Plan Involving the Widening of Streets in the Central District to Relieve Congestion and to Increase Taxable Values.

transit system were begun in 1912, under A. Merritt Taylor, Transit Commissioner, and are among the most exhaustive that have been made in this field by any city in the country. The full report on Mr. Taylor's studies are given in two large volumes published in July, 1913, one of which contains many maps of suggestive value to those studying the problems of transit in relation to the city plan. Mr. Taylor was succeeded in 1916 by William B. Twining.

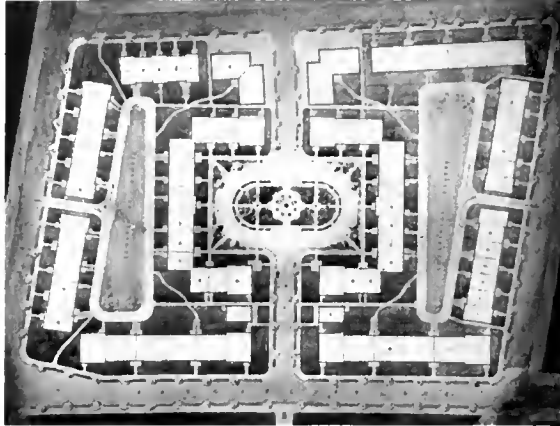
*Docks and Piers—Grade Crossings.*—Under the loan above referred to, \$10,000,000 was voted for a modern system of docks and piers to be located on the south Delaware waterfront. This and a number of other comprehensive waterfront projects and port plans have been

City Council of July 20, 1916, the Mayor appointed the Philadelphia Zoning Commission, of which Chester E. Albright is chairman. Edgar V. Secler, member of the American Institute of Architects, is serving on this Commission. B. A. Haldeman, assistant engineer of the Comprehensive Plans Division of the Bureau of Surveys, is serving as advisory engineer to the Commission. The Zoning Commission is now at work.

*Art Jury.*—The remarkable accomplishments of art commissions in certain American cities is nowhere better exemplified than in Philadelphia where the Art Jury, of which Andrew Wright Crawford is secretary, is performing a great service to the community in exercising critical judgment on the design of all public works and on

all private works that extend over streets, rivers, and similar public property. In the second year of its existence it passed upon projects involving over \$9,000,000, at a cost to the city at less than \$4,000.

*Housing.*—The work that has been done in the improvement of housing conditions in Philadelphia by various organizations deserves a much broader discussion than our space permits. In particular, the Philadelphia Housing



PHILADELPHIA.—Prize Plan for Model Workingmen's Development on a Tract of 2.7 Acres in the Philadelphia Industrial District.



PHILADELPHIA.—Store and Dwelling in Model Industrial District. Prize Plan.

Association, of which Bernard J. Newman was until recently executive secretary, and of which John Ihlder, formerly field secretary of the National Housing Association, is now the director, is the active body for the improvement of housing conditions. It was privately organized by delegates from forty social and charitable organizations to promote programs for housing betterment in Philadelphia. The Association has published numerous reports, and its efforts have resulted in the enactment of a comprehensive housing law; the passage of numerous ordinances relating to the planning and sewerage of streets, the control of stables, sanitation, vacant lots, and numerous other similar housing and sanitary improvements; the creation of a

zoning law and the organization of the Zoning Commission. There is also the Octavia Hill Association, a 4 per cent philanthropy. The Association buys old properties, renovates them, and rents them to tenants, keeping supervision over such tenants. Recently it has built a number of properties which it also has under its own management. There is also a Division of Housing and Sanitation in the municipal government which has the supervision of plans and is in charge of official investigations of properties.

*Suburban Planning.*—There was formerly a Suburban Planning Association, of which Carol Aronovici was secretary, privately organized in 1912 to promote cooperation between the towns and boroughs of suburban Philadelphia on town planning matters. There was also a Metropolitan Suburban Planning Commission, organized in 1913, of which George R. Sullivan, of Merion, Pa., was secretary, to do officially what the Suburban Planning Association was doing unofficially, and which had charge of the suburban districts within 25 miles of the limits of Philadelphia. Neither of these latter organizations are now in existence.

*Conclusion.*—The actual advance, which is briefly recorded above, is due to those organizations and individuals specifically referred to, working in conjunction with many other powerful organizations, such as the Chamber of Commerce, the Academy of Fine Arts, the New Century Club, the Board of Trade, and the Philadelphia Chapter of the American Institute of Architects. Of the last-mentioned organization, those particularly active are C. L. Borie, Jr., D. Knickerbacker Boyd, Paul P. Cret, Frank Miles Day, William Copeland Furber, Albert Kelsey, Milton B. Medary, Jr., John Molitor, John Hall Rankin, Edgar V. Seeler, Horace Wells Sellers, C. C. Zantziger, and many others.

## Pittsburgh Pennsylvania

There is a strange mingling of opposites, of great opportunities and great handicaps, both in the physical and social aspects of the life of Pittsburgh (579,090). One of the finest settings for a city in the world is besmirched by the smoke, grime, and refuse originating in the great steel plants.

*The Awakening.*—The first evidence of a new point of view is shown in Charles Mulford Robinson's pioneer report for the Pittsburgh survey, brought out in February, 1909. Mr. Robinson made a plea for comprehensive city planning by an outside commission. A short time after this the Pittsburgh Civic Commission, of which Allen R. Burns was secretary, retained Bion J. Arnold, John R. Freeman and Frederick Law Olmsted as experts to outline constructive investigations into "the needs and limitations of the Pittsburgh Industrial District—in so far as its physical development can be effectively controlled by the action of the community." The outline, a 30-page document, covers transportation, construction of thoroughfares and parks, water-supply, sewage-disposal, smoke-prevention, and building regulation, and is one of the first and most interesting outlines for a broad program for city planning study and investigation. Each subject is



treated from the point of view of the needs of the whole district.

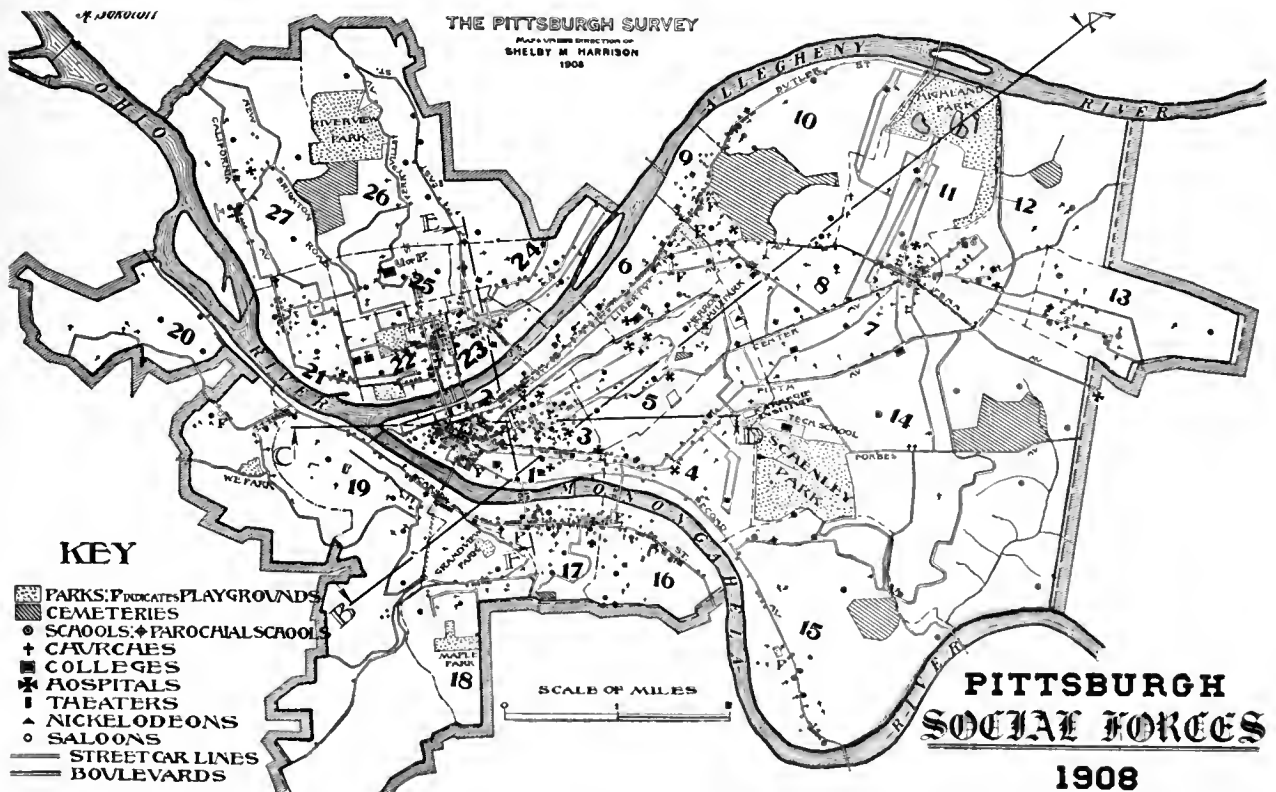
*Results.*—Following this preliminary report, detailed studies were prepared. The most notable, by Frederick Law Olmsted, dealt with a comprehensive system of thoroughfares to knit more closely every section of the civic and industrial area at the headwaters of the Ohio. This was published in 1910 by the Civic Commission in a report entitled "Pittsburgh—Main Thoroughfares and the Downtown District." The key to Mr. Olmsted's plan has already been turned by Pittsburgh. He proposed a group location of all down-town buildings, both county and city, and this scheme has been finally adopted by both authorities. From this center can easily radiate a complete and adequate system of main thoroughfares. Practical beginnings have been made by the city in cutting down the "hump," as the hill is called, which has cramped the business district since Revolutionary times; in opening new streets and in widening alleys into streets. His recommendations for outlying thoroughfares are now before a City Planning Commission, created in 1911, and the direct outgrowth of the planning movement begun by the Civic Commission. The most important of these recommendations is one to open up, by means of a tunnel, thousands of acres within a mile of the down-town district, now isolated by cliffs and ravines. The plan for such a tunnel, the city's most needed physical improvement, has had to contend with rival plans advanced by the county authorities and is a much-discussed project.

*Point District.*—Next in importance to the plan for a civic center with radiating streets and the south hills tunnel is that for the "point district" and for an improved riverfront with a belt-drive around the down-town district. The same subject has more recently been treated by Edward H. Bennett, of Chicago, who submitted to the Art Commission of Pittsburgh, on March 25, 1914, detailed schemes for development of the "point district." It is here, at the confluence of the Ohio, Monongahela and Allegheny Rivers, that all the most inspiring associations of the city are chiefly centered.

*Flood-Prevention.*—Connected with riverfront improvement work are the studies of the Pittsburgh Flood Commission, which submitted an exhaustive report, calling for a system of seventeen reservoirs situated in the headwaters of the two rivers, and costing \$20,000,000.

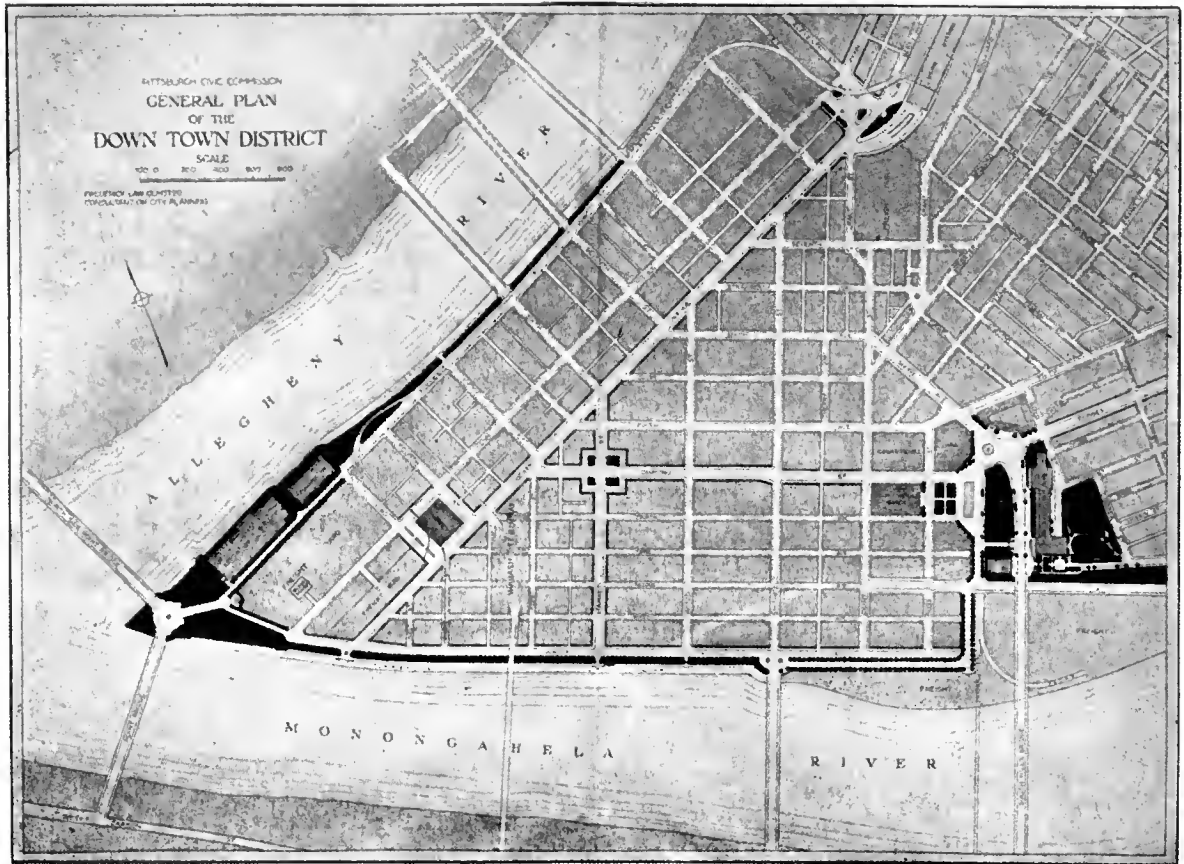
*Sewerage System.*—Bound up with the joint program outlined above is the projection of water-supply and sewerage facilities for the entire metropolitan district, irrespective of artificial legal boundaries. The report on an adequate sewer system, made to the city by Allen Hazen, of New York, recommended trunk sewers under the riverfront wall and drive, all to be built at the same time, thus gaining minimum utility at an expense which is but a fraction of what the city had anticipated for a sewerage system alone. The whole enterprise is one of the most striking illustrations of the interlocking of large plans for public improvements.

*Transit.*—In regard to that part of the work of com-



PITTSBURGH.—Map Showing Distribution of Public and Semi-public Grounds and Institutions, Prepared by the Pittsburgh Survey in 1908.

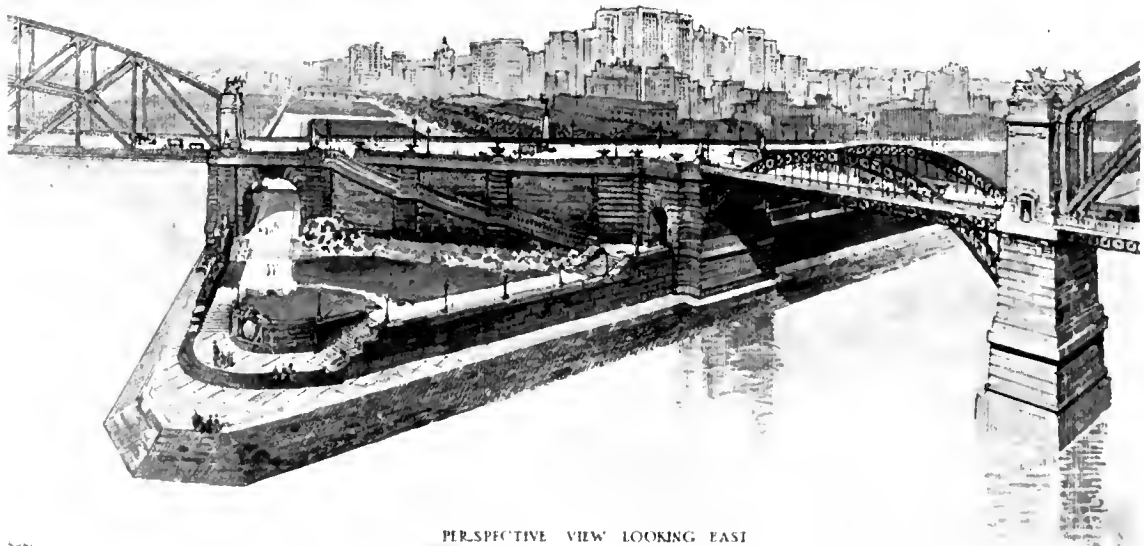
In city planning or social survey work, knowledge with regard to the location and extent of existing community assets is essential.



PITTSBURGH.—Plan for Improving Downtown District. Streets lined in heavy black indicate proposed changes and widenings. Location for group of public buildings at right.

THE ART COMMISSION OF PITTSBURGH

PROPOSED DEVELOPMENT OF THE POINT DISTRICT  
 E. H. BENNETT ARCHITECT CHICAGO  
 MARCH 1914



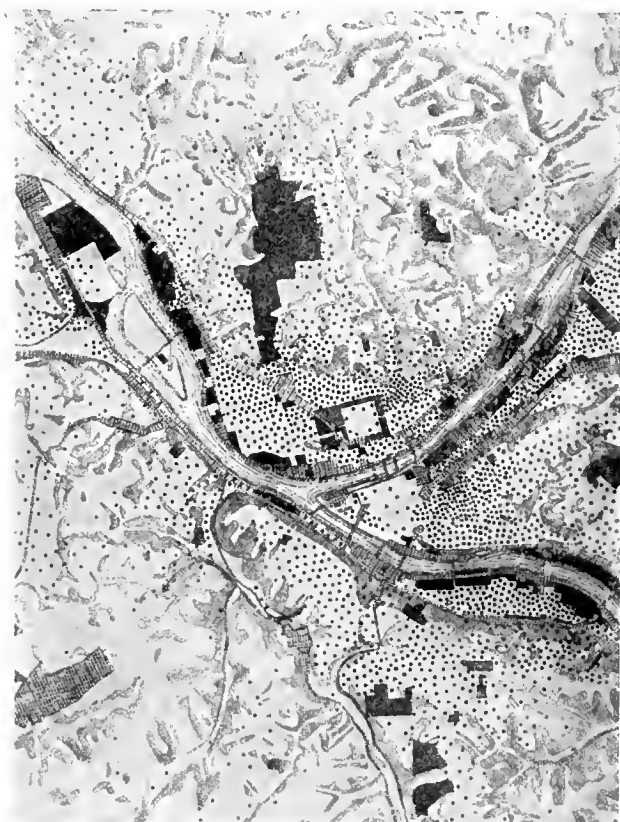
PERSPECTIVE VIEW LOOKING EAST

PITTSBURGH.—Art Commission's Proposal for the Treatment of the Point District. It is here that all of the most inspiring associations of the city are chiefly centered.

prehensive planning having to do with street transit, an extensive report was made to the city officials by Bion J. Arnold, who recommended an immediate rehabilitation of the whole service at an expense of \$10,000,000 and a reorganization of the company, and laid down a method of procedure for securing rapid transit.

*Ship Canal.*—A still more ambitious and far-reaching physical improvement is the ship canal, now authorized, providing a water connection with the Great Lakes.

*City Plan Commission.*—Unfortunately, the existing City Planning Commission, officially appointed, of which General Albert Logan is chairman, is receiving meager financial support under the present administration, and



PITTSBURGH.—Part of General Map of the Pittsburgh District, Prepared for the Pittsburgh Civic Commission, Showing the Point District at the Confluence of Three Rivers.

One dot represents 200 people. Manufacturing property is shown in black; parks and cemeteries in dark dotted areas; railroad property in cross-hatched areas; and slopes steeper than 25 per cent in light-shaded areas.

the organization is, as a whole, not so well equipped for work.

*Citizen Committees.*—The Municipal Planning Committee of the Civic Club, of which William Boyd, Jr., is chairman, is an active group of men of whom considerable accomplishment is expected. The Housing Conference of Pittsburgh, of which Frederick Bigger, Jr., a member of the American Institute of Architects, is secretary, has attempted to build up a strong and influential organization

for improving housing conditions and civic matters generally. The Conference is interested in city planning and is anticipating active work along these lines. Mr. Bigger is the chairman of the Town Planning Committee of the Pittsburgh Chapter of the American Institute of Architects.

## Pittsfield

### Massachusetts

In the Berkshire Hills region in western Massachusetts, best known as a famous and attractive vacation resort, Pittsfield (38,629) is the chief city, a lively industrial center in addition to being the focus of the main routes from the attractive summer resorts distributed throughout this district. The city has manufacturing establishments, giving employment to nearly 8,000 operatives, and there is every promise that the industrial development of the city will continue.

*Planning and Park Boards.*—Pittsfield has a Planning Board, organized under the Massachusetts act, but which has received practically no support from the city and has been obliged to curtail its activities to such an extent that it has accomplished almost nothing. There is also a Park Commission which supervises the development of local parks and playgrounds, whose work is steadily increasing in importance, but at the present time the park system of Pittsfield is a negligible quantity in the total of the city's assets. In Burbank Park, however, with a half mile of lake frontage, Pittsfield has a really beautiful natural park. There is no question but that Pittsfield would be vastly benefited by a comprehensive city plan, providing a program for future development commensurate with the increasing industrial and social activities of the city and with its importance as the commercial center of the entire Berkshire region.

## Portland

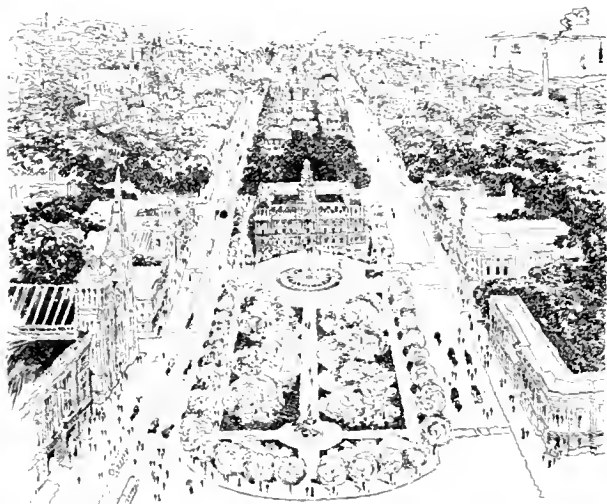
### Maine

The most active organization in city planning in Portland (63,876) is the Committee on City Planning of the new Chamber of Commerce, of which John Calvin Stevens, a member of the American Institute of Architects, is chairman, and Seth A. Moulton, consulting engineer, is a very active member. Mr. Stevens and his colleagues have conducted a persistent campaign to arouse public interest in city planning for Portland by publishing articles in the newspapers, by bringing lecturers to the city, and by using the influence of the Chamber of Commerce to foster better ways of city building.

*Chamber of Commerce Committee.*—A few years ago the active members of the old Board of Trade, now the Chamber of Commerce, including Mr. Stevens, succeeded in getting an ordinance through the City Council providing for the appointment of a City Planning Commission by the Mayor. The ordinance was not mandatory, and as the Mayor felt that to appropriate money for the work of the commission was not a desirable step to take at the time, no commission was appointed. With the awakened sentiment in the community resulting from the activities of the

Committee on City Planning of the Chamber of Commerce, city planning is again coming to the forefront. However, a movement is on foot looking to a change in the city charter, and the Committee feels that until final settlement is made on the type of city government to be established and the form of the city charter to be adopted, a permanent city planning commission would not be of great service.

*Civic Center.*—City Planning, in some of its phases, has received serious consideration in Portland. In 1907, following the burning of the old City Hall building, a commission was appointed to study the question of location for the new building. The report of this commission presented five possible solutions of the problem. It particularly emphasized the fine opportunity which existed for



PORTLAND, ME.—Plan for Civic Center about Enlarged Lincoln Square, as Proposed by a Commission Appointed to Consider the Rebuilding of a City Hall.

Five solutions were presented. The one shown provided for a City Hall on the main axis, dominating Lincoln Park and the other civic buildings.

the creation of a civic center of which the city might be proud and recommended the placing of the City Hall on a site where it would be one of a group of buildings, notably the County Court, the Federal Court, and others, all to center about Lincoln Park. The entire plan which was urged by the Commission had many desirable features, but owing to local objections, a referendum was ordered and, as a result, the scheme was defeated, and the City Hall, a very beautiful building by the way, was erected on the old site without relation to any other public building. The Commission did succeed in securing an addition to Lincoln Park as proposed in their recommended plans.

*Terminal Station.*—Again, in 1912, a proposition was presented by a terminal company for a new track location. The architects of the city banded together to defeat this project, urging that the location proposed was neither beneficial to the railroad nor to the city's development. They presented their case to the city and urged the employment of a city planning expert. This proposition appealed to the city government and to the business men

of the city. When the question had reached this stage, the whole matter was dropped.

*Commission Needed.*—Portland needs a city planning commission, one that can arouse it to its great opportunities. The city is developing, not rapidly, but along normal lines and in many ways in a manner that will prove costly to future generations unless comprehensive plans are prepared now and followed out.

## Portland Oregon

At the head of navigation on the Willamette River, 12 miles from its confluence with the Columbia River, and distant 110 miles from the sea, is Portland (295,463), the sole distributing center for a great, potentially productive territory, connected with the city by water grade transportation. For each ten years preceding 1910, the city had more than doubled its population. The streets had become overburdened with traffic because of narrowness, frequent intersections and awkward circulation; the harbor had become outgrown; the limitations of park area were being seriously felt. Portland had been content to build as building was forced by growth. No truly great thing in municipal composition had been attempted.

*Greater Portland Plan Association.*—In 1912 the Greater Portland Plan Association was organized, gathering into its membership all of the more important organizations within the city. In this movement the architects, through their committees, played an important part. Within the Plan Association a larger membership was gathered than were enrolled in any other Portland organization. The outcome was a subscription of \$20,000 to meet the initial cost of preparing a comprehensive plan. Edward H. Bennett, of Chicago, was engaged to make investigations and draft a plan. After about a year's work, the plan was completed. It provided for a population of 2,000,000 people, which number the city was expected to house in the year 1940. Street circulation, municipal centers, parks and boulevards, railway and water terminals, and the like, to be developed in progressive stages, were outlined. Instead of a city within the existing area of 54 square miles, the plan provided for a district of 150 square miles to accommodate the future population. To carry the life and business of the city, the principle of traffic circuits, combined with axial and radial arteries, was extended throughout the plan. A broad park development policy was proposed, with an ultimate area for parks of nearly 8,000 acres. Special study was given to the development of a number of important centers, including a civic center, a transportation center, and a recreation center, and to the problems of freight transportation and passenger terminals. The development of the river was outlined in a program to be continuously and definitely followed out.

*Getting the Plan Over.*—Following the completion of the plans, the Greater Portland Plans Association persuaded the City Council to appropriate a fund for the publication of 25,000 copies of the preliminary report, in a booklet entitled "The Greater Portland Plan and Municipal Facts." With a city-wide distribution of this document, a campaign of publicity was carried on through the official

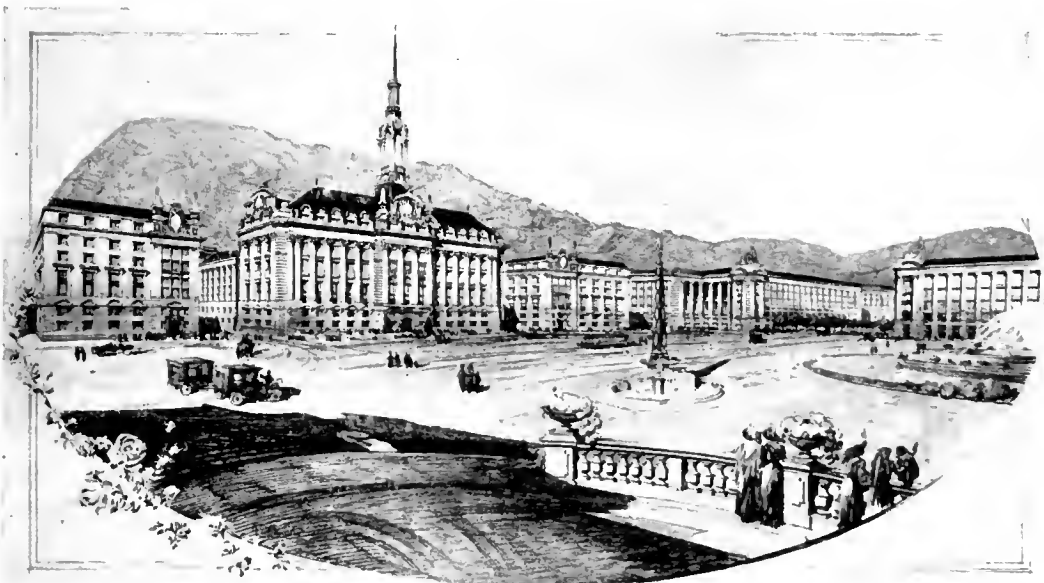


PORTLAND, ORE.—Proposed Development of the City. View from a Public Terrace in the Hills, Looking Northeast.

The Greater Portland Plan calls for three great focal points—the Railway Center near the riverfront (upper center of the illustration), the Recreation Center (on left center), and the Civic Center (on right center); the two latter connected by a broad tree-planted street or parkway.

organ of the Association, called the *Greater Portland Plan Monthly*, in which were discussed in detail the various problems presented in the Bennett plan. Public lectures, newspaper articles, and rallies were used to impress the people with the vital character of the proposed plans. At the polls the people voted their approval of the Bennett plan and made it the official guide for future improvements. The Council passed an ordinance accepting the plan for this purpose. As yet, results directly traceable to the Greater Portland Plan have been limited. One important traffic artery has been widened, the new Federal Post

Office has been located in accordance with the recommendations, and a civic center has been established, including a city hall, and the courthouse. Unfortunately, the great auditorium was not located as provided in the plan. Ellis F. Lawrence, a member of the Committee on Town Planning of the American Institute of Architects, has been an active supporter in all of this work, and Marshall M. Dana, secretary and general manager of the Greater Portland Plans Association, has been the executive force back of the active propaganda for the preparation and execution of the plan.

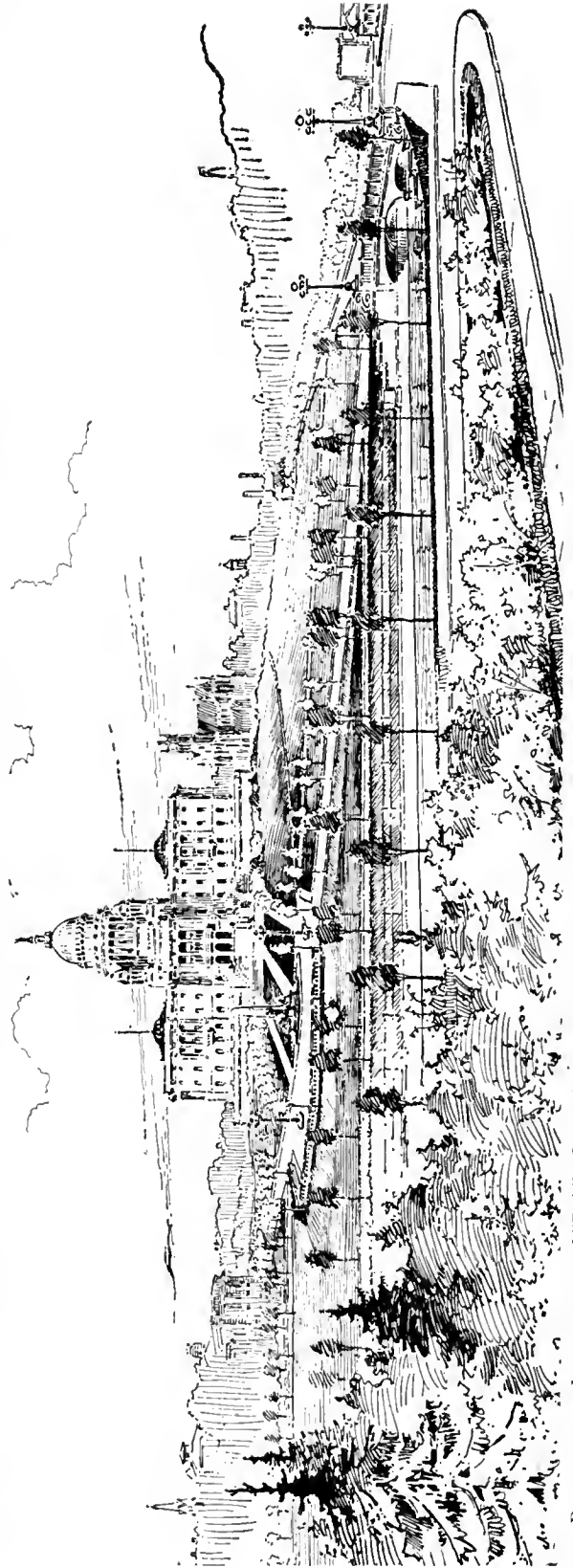


PORTLAND, ORE.—Civic Center as Proposed.

A city hall and courthouse have been erected in accordance with the plan.



PROVIDENCE.—View of State House and "Public Garden" Area, from West End of Union Station Embankment, Looking Northeast. The large tracts of barren and undeveloped land in the center are the property of the city, dedicated in 1904 and designated as the "Public Garden." Situated close to the heart of the city and adjacent to public buildings of great cost and much distinction, this area has for years presented a dismal scene of shabbiness to all travelers passing through the city. A large number of plans for its improvement have been studied by the Commission.



PROVIDENCE.—Improvement of "Public Garden" Area, as Proposed by the Plan Commission, Meeting the Requirements of the Various Interests Involved, Requiring a Minimum Outlay and Presenting a Pleasing and Practical Solution.

## Portsmouth

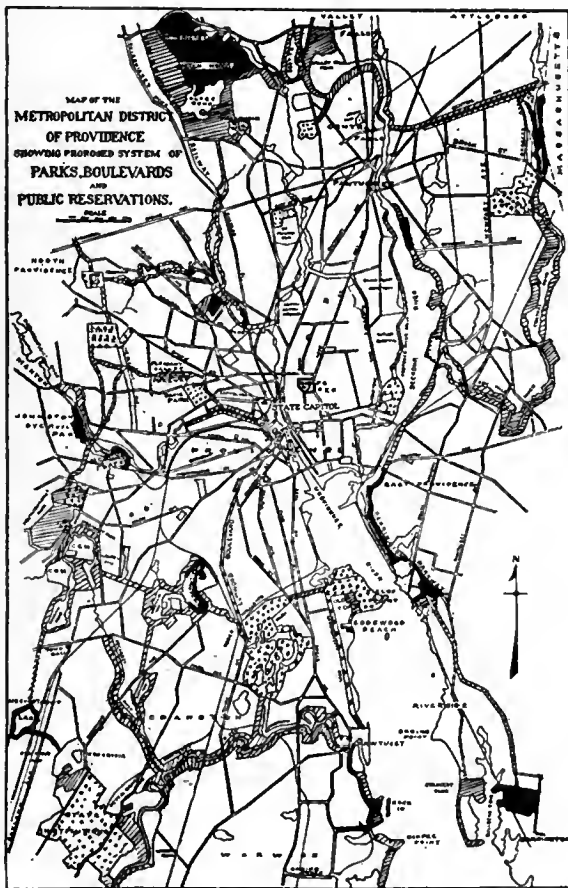
### Ohio

The civic awakening of Portsmouth (28,741) is evidenced by the recent creation of a Bureau of Community Service, with H. D. Wehrly as director. One department of the Bureau is to be entrusted with the solution of the local housing problem. A large percentage of rear houses and alley houses is one of the complex problems which the Bureau has before it.

## Poughkeepsie

### New York

There is a City Planning Committee of the Chamber of Commerce of Poughkeepsie (30,390). Others actively interested are Hon. D. W. Wilbur, Mayor of the city,



PROVIDENCE.—Map of the Metropolitan District of Providence, Showing Existing and Proposed System of Parks and Public Reservations Laid Out According to the Plan of 1908 and Now Comprising 1,022 Acres.

James Sague, former Public Service Commissioner of the second district of New York State, and a member of the American Industrial Commission to France in 1916, and C. A. Simmons, secretary of the Chamber of Commerce.

## Providence

### Rhode Island

The more modern manifestations of civic consciousness in Providence (254,960) are traceable to the influence of the late Alfred Stone, member of the American Institute of Architects. Through the inspiration imparted by him to the Rhode Island Chapter of the American Institute of Architects, movements were started for the reclamation of areas which had long proved an eyesore to citizens of Providence and for the acquisition of large tracts outlying (which later became a part of the Metropolitan Park System of Providence). As has been stated by Charles E. Lincoln,\* who for years has been closely affiliated with forward movements in city planning and civic improvement in Providence,

"Anything advocated by Alfred Stone has since borne the test of public opinion, and has either come to be, or is in a fair way to be, realized, except in those directions where opportunities were forever lost by delay. He had imagination, and, as a brilliant architect, could visualize and present finished pictures of things that did not yet exist."

*Park System.*—It was in 1904 that the movement for more parks and better parks took firm root. From the early eighties up until that time, the Public Park Association had agitated civic improvement, and especially park development, without success. This Association was practically revived as a result of the persistent series of remarkable "Letters to the Editor," particularly the editor of the *Providence Journal*, in which there was sketched for the people of Providence a vision of the things which the Park Association had but faintly drawn. The letters in this series, written by Alfred Stone, were particularly convincing. Emulating the example of the Boston Metropolitan Commission, there was organized a similar commission, under legislative authority, to deal with the open spaces in Providence and in the surrounding towns, in what is termed the metropolitan district. From a few hundred acres of scattered public open spaces, the Metropolitan Park System has grown to be a comprehensive one with boulevards, playgrounds, and large parks, totaling 1,022 acres. Henry A. Barker, secretary of the Metropolitan Park Commission for many years, is now, and has been, a staunch supporter in this big movement. The plans for the Metropolitan Park System were prepared by Olmsted Brothers in 1908.

*City Planning Commission.*—An official City Planning Commission was appointed in 1914, with Eleazer B. Homer as chairman. Without adequate support from the city, the Commission has been badly hampered in its program of city planning. It has been unable to study and devise a comprehensive city plan, but it has undertaken the solution of some of the most pressing problems. Its particular achievement has been its work in replanning

\*In the *Providence Magazine*, August, 1916.

and improving the area immediately adjacent to the new State Capitol. The Commission has had the advice of some of the best-known landscape architects and city planners in the country in its work in this area, and the rearrangement, according to its plan, has received the strong support of public-spirited citizens and city officials. The Commission has also drawn plans for a number of main thoroughfares, linking up with districts now isolated. In the present year, Theodore B. Greene is chairman of the Commission.

*Other Work.*—A city planning study of special interest from the street and traffic standpoint is that prepared by John R. Freeman in May, 1912, for the Commission on East Side Approach, relating to improved highways and parkways for the east side of Providence. A more recent report relating to transit, and particularly rapid transit, was that submitted by William W. Lewis to the Joint Special Committee on Subways in 1914. Perhaps one of the most notable of the recent achievements was that undertaken for the development of the waterfront at Providence, which was carried through in record time.

## Pueblo Colorado

At the confluence of the Arkansas and Fountain Rivers, and the third city in size in a territory of almost 900,000 square miles (the "Mountain States Division of the U. S. Census"), Pueblo (54,462) occupies a strategic industrial location, due to her permanent natural advantages and particularly her nearness to certain raw products capable



RALEIGH.—Approach to State Capitol, with Confederate Monument Spoiling a Fine View of the Capitol Building.

of feeding a host of factories. Her position is also fortunately at the junction of a natural line of travel east and west with a north and south route along the eastern base of the Rocky Mountains. These natural routes, used in trading-post days, are today used by transcontinental railroad lines. The city has reached the size where it can easily make corrections in its plan at a comparatively

small expense, which in after years could be accomplished only at a prohibitive outlay. She is entering a period of greater growth and prosperity.

*Civic Improvement Committee.*—In October, 1914, the Commercial Club appointed a Civic Improvement Committee to consider the preparation of a comprehensive plan of improvements for the city. A western landscape architect, Irvin J. McCrary, was selected by the Commercial Club, the City Commissioners, and the Rotary Club, to prepare a report and plan for the city, and \$1,000 was paid for this work. This plan was completed in January, 1916, and was given a wide circulation in a campaign of education. The first step in the plan, that of the location of a municipal auditorium and city hall, has already been consummated. Other features of the plan, calling for the improvement, enlargement, and coordination of the parks and playgrounds, the extension, widening, and cutting through of streets, and the like, are being undertaken gradually. Unlike most cities of the plains, the topography is comparatively hilly, so that the possibilities for the realization of beautiful parks and outlook points around the city are unusually good. W. W. Stickney, an architect, of Pueblo, is an active and enthusiastic supporter of all of this work.

## Quincy Illinois

The Civic Improvement League, the Civic League, the Park and Boulevard Association, and the Chamber of Commerce of Quincy (36,798) are all working for a comprehensive city plan. The city has already established a fine park system of 300 acres, with 12 miles of roadway, and a waterfront park is now being laid out. C. L. Wells, secretary of the Civic Improvement League, is one of the active promoters of city planning.

## Raleigh North Carolina

Raleigh (20,127) had a city planning survey and report by Charles Mulford Robinson, of Rochester, New York, in 1913. The money for this report was raised by the City Planning Committee of the Civics Department of the Women's Club of Raleigh. In taking up his study, Mr. Robinson points to two antithetical conditions: one is the rapid growth of the city at the present time, due to both public and private initiative, and the other, the restrictive character of the city's charter and ordinances, and the evident backwardness in some features of city administration. In reporting on the results of his investigation, he divides his findings into two parts: (1) the improvement of the city that is, and (2) the preparation for the city that will be. His report, a document of 100 pages, is especially valuable in its discussion of the details of the city plan. A great many of the suggestions made by Mr. Robinson have already been carried out. Raleigh has now a City Planning Committee of the Chamber of Commerce, of which R. E. Seawell is chairman. It is particularly active in the study of transportation problems. A



bill is now before the state legislature, which is certain to be adopted, for city planning commissions in cities throughout North Carolina.

## Reading Pennsylvania

Reading (109,381) is the third city in the Keystone State in industrial records, being outranked only by Philadelphia and Pittsburgh; it is fourth in population, Scranton only ranking ahead on this point.

*The Commission.*—Its planning commission of five citizens was appointed March 11, 1914, and took office April 2, 1914, so that it has served nearly three years. It has made comparatively few formal recommendations for vast projects, but has busied itself with informing the taxpayers about practical details which can be carried out at small cost. It has asked the people to consider the value of public improvements in terms of mills, not millions. It showed how, far from being an expensive official body, its administrative work, if continued at the same average rate of expense per year until 1924, or an entire ten years, would aggregate one cent per inhabitant. No one has sought to accuse the Commission of extravagance since that statement was uttered.

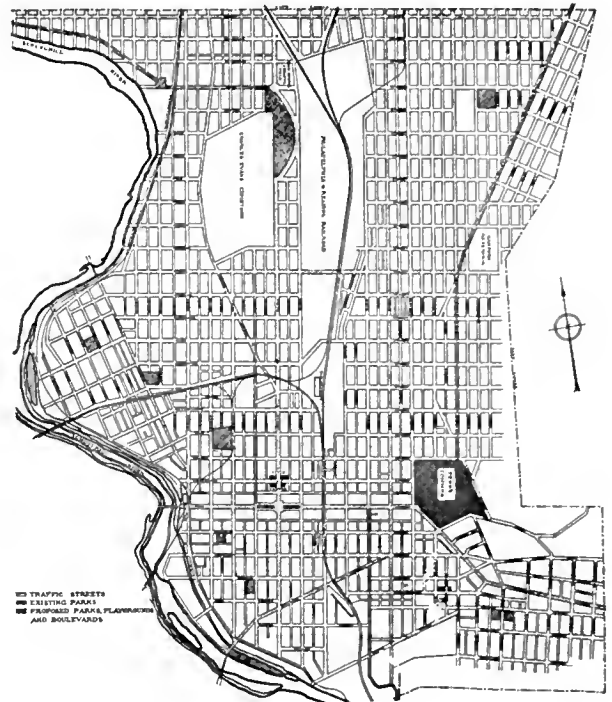
*Work of the Commission.*—Its first recommendation to be approved by Council and carried into effect was the installation of a uniform system of parking along Centre Avenue, the city's most beautiful residential thoroughfare. From this the public learned that the Commission's recommendation had not only beautified the avenue, saved the trees, and resulted in uniform 8-inch cement coping being installed, but had saved the taxpayers \$1.88 for every step of the way along the whole improvement. The fact that resetting sewer inlets to meet the new curb-line cost something additional did not alter the good impression in the public mind, but only emphasized that if all improvements are carried out at one time, the taxpayer profits more than in piecemeal work.

*Parks.*—The Commission's first and main project is a riverfront park along the entire Schuylkill River frontage. Though officially nothing has been done by the Council to adopt this plan, the city has received from private donors two fine strips of riverfront land north of the city and has condemned another section nearby, while other portions have been given under certain conditions of municipal improvement within five years. The Commission has pending before Council its recommendations for the city planning of a newly annexed section of 1,164 acres, including a monumental new bridge and southern plaza entrance to the city.

*Transportation.*—Grade crossing elimination and bridge consideration have been under the direction of the State Public Service Commission. Transit problems were studied locally for the Chamber of Commerce by John P. Fox, traffic expert, of New York, who submitted his views in a report published in 1916.

*The Original Plan.*—The city of Reading celebrated its sesquicentennial in 1898. Although one of the oldest American cities, it did not grow casually or without direction, like so many old towns, but was definitely

planned in the beginning, and its present plan is merely a mechanical extension of the original. The first "town plan" of Reading was made in 1748 by Nicholas Scull, the surveyor-general of Thomas and Richard Penn, who were the sons of William Penn. That plan bears a striking similarity to William Penn's "Plan for Philadelphia." It provided for two main streets of extra width at right



READING.—General Plan Proposed by the Civic Association, in 1908, for the Improvement of the City.

Reading was definitely planned for the sons of William Penn, founder and planner of Philadelphia, in 1748. The original plan had little to commend it. The present City Planning Commission is energetically working to solve the problems of the older districts and to protect newer sections against a repetition of the mistakes made in the early days of the city.

angles to each other, a central square, and a location of some distinction for the courthouse, the only public building at the time, and for markets. The unyielding and ugly rectangular system of streets, which is so characteristic of Philadelphia, was reproduced at Reading, notwithstanding the fact that, while the site of Philadelphia is comparatively flat, that in Reading is hilly, with surroundings that warrant the term "mountainous," but the admirable feature of open green spaces at regular intervals, which Penn provided for, is altogether lacking in the plan for Reading.

*Civic Association Report.*—In 1910, John Nolen, of Cambridge, Mass., was engaged to prepare a plan for the city by the Civic Association of Reading. Mr. Nolen presented his report in a volume entitled "Replanning Reading." He treats of the major features of the city plan and devotes several successive chapters to a discussion of such matters as the city center and its develop-

ment about Penn Square, the location of public and semi-public buildings, the planning of boulevards and main arteries, of playgrounds and parks, the improvement of the homes of the people, and concludes with urgent definite recommendations. Unquestionably, the report of Mr. Nolen has done much to educate the people of Reading in the meaning and importance of city planning and thereby enabling them to cope with the problems that the City Planning Commission is now investigating and for which they are making plans and recommendations.

## Richmond Virginia

There has never been a city planning committee or commission in Richmond (156,687). The streets, parks, and playgrounds are in charge of the administrative board, and the planning work is in the hands of the City Engineer. But Mayor George Ainslie has given strong support to city planning and was instrumental in having the American City Bureau's city planning exhibit there about two years ago.

Very effective housing work has been done by Gustavus A. Weber, secretary of the Society for the Betterment of Housing and Living Conditions in Richmond, of which F. Randolph Williams is president. Mr. Weber presented a valuable survey and report on housing and living conditions in Richmond in October, 1913.

Richmond is in a transitional stage. It is becoming a large city, perhaps a future metropolis of the South. With this growth, new civic problems and responsibilities, such as its citizens have never faced before, are coming to the front. The density of population, in particular, is excessive.

Owing to the large blocks in some sections of Richmond, the lots are so deep that much land-space is taken up in large back yards which might be shortened. In such cases, if minor streets were run through the blocks, building frontage would be doubled and, by the erection of shallow two-story houses of two, or at the most, three rooms deep, there would be plenty of air and light and much better conditions could be maintained. If the private land-space was thus economically utilized, the actual population within the present limits of Richmond could be very materially increased without necessarily overcrowding.

The problem of betterment of housing and living conditions in Richmond can be effectively dealt with as Mr. Weber points out:

1. By arousing public sentiment and appealing to civic pride, so that citizens may do their part in keeping the streets, alleys, back yards, and other exposed places clean and free from rubbish.
2. By enacting and enforcing model housing laws and better regulations for the maintenance of clean streets and alleys and the removal and disposal of rubbish.
3. By making liberal appropriations for the completion of the water and sewerage system, the extension of the street paving, and for the enforcement of housing, street-cleaning, and other sanitary laws and regulations.
4. By providing proper and adequate housing accommodations for the working people.

## Roanoke Virginia

As a guide for the broader phases of city planning in Roanoke (43,284) the city plan submitted by John Nolen in 1907 is serving a very useful purpose. It is embodied in a report entitled "Remodeling Roanoke," submitted to the Civic Betterment Club along with another report covering the sanitary features of the city plan by C. E. Emerson, Jr., and Ezra B. Whitman, of Baltimore. Mr. Nolen's recommendations are intended to be merely tentative, as no complete data was secured on which to base final conclusions. The chief recommendations mentioned in the report are: the widening of main streets in the central district, the grouping of public buildings, the more rational arrangement of city streets, and the preservation of the most valuable and beautiful of the natural landscape features of the district.

*The Opportunity.*—Charmingly situated on a high plateau, 1,000 feet above the sea, Roanoke is surrounded at a convenient distance by the glorious peaks of the Blue Ridge Mountains. The climate is unusually agreeable—the summers cool, the winters mild, the air always invigorating. The center of the city is topographically well adapted for business, and the outskirts are admirably fitted for residential districts; but, notwithstanding its superior natural advantages, Roanoke is today, in common with most American cities, plain, commonplace, and, in some localities, distinctly unsightly. Her people are now, however, reaching that stage where an active interest in city planning and housing is developing. The secretary of the Chamber of Commerce, John Wood, is interested in the further development of Roanoke's city plan.

## Rochester New York

Rochester (256,417) is exceptionally agreeable as compared with many American cities of its size; it is both prosperous and growing. Its park equipment of 1,634 acres is a remarkably admirable one. There is much to be proud of in the way of local street development, of which there are many splendid examples. A high standard of living, together with a correspondingly high standard of efficiency in work, are certainly illustrated in the industrial history of the city, but just because it is prosperous and growing, those interested in city planning have sought to bring about action that will adequately meet the changing conditions forced upon it by its growth. In 1908 a group of public-spirited citizens was organized, under the auspices of the Chamber of Commerce, into the Rochester Civic Improvement Committee, of which Charles Mulford Robinson has served continuously as secretary. Approximately \$14,000 was raised by private subscription for the purpose of conducting a study of Rochester's city planning problems and for making preliminary suggestions in regard to them. Arnold W. Brunner, of New York,

Frederick Law Olmsted, of Brookline, and Bion J. Arnold, of Chicago, were employed to undertake these studies and to submit a report. After an extended study by these experts, a report was submitted which contained recommendations and suggestions dealing, first, with certain specific improvements, more or less in the central part of the city; second, with the general question of improving the street system of the city, illustrated by a number of specific suggestions; and, third, with the question of public lands other than highways, especially those to be used for park purposes, also illustrated by a number of



ROCHESTER.—Proposed Civic Center.

specific suggestions. The result of the work of the Rochester Improvement Committee in thus presenting a plan for the guidance of the city's growth was mainly to create a broader vision and more definiteness in community ideals.

*The Commission.*—But the city has gone further than this by adopting, in 1916, a City Planning Ordinance for a city plan commission composed of city officials. This Commission has not yet undertaken the preparation of a comprehensive plan. Moreover, on September 1, 1916, the Bureau of Municipal Research of Rochester adopted a resolution offering to cooperate with the Mayor and City Council in arranging a program for the creation of a "Permanent City Planning Commission," whose personnel, not entirely made up of ex-officio members, should provide continuity of policy and special planning knowledge.

## Rockford

### Illinois

A Planning Committee was organized by the Chamber of Commerce of Rockford (55,185) in April, 1915. The sum of \$5,100 was raised by general subscription. The American Park Builders' Association was engaged to draft plans for a system of parks, boulevards, and parkways and is now at work studying the problem. Rockford has two public markets, open during the summer months only, and the city is making its plans now for the elimination of grade crossings and for a new union station. An attempt is being made to secure a new street railway franchise giving the city new trackage and service. Two new bridges are now being built and another is in view. A building ordinance is being urged, which will give the city more adequate control over the development of private

property. George D. Roper is president of the Planning Committee of the Chamber of Commerce, and William H. Fulton is secretary. The president of the Rock Island Park District is Levin Faust.

## Rock Island

### Illinois

With five parks quite carefully planned, four playgrounds, a paved levee for commerce along the riverfront, and partial ornamental lighting in the business area, Rock Island's (28,926) civic improvement and city planning endeavor are summed up. The secretary of the Rock Island Club is interested in the planning and development of the city.

## Rome

### New York

A City Planning Commission was appointed in Rome (23,737) in 1914, under authority of the City Council. A small appropriation has been allowed each year for office expenses. The Commission has had no opportunity to do any large work in planning and has served merely as an advisory body, giving its attention to details of the city plan. E. M. Potter is chairman, and Moss Kent is secretary. The Chamber of Commerce of Rome has been cooperating with the Commission. The latter has been instrumental in the preparation of a modern building code and has made a few suggestions looking to the improvement and extension of the parks of Rome.

*Transit and Transportation.*—A Chamber of Commerce committee is now at work with the Common Council Committee on Public Retail Markets. Another committee is working out a plan with the trolley company for a general rerouting and rescheduling of their lines. With the barge canal harbor at Rome complete, the Chamber of Commerce committee is laying out a plan for terminal facilities to be placed in operation during 1917. The same body is drafting a scheme for a community house.

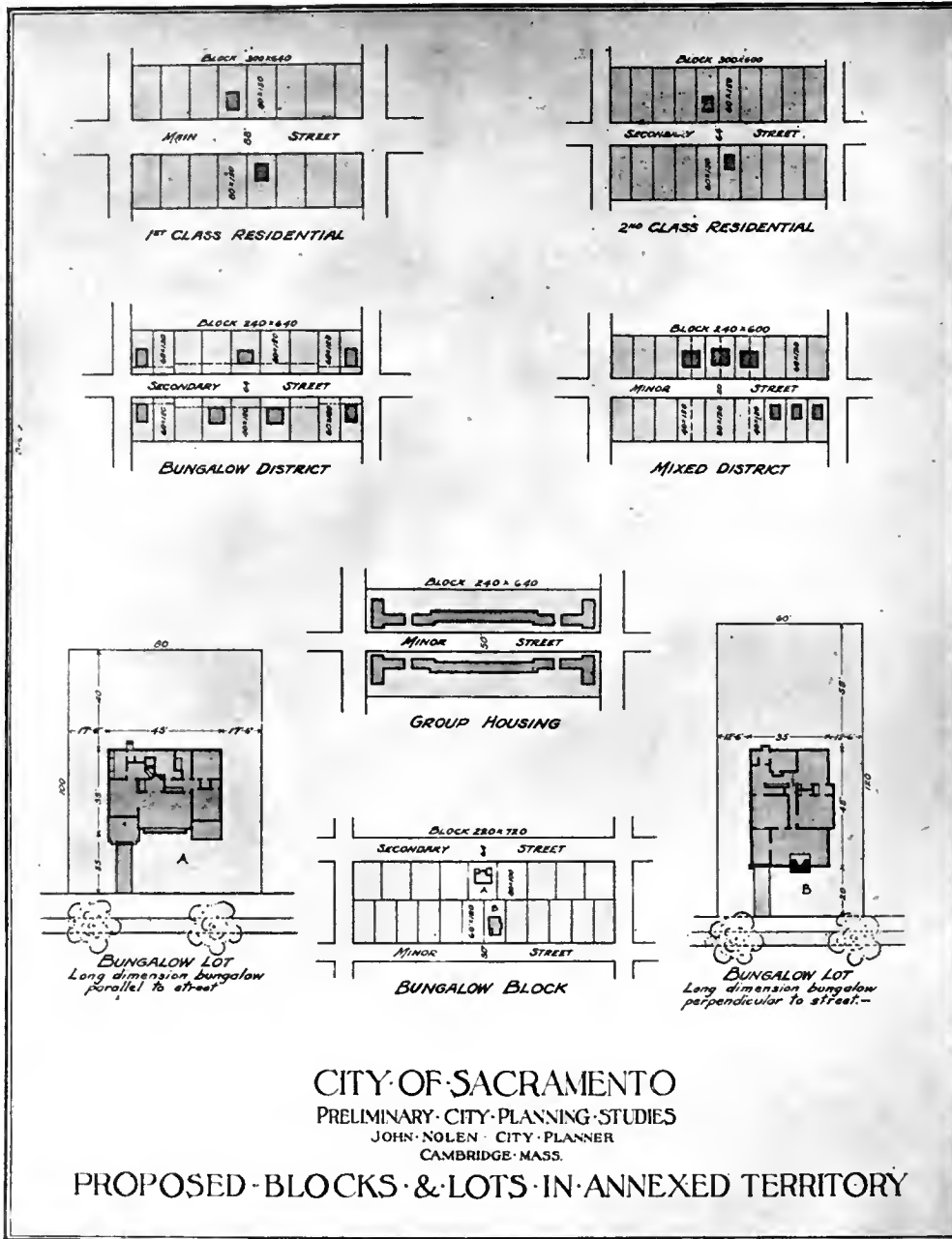
Rome has two large city playgrounds, put in operation several years ago, and has just completed another one.

*Housing.*—The Rome Brass and Copper Company has just completed a plan for a model workingmen's village, providing comfortable and attractive living quarters at a rent well within the means of their employees. Special inducements are given to those who wish to purchase their property. The Standard Buildings, Incorporated, of New York, have been employed to build the village, in cooperation with Mann & McNeille, architects, of New York, who have charge of the design. The streets are laid out in a picturesque way, and playgrounds for children and parking places for decorative shrubs and other planting are provided.

## Sacramento

### California

The modern period of city planning in Sacramento (66,895) was inaugurated by a series of five town planning lectures given by Prof. Charles Zueblin, under the aus-



Courtesy The American City

SACRAMENTO.—A Proposed Solution of a Problem in Land Subdivision. Dimensions of Blocks, Width of Streets, and Size of Lots Mutually Dependent.

pieces of the Women's Council. As a result, an organization of business men was effected which secured, in 1908, from Charles Mulford Robinson, of Rochester, a city planning report. Due largely to the newspaper campaign that followed Mr. Robinson's report, Sacramento acquired one of its best assets from a city planning standpoint, Del Paso Park, of over 800 acres.

*Chamber of Commerce Report.*—Mr. Robinson's report was earnestly studied by an ever-widening group of citizens. The Chamber of Commerce took the leadership in

crystalizing the growing sentiment for a definite city plan. The first step was to secure the advice of Dr. Werner Hegeman, of Berlin. His coming was of great value, not only to Sacramento, but to all California. His recommendation to Sacramento was to undertake an educational campaign, including systematic newspaper publicity through short, newsy paragraphs, with a view to teaching all the citizens the benefits of city planning. The expenses of bringing Dr. Hegeman to Sacramento were met by a group of private citizens. The city govern-

ment at that time would not approve as little as \$25 for what they considered a visionary matter.

*The Campaign.*—In accordance with Dr. Hegeman's suggestions, a city planning committee of 150 was organized by the Chamber of Commerce. These were divided into fifteen groups of ten people each, and each group tackled some job that could be connected with the word "city planning." This meant practically daily meetings at the Chamber of Commerce of at least one group. The papers were supplied with stories of work actually accomplished by these groups as the work progressed. Its aim was, within three years, to so create public sentiment favorable to city planning that the City Commissioners, who had hitherto refused to spend any public money on city planning, might be induced to engage an expert for the drafting of a definite city plan.

*The Adoption of the Plan.*—Before a year was over, the city made a contract with John Nolen, of Cambridge, Mass., for a complete city plan. From the time of the filing of Mr. Nolen's preliminary report on the city plan, efforts were made repeatedly by members of the State Capital Planning Commission, which was appointed about this time by Governor Johnson, to get the City Commissioners of Sacramento to adopt the Nolen plan. It was not, however, until the crisis was precipitated by the threatened invasion of a high-grade residence district by a manufacturing plant that the City Commissioners were moved to act. Residents of this section appealed to the State Capital Planning Commission, as well as to the Chamber of Commerce committee of 150, to join them in a forceful request to the City Commissioners of Sacramento that the Nolen plan be immediately adopted to settle this question of municipal zones. On the day the request was made, the Nolen plan was written into the city statutes by a unanimous vote.

*The Value of Publicity.*—In Sacramento the people are convinced that the way to get started in city planning is primarily to enlist newspaper support by supplying short stories which keep the actual accomplishments of the city planning group before the public. The notable accomplishment is the making of the Nolen plan a part of the municipal law. Certainly Sacramento is the first city on the Pacific coast, if not the first city in the country, to do this. Copies of the report of the State Capital Planning Commission, describing in detail the various steps above outlined, may be had by writing the State Librarian, Sacramento, Cal.

## San Jose California

Situated in one of the most fertile and beautiful valleys, with mountains seeming to close it on three sides, within easy commuting distance of San Francisco, San José (38,902) has exceptional opportunities. In fact, it is a common saying in San José that "Nature has done much for us," but as Charles Mulford Robinson says in his report of 1909 to the Outdoor Art League of San José, "Nature has done much, but the people have done little. . . . To make San José attractive is work for her own citizens, which Nature will not do for them."

*Beautifying San José.*—Mr. Robinson's report, which

was submitted in 1909, is called "The Beautifying of San José," and deals mainly with details of the city plan, although there is a section on the better planning of the city's streets and on the planning of arterial routes connecting with the surrounding country.

*A Commission Appointed.*—The opportunities for civic improvement and planning in a big way for the future commercial and industrial life of the city are well understood by the city manager, Thomas R. Reed, who was recently installed under a new and progressive charter, and who appointed a City Planning Commission on September 15, 1916. The City Council has appropriated \$2,000 for the current fiscal year to provide for the work of the Commission. The problems which have been studied or solved to date include the relocation of the railroad right-of-way, the separation of grade crossings, the districting of the city, and the establishment of building set-back lines. The Commission is working on an ordinance for the control of street tree and border planting. A campaign for the issuance of \$1,500,000 in bonds, to provide for street and road paving, is being carried on at this writing. The rerouting and rescheduling of street-car lines is now under way.

The City Planning Commission is laying out a program for the preparation of a comprehensive city plan.

Joseph T. Brooks, secretary of the Chamber of Commerce, and William Binder, member of the American Institute of Architects, are supporting the work of the City Planning Commission.



SAN JOSÉ.—A Natatorium.

## Saginaw Michigan

Our report on general city planning and civic improvement in Saginaw (55,642) is so meager as to indicate that the city has actually accomplished very little in providing for community welfare and for the future expansion of the city. Most actively interested in providing improved dwellings for workingmen is E. C. Mershon; in developing parks, boulevards and playgrounds, W. S. Linton and Miss Kate Carlisle; in organizing community centers, Dr. W. F. English; and in the preparation of a comprehensive plan, the Saginaw Board of Trade.

## St. Joseph Missouri

St. Joseph (85,236), familiarly known as St. Joe, is one of the oldest of the midwestern cities. First an

Indian trading-post, then an outfitting station for Fortyniners, then the eastern terminus of the famous Pony Express, it became definitely linked to communities farther east when the first railroad built west of the Mississippi fixed its western terminus at St. Joseph. From an outfitting center the transition into a wholesale center was both easy and rapid, and this continues as one of the chief activities of the city. Under the pressure of rapidly expanding and increasing population, the Commerce Club is endeavoring to arouse interest in city planning.

*Parks.*—The nearest to comprehensive planning of any sort that has been done is the work of the Park Board, an official organization first appointed in 1890, of which Milton Tootle is president. The Board has the power to levy taxes for improving and maintaining parks and boulevards. For a city of its size, the present acreage of parks, 100, and the miles of boulevard too, are a very small percentage of the total required. Realizing this shortcoming, the Park Board has engaged the services of a landscape architect to prepare a comprehensive plan.

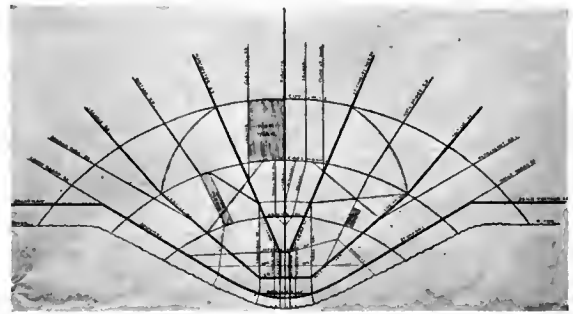
*Transportation.*—Studies are now being made for coöperative terminals and for the elimination of grade crossings. The city has now five general terminals and a union passenger station. The city is also contemplating the development of the waterfront, of which it owns a considerable section.

## St. Louis Missouri

St. Louis (757,309) dates her municipal renaissance from the days of the World's Fair in 1904. Her citizens saw in the Exposition a model city, with its magnificent group plan, its clean streets, its quietness and culture—a strange contrast to the city on its borders. Before 1900, civic spirit was at its lowest ebb, but, with the Exposition, a new spirit asserted itself. Before the gates of the Exposition had closed, the agitation was begun for a plan providing for the grouping of public buildings. This resulted

in the appointment of a Public Building Commission which made its investigations and prepared a report containing illustrated plans for an elaborate and dignified group of buildings, including a city hall and proposed public library.

*Civic League Report.*—This was followed in 1907 by the Civic League's appointment of a committee to prepare a city plan for St. Louis. After eighteen months of serious labor, the Committee issued their report containing recommendations for the grouping of public buildings, for the creation of neighborhood centers, for an extensive inner and outer park system, and unique plans for a riverfront



1911. This latter Commission further developed the central parkway project without making an effort to perfect a comprehensive city plan. It was through the studies of city conditions made by the disinterested architects of St. Louis that the discovery was made that the parkway scheme was out of relation with the probable future direction which a comprehensive plan would take. The St. Louis Chapter of the American Institute of Architects, after a very thorough discussion, determined that, in the light of what they knew from the studies which had been made, it could not endorse the Commission's scheme, and the effect of their stand was reflected by the defeat at the polls of the parkway project.

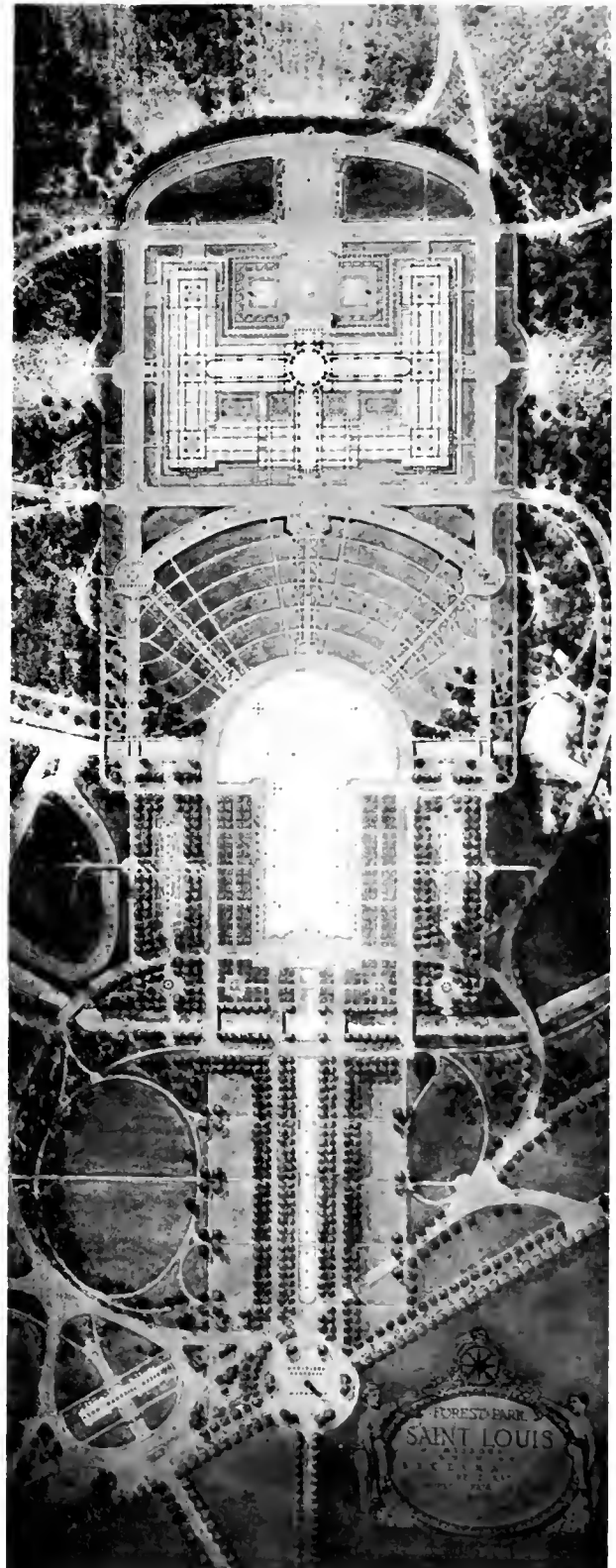
*Citizens' City Planning Committee.*—Immediately after the parkway project was shelved, the architects determined that it was the duty of the profession to give constructive aid in such future planning work as the official Commission might undertake. A Citizens' City Planning Com-



ST. LOUIS.—A Plan for the Realization of a Practical Thoroughfare System.

mittee was organized, with Luther Ely Smith, attorney-at-law, as the leading spirit, to promote and popularize the work of the official Commission. The local Chapter of the American Institute of Architects also appointed a City Planning Committee, and these committees have worked with the official Commission. Owing to the fact that the city was not prepared to provide funds for the investigations on city planning, which it was felt should precede further work, the Chapter of the American Institute of Architects and the Citizens' City Planning Committee, jointly provided funds necessary to engage a competent investigator and engineer, and Harland Bartholomew, who had formerly been the secretary and engineer of the City Planning Commission of Newark, N. J., was engaged for this purpose.

*The Commission's Work.*—The City Plan Commission has now been working with Mr. Bartholomew and with the various non-official organizations for over a year and a half, and, in 1916 it received from the city an appropriation of \$15,000. It has devoted itself to the study of a number of specific projects that will ultimately articulate with a comprehensive plan for the future city. One of its most recent and valuable contributions is the plan for the treatment of the River des Peres, which was



ST. LOUIS.—Plan of Proposed Development in Forest Park, Showing Art Museum, Amphitheater, Grand Basin, River des Peres, Grand Canal, and Louisiana Purchase Monument.

published in a report the latter part of 1916. This stream, which meanders through the western and southwestern portions of the city, has long proved a menace to health and an eyesore, and it has held back the development of a large district through which it runs. The Commission's plan provides for the restoration of the river banks and the construction of driveways thereon; the removal of sewage from the river by the construction of an intercepting sewer; the provision of sites for industries linked up by a belt-line railway; and the proper articulation of the street system of the new district with the thoroughfares leading to the heart of the city. The total outlay involved amounts to \$8,000,000. The plan has received the endorsement of the city government. Another important work on which the Commission is engaged is that dealing with the main arterial street system, for which it is now making extensive traffic counts. It has just started zoning work. St. Louis is now well embarked on a program of city planning that insures the ultimate realization of a logical, cohesive city plan, looking to the needs of the future.

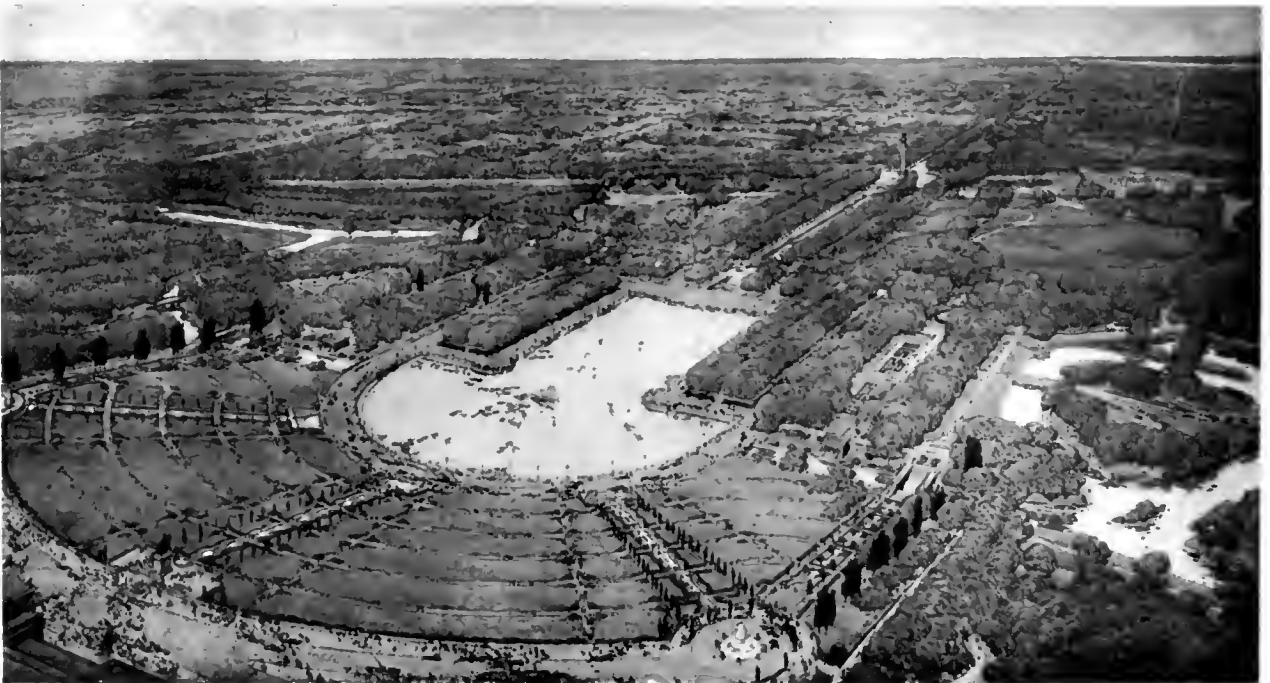
Louis La Beume, member of the Committee on Town Planning of the American Institute of Architects, represented the architectural profession on the official City Planning Commission up to the present year. E. J. Russell, also a member of the Institute's Committee on Town Planning, has succeeded Mr. La Beume.

While not a part of the work of the City Planning Commission, the project, now practically assured of execution, for the reclamation of a portion of the World's Fair development in Forest Park, illustrated herewith, is of special interest in a survey of Saint Louis' civic advance. The scheme is the conception of Nelson Cunliff, Commissioner of Parks and Recreation, and has been planned by Cass Gilbert, architect, of New York.

## St. Paul Minnesota

Various movements have occurred in St. Paul (247-232) in the decade just past, backed by civic organizations in the city, toward realizing certain desirable or much-needed improvements in the city plan. One of the most notable of these was that which had as its object the planning of adequate approaches to the new State Capitol building, erected in 1903 by the Commonwealth of Minnesota as its official home. It was at a popular meeting held at the Commercial Club on December 12, 1903, that the first tentative suggestions for adequate approaches were presented, and it was largely due to the zeal of the Commercial Club that an official Capitol Approaches Commission was appointed by resolution of the Common Council of February 9, 1916. That Commission labored continuously for several years, and, in 1910, with the advice and counsel of Cass Gilbert, the architect of the Capitol, a plan was submitted involving the creation of an entirely new boulevard or great mall leading to Capitol Hill, and at right angles to the main entrance, extending from a point of great general traffic, now known as "Seven Corners." About midway between the Capitol and the starting-point, the boulevard passed through a great square formed by the converging of several streets, in the center of which it was proposed to erect a monument to the memory of Minneapolis soldiers and sailors of the Civil War. The plan, when carried out, will entail an expenditure of several million dollars and will require years for its completion.

*Comprehensive Planning.*—There have been various efforts by different civic bodies in St. Paul toward com-



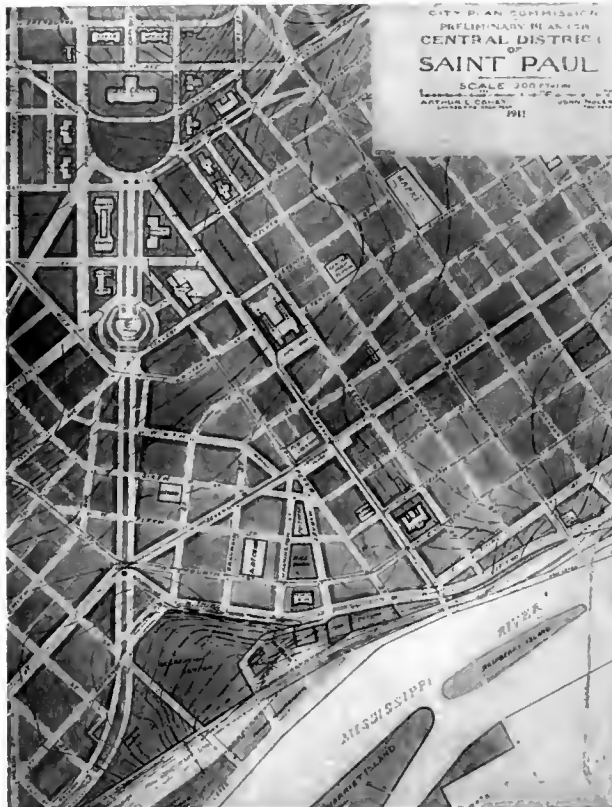
ST. LOUIS.—Proposed Development of Forest Park from Art Hill to Lindell Drive. View Looking Northeast.





ST. PAUL.—Capitol Approach. A Broad Boulevard, Cut Through a Run-down District, Starting at "Seven Corners," a Busy Intersection, and Continuing Toward the Capitol. At a Half-Way Point is a Plaza and a Memorial Column.

prehensive city planning. In April, 1911, John Nolen, of Cambridge, Mass., submitted a preliminary report to the City Club, of which Louis Betz was president, on a plan for St. Paul. This report was a very brief one and was accompanied by two additional detailed field reports and preliminary plans prepared on the ground by Arthur C. Comey. The plans included a complete preliminary plan of the central district, diagrams for proposed street widening, and a special plan for the Capitol Approach. Mr.



ST. PAUL.—Preliminary Plan (1911) for Central District (including Capitol Approach).

At the right, running diagonally, is Robert Street, which as recommended was recently widened from 55 feet to 75 feet by cutting on one side only. Now Robert Street is the finest thoroughfare in the central district.

Nolen states that St. Paul as a city suffers today, and will suffer increasingly in the future, from two severe handicaps, namely: uniformly narrow streets and an utter failure, all too common in America, to consider the city as an organic unit and properly and thoughtfully to coordinate the various phases of the city's activities. It is only natural that Mr. Nolen should begin the study of the central district with the Capitol Approach and the plan prepared by Cass Gilbert the year before for its approaches and environment. It was found that this could be adjusted, with very slight modifications, to the needs of traffic and the requirements of the grouping of city as well as state buildings. A union station was another big problem.

*Street Widening.*—Out of the city planning studies

undertaken by Mr. Nolen came a clearer vision of the needs of traffic in the central district, and particularly the widening of Robert Street, an important down-town shopping street and thoroughfare for which Mr. Nolen submitted a plan. The street, as laid out at the time the city was established, was only 55 feet in width. It is one of the chief north and south thoroughfares in the business district. It is also an office building center. In 1912 the property owners petitioned the Board of Public Works to widen Robert Street from 55 feet to 75 feet. It was at first suggested that the street be arcaded on both sides, but finally it was decided that the cheapest as well as the best method was to widen the street 20 feet on the west side; buildings were not so costly as those on the east side. The plan adopted to meet the cost is to distribute the expenses over the property immediately abutting on Robert Street and within 100 feet of the intersecting streets. For financing the assessments, the city has issued 6 per cent bonds which the property owners affected are to pay in five yearly instalments. The carrying out of the widening project occupied two years and has now given the city its only business street of 75 feet in width. It has enabled the city to relieve to a great extent the congestion of traffic in the down-town district, and since it connects on the north end with a street 125 feet wide, it is now being used as a thoroughfare to Minneapolis. The value of this city planning improvement for retail business purposes and for local and through traffic will undoubtedly justify the cost. Unfortunately, efforts to have the plans submitted by Mr. Nolen adopted as a whole were unavailing, there being no established relation between the City Club, the organization which engaged Mr. Nolen, and the city officials of St. Paul.

*Park Plans.*—About the same time Mr. Nolen submitted his report, A. B. Stickney, chairman of the Citizens' Committee of One-hundred-fifty, submitted a report in which a definite scheme was proposed for the rounding out of the present and contemplated park system of St. Paul. The parks and boulevards of Minneapolis supplement the parks and boulevards of St. Paul, and Mr. Stickney made a plea for constructive work, pointing to the accomplishments of Minneapolis and contrasting them with the small accomplishments of St. Paul. He submitted a carefully studied plan with his report.

*City Planning Commission.*—The City Club having ceased to exist, those persons in St. Paul who were interested in the projects at the time Mr. Nolen's report was submitted, have continued spasmodically to arouse the city officials to the importance of doing some comprehensive city planning, but without either much success or encouragement. On September 1, 1914, Mayor Powers, at the suggestion of the local division of the Association of Commerce, appointed a City Planning Commission to study the needs of the city and, in time, prepare comprehensive plans. At the first meeting of this body, at the Mayor's office, in October, 1914, it was unanimously agreed that no move should be made or actual work of any kind done until a proper ordinance was prepared by the Commission and passed by the Council. It was recognized that no effective city planning could be accomplished without the cooperation of the Council and official support of the municipal government. The drafting of this

ordinance was placed in the hands of a subcommittee, and after several weeks of labor, which included the reviewing of many similar ordinances in force in other cities and correspondence with various city planning authorities, a good workable ordinance was devised, and one under which much can be done. The vital section of this ordinance made it absolutely necessary that all matters pertaining "to the planning and replanning of the city *shall* be referred to the planning board, for its consideration and report at such times as the Council may direct, before final action is taken on the same by the Council." In this way any proposed improvement, any conflict with the city plan in its early stages of development, would be brought to the attention of the Council, and by it either altered to fit the plan or eliminated altogether. It was the opinion of the Planning Board that any arrangement making it optional on the part of the Council whether these things were referred to the Board or not, would without question destroy the efficiency of the planning body. When the ordinance, as submitted by the Planning Board, came before the Council for second reading, this clause was eliminated so as to read, that matters pertaining to city planning "may" be referred to the Board, thereby serving notice on the Board that it would be recognized only when the Council felt disposed to recognize it. To work under an ordinance of this kind would, the members of the Planning Board thought, mean that some members of the Board would be obliged to attend every meeting of the Council in order to prevent something from coming through that might be out of harmony with its plan, and such procedure would be impossible. The amended ordinance referred to above, in its present form, is believed to be absolutely worthless, and those who are interested in city planning feel that good work under it is impossible of accomplishment.

*Need for Action.*—St. Paul has reached a stage in its

development when much of the down-town section must be made over. At least two of its main streets must be widened in order to take care of the increased traffic of the next few years. Building lines should be immediately established on some of the streets to be widened, so that the cost of the ultimate result will be far less than if new structures are allowed to be created without regard to the future. There is hardly a city in America where intelligent, comprehensive city planning could be done with so much promise of good results as in St. Paul today. Business men realize it, and it will not be long before they will insist that some attention be paid to this all-important matter by the City Council.

*Association of Commerce.*—Last year some notable progress along city planning lines was made by the St. Paul Association of Commerce through its City Planning Committee. A program laid down by this body is to be continued by this year's director-chairman, Louis Betz, who was president of the City Club at the time Mr. Nolen submitted his report in 1911.

## Salem Massachusetts

Salem (48,562) was the first city in Massachusetts to appoint a permanent City Plans Commission. An ordinance of the City Council provided for a commission, which was appointed in May, 1911, with Harlan P. Kelsey as chairman, and later reorganized as the Salem Planning Board, under the Massachusetts state law, (Chap. 494, Acts of 1913). The Commission published a comprehensive plan in 1912. Some of the chief recommendations were for new thoroughfares, a shore drive, the redemption of the "decayed waterfront 20 miles long," the elimination of grade crossings, a connecting boulevard or "ring street,"



SALEM.—Group of Low-Rent, Semi-detached Cottages for the Salem Re-building Trust. Kilham and Hopkins, Architects.

The wooden three deckers had been the predominant type of dwelling for the wage earner in Salem up to the time of the devastating fire of 1914.

building zones, and a system of connected parks and neighborhood centers. This plan had been in existence hardly more than a year before the city suffered a profound shock from a disastrous fire which swept over large areas occupied by frame dwellings. Here was another instance of the advantage which a city enjoys in possessing a comprehensive plan. A unique opportunity presented itself for the realization of many of the recommendations contained in this plan, which, under ordinary conditions, would probably have been impracticable owing to their great cost. As it happened, the city did not take advantage of its opportunity to the extent that was to be expected, although a considerable number of detailed improvements, directly traceable to the original plan, have been adopted. A number of streets have been widened and extended, building lines have been adopted, a shore boulevard is being constructed, and an improved housing code, providing for a more permanent and healthful type of dwelling construction, is in force. Of more recent city planning work, there has been prepared a study and report on trolley transportation and tentative plans for the development of the entire Salem waterfront on commercial, industrial, and recreational lines.

### Salt Lake City Utah

A Civic Planning and Art Commission was created by ordinance of the Board of Commissioners of Salt Lake City (117,399) on July 23, 1914. This Commission is still active and is giving consideration to the employment of an expert adviser to draft a comprehensive development scheme for the city, later to be submitted to the voters for approval. The duties of the Commission are of an advisory character and relate to all matters, plans, and proposals affecting the development or artistic adornment of the city. It has already proposed a scheme for a civic center, and it recommends the utilization of the Jordan River, where it winds through the western part of the city, for

commercial and industrial purposes. The completion of the drainage canal is urged as a means of securing a water-course to Great Salt Lake. The movement for city planning has had the constant support of J. L. Fairbanks, sculptor, A. V. Treganza, architect, and the members of the Civic Improvement Committee of the Commercial Club.

*Parks.*—Salt Lake City has but eighteen parks, with a total area of 160 acres, and 10½ miles of boulevard. A movement for playgrounds and recreational facilities was started several years ago but has never reached a stage of constructive development. Nothing could point more to the need of adequate planning in the interest of the people than this poor showing in regard to parks and recreation. A movement for legislative action, giving to the Civic Planning Commission larger powers, is being agitated.

### San Antonio Texas

To most persons the mention of San Antonio (123,831) recalls stories of the great Catholic missions founded by the Franciscan Fathers who came from Mexico and established a Christian civilization in what was then a wilderness north of the Rio Grande. Half American—half Spanish—in its atmosphere, San Antonio is today engaged in extensive preparation for a great Pan-American Exposition, to be opened in 1918, at which time it is expected that the ancient missions built two hundred years ago by the Franciscan pioneers will be completely rehabilitated.

*The City Planning Committee.*—The city government, in recent years, has been keenly alive to some of the immediate needs of the central districts and has liberally provided for certain forms of municipal services. Sections of three principal thoroughfares in the heart of the business district have been widened, on the initiative of the property owners affected. The entire cost was borne by the latter. The benefit to the retail business section as



SAN DIEGO.—The Great Bay Front and Plan (1908), Projected for Railroad and Water Approaches, Including an Esplanade, Art and Pleasure Center at the Foot of Date Street, and Paseo Connecting the Bay with the City Park.



Courtesy Flying Association

SAN DIEGO.—View of Exposition Group from an Aëroplane.

The one outstanding civic accomplishment of San Diego is the creation of the Exposition. Some of the buildings are permanent, fireproof structures, and others will last for years with proper care. Most of these are to be used in the creation of museums and civic halls of various kinds.

a result of these widenings is now being realized, and those who have borne the cost consider that they have made an excellent investment.

But comprehensive planning—the long look ahead—has received but feeble recognition. About three years ago, the Mayor of the city appointed a City Planning Committee of twenty members with Atlee B. Ayres, a member of the American Institute of Architects, as chairman. After the Committee had served for a short time, the Mayor, the official supporter of its work, died. Without funds for carrying on its work, the Committee actually accomplished little of constructive value. It met at frequent intervals, however, and advocated the preparation of a comprehensive city plan by expert advisers. To Mr. Ayres was delegated the task of recommending experts to be employed, and he went to Boston to consult with Mr. Olmsted, among others. Without funds, however, the Commission was unable to enter into a contract for a plan. The Committee earnestly advocated the widening of certain streets, the development of the riverfront, and the extension and improvement of the city's parks. The location of San Antonio, surrounded as it is with a fine rolling country, offers unusual opportunities for the acquisition of reservations of remarkable natural charm. Although the City Plan Committee has not disbanded, it is not now actively working on city planning problems, lacking the support of the present city authorities. However, the Chamber of Commerce, an active organization, is giving its support to all city planning proposals.

## San Diego California

A general plan for the improvement of San Diego (53,330) was prepared in 1908 by John Nolen for the Civic Improvement Committee, of which Julius Wengenheim was chairman. San Diego is unique in its climate, situation, and scenery. The bay, on which it directly fronts, is one of the safest and most beautiful harbors in the world. Not only the bay, but every type of scenery—beach and promontory, mesa and cañon—unite in never-ending variety to form a city that is strikingly individual in character and of great beauty. Notwithstanding the advantages of its environment, San Diego is, as a whole, neither interesting nor beautiful. It has done little or nothing to secure for its people the benefits of any of its great natural resources.

*The Report.*—The report to the Civic Improvement Committee, entitled "A Comprehensive Plan for the Improvement of San Diego," contains recommendations under five major heads: a public square and civic center, a great bayfront improvement, small open spaces, streets and boulevards, and a system of parks. Little has been done since this report was made, although the city did an excellent piece of work in the creation of the San Diego Exposition and buildings. Some of the latter are of permanent fireproof construction, and several of the others will last for years with proper care. Most of these are to

be used in the creation of a museum of archæology, ethnology, sociology, and fine arts. The whole group of buildings has become a community center during the two years since the Exposition and is destined to be even more so, for public entertainments, band concerts and the like. In July, 1916, a City Planning Commission was created by City Ordinance, but no appointments have been made nor has an appropriation been allowed. W. Templeton Johnson, architect, is particularly active in promoting comprehensive planning.

## San Francisco California

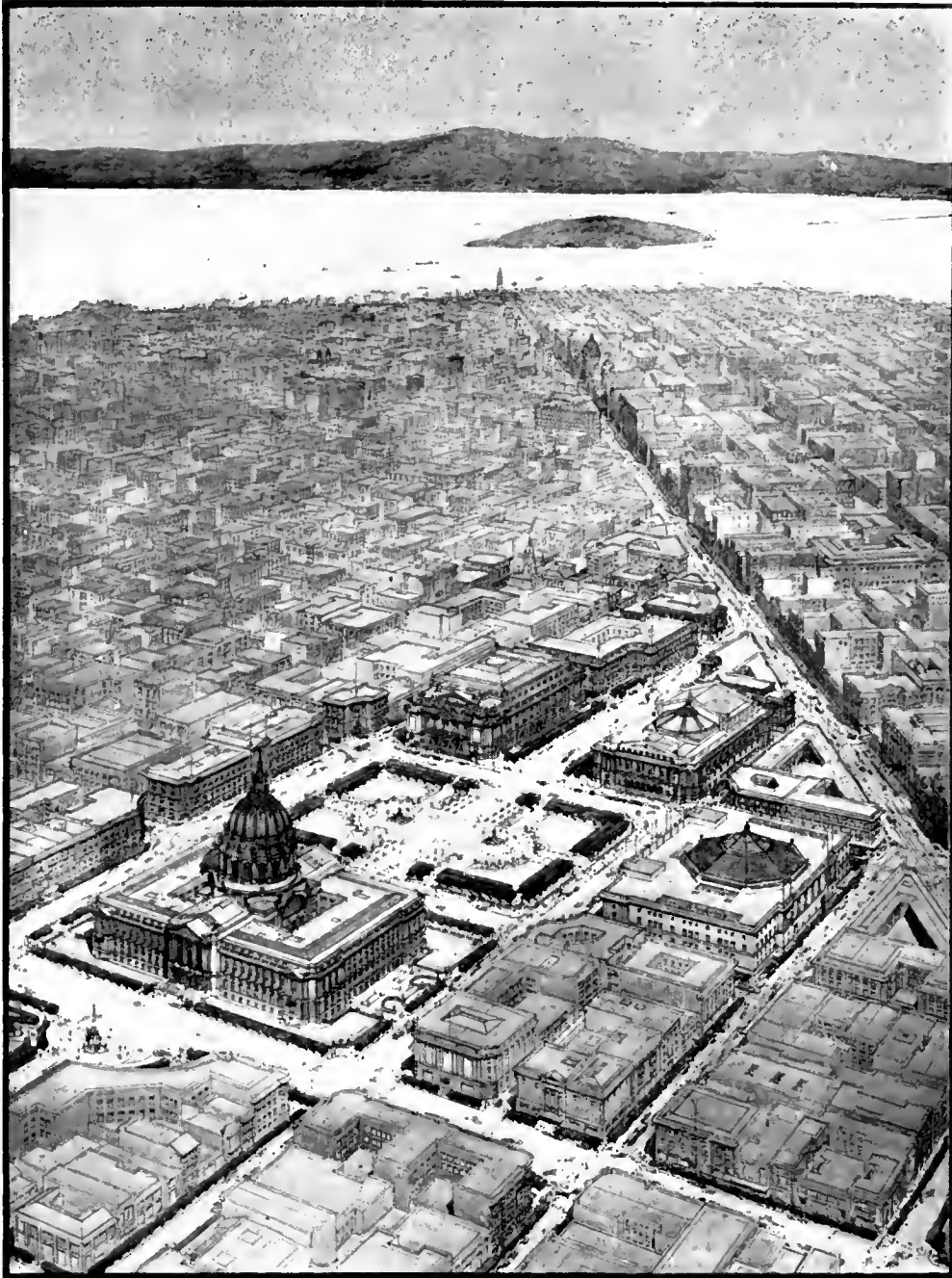
In 1904 the Association for the Improvement and Adornment of San Francisco (463,516) was formed for the purpose of devising a city plan. Former Mayor, John D. Phelan, now United States Senator from California, was the chief supporter of this movement. Mr. Phelan was fortunate in enlisting the interest and enthusiasm of the late Daniel H. Burnham, of Chicago, who came to San Francisco, with Edward H. Bennett as his assistant and collaborator, and made a very careful study of the entire city and its environment. In the course of two or three years a very beautiful and interesting scheme for the development of the city was presented and published in a handsome report. The major proposals in this plan dwelt with the outlying districts, and one scheme in particular,

a civic center in the down-town section at the intersection of two principal traffic arteries, was subsequently laid before the people for adoption, although without success. Then came the earthquake and fire which impoverished many of the citizens and forced the city to go heavily into debt in order to provide public buildings and utilities. The city was not in a position to take up the monumental work which the new plan involved. Recuperation from this terrible disaster, however, followed rapidly, and about November 1, 1911, a new administration was elected, pledged to bring about the development of a new civic center, not on the site selected by Mr. Burnham, but in neighboring blocks near what is known as the old city hall site. On February, 1912, a board of three architects, consisting of John Galen Howard, Frederick H. Meyer, and John Reid, Jr., was appointed by the city to formulate plans for the development of the entire civic center scheme within the determined area, and on March 29 of the same year the people voted a bond issue of \$8,000,000 to carry the scheme through. Within the last five years the civic center has become a reality, and only a small portion of the undertaking remains to be realized. The same city administrators were elected at the last election, and this and similar enterprises of a city planning character are to be carried on or put into shape for ultimate completion.

*Results.*—On the whole, San Francisco's experience in city planning should encourage hundreds of other cities. Though nothing has been carried out in accordance with



SAN FRANCISCO.—The Civic Center Site Before It Was Cleared.



SAN FRANCISCO.—The Civic Center in which the City Hall and Auditorium have been Completed.

the original Burnham plan, nevertheless, what has been accomplished has been due to the existence of the Burnham plan. To quote Mr. John Galen Howard, "The seed was sown and it lay in the dark for a long time; suddenly the moment came and, almost in an instant, San Francisco realized a civic center."

*The Panama Exposition.*—The recovery of San Francisco from the earthquake and fire is one of the marvels of the world. In a less period than eight years, monumental buildings have been erected on a comprehensive plan;

parks and boulevards have been laid out; and in 1914, the city came before the nation for the privilege of celebrating the greatest of all engineering feats of our time, the Panama-Pacific International Exposition. And, whereas, but ten years before 250,000 men and women were in the bread-line, in 1915 that same city entertained at its board the nations of the world.

*Exposition Preservation League.*—In 1915 the Exposition Preservation League, in reality a city planning organization, was launched, with representatives from seventy

civic bodies in San Francisco. The purpose of the League is to preserve for the city something of permanent benefit from the great Exposition. The League had strong backing from the first and raised a fund of \$17,000 for its work. It has succeeded, not only in planning, but in carrying out a program involving about \$3,000,000 of permanent



SAN FRANCISCO.—Telegraph Hill, Looking East, Showing Suggested Architectural Treatment as Proposed in Comprehensive Plan of 1905.

improvements for the city of San Francisco. Briefly, the League has secured the opening of a new boulevard costing \$700,000, with a length of  $1\frac{1}{2}$  miles, extending from the end of Van Ness Avenue along the waterfront to the Presidio, a military reservation of 1,500 acres. It accomplished the purchase of the Marina Park and yacht harbor in the bay of San Francisco, the only piece of waterfront owned by the city, with donations of stock of the Exposition.

*Preserving the Exposition's Monuments.*—Through its efforts the Column of Progress of the Exposition is being built permanently on its present site from funds now available (See p. 4). This preserves to San Francisco a monument of unusual merit and dignity of design. Also, through persistent efforts with the legislature, the California Building of the Exposition is to be preserved as a state normal school, more permanently built upon its present site, at a cost of \$500,000. A group of buildings, including the Exposition Palace of Fine Arts with its lagoon (See p. 4), is to be preserved as a center of arts and letters, adjacent to Marina Park and Boulevard. Through the efforts of the League the owners of the other property on which the Exposition stood have practically agreed to merge their land to form a high-class restricted residence district, plans (See p. 4) for which have been drawn by Daniels & Wilhelm, landscape architects, of San Francisco, a full account of which is given in the *Journal of the American Institute of Architects* for May, 1917.

*Ferry Approaches.*—The approach from the Ferryhouse to Market Street is of enormous importance, not only from the point of view of beauty, but primarily as a matter of convenience to traffic, and is one of the pressing problems today.

*Official City Planning.*—An ordinance authorizing the Mayor to appoint a city planning commission was passed by the Board of Supervisors of San Francisco in March,

1914, but the Mayor has not as yet officially named the commissioners. About January 1, 1917, the Mayor named Mrs. Abbie F. Krebs special commissioner to investigate city planning in the East and report to him. She is at this writing absent from the city on this work.

*Unofficial City Planning—Zoning.*—The Commonwealth Club of California has a most active city planning section, organized in 1913, of which Henry G. Meyer is chairman and C. H. Cheney, secretary, with a membership of about 300 persons. This section is making investigations to determine the need of districting or zoning in San Francisco and vicinity. Their report was published in April, 1917. The same group was instrumental in organizing the California Conference on City Planning in 1914. It brought from New York the American City Bureau's City Planning Exhibit in 1914, was one of the principal organizers of the Exposition Preservation League in 1915, and has had active interest and representation in the San Francisco Housing Association since 1909.

## Savannah Georgia

Geographically, Savannah (68,805) enjoys a position of unusual advantage. Her location on the banks of the Savannah River, on a plateau 50 feet above sea-level and 18 miles from the Atlantic, has facilitated both ocean and coastwise traffic, so that the city is today one of the most prosperous of our Atlantic ports.

*The Oglethorpe Plan.*—Savannah was settled in 1733 by a band of 120 colonists under the leadership of Governor James Edward Oglethorpe, the English general and philanthropist, whose wisdom and foresight are responsible for the city's excellent plan. The basic aim of the founder was to provide a town in the New World which would afford new economic and social opportunities for unfortunate



SAVANNAH.—Oglethorpe Avenue, One of the Numerous Thoroughfares with Center Parkway Laid Out 180 Years Ago.



debtors who had suffered indefinite imprisonment under the English laws. In the case of Savannah, the social as well as the economic factor was given deep consideration in the planning of the city. Oglethorpe, knowing the disastrous effects of overcrowding in the cities in the old country, was careful in guarding against such a defect in the new. The broad streets, the numerous small parks provided, which exist to the glory and comfort of Savannah today, were undoubtedly set aside as the means of preventing congestion of housing and traffic, their esthetic value being altogether a secondary consideration. Ample street width likewise showed foresight for the future growth and needs of the population. In the portion of the existing plan laid out by Oglethorpe, Bull Street divided

mission is kept out of politics and is not hampered in pursuing a fixed policy.

*Recent City Planning.*—Savannah, in common with many other cities, has taken on new life within the past decade. This rejuvenescence is due largely to the active coöperation of the trade bodies and the municipality. In 1907, John Nolen, of Cambridge, Mass., submitted a report on the "Improvement of Savannah," which has not been printed. Mr. Nolen recognizes the merit of the Oglethorpe plan as it exists today and the ease with which the present plan of Savannah could in some respects be modified. He comments also on the necessity for prompt action if the people of the city are to secure the advantages of changes in the old city and of planning in a vigorous,



SCHENECTADY.—Plan Proposed and Partly Carried Out for the Development of the Waterfront and Barge Canal Terminal. The scheme for a dignified western gateway and bridge, illustrated, is an important problem and is now being intensively studied.

the city east from west, and on all alternating streets parallel to Bull Street there is a series of parks two blocks apart. On the other alternating streets, parallel to Bull Street, there are no parks, and these streets are used more particularly for traffic. The Strand at Bay Street on the north and Forsythe Street Park (at Gaston Street on the south) bound the original city. A system similar to that described is employed in planning the new sections of the city. Oglethorpe Avenue and Liberty Street, two of the oldest thoroughfares in Savannah, have handsome center parkways with 30-foot driveways on each side and, though laid out over one hundred years ago, are models now.

*Parks.*—There were, in 1910, 167 acres of park area in the city and 376 acres of public grounds, this being one of the leading cities in the United States in point of park area. The parks are not under the supervision or control of the City Council but of the Park and Tree Commission. The powers of this Commission are absolute. The Com-

mon-sense and beautiful way for the city of the future. Mr. Nolen submitted plans for only four of the recommendations which he presented: the grouping of public buildings, the modification of Bull Street, the improvement of the approaches to the railroad station, and the more adequate provision for commerce on the waterfront and the development of parts of the same for recreation and pleasure, with a broad esplanade under which business and traffic could be carried on. Clarence Goette is director of playgrounds in the city, P. D. Daffin is chairman of the Park and Tree Commission, and Thomas Purse is secretary of the Board of Trade.

## Schenectady New York

It is said of Schenectady (99,519) that she "lights and hauls the world." Her fame rests on the great electrical and locomotive plants which employ thousands of workers.

But from the city planning standpoint, and particularly in respect to the social and recreational facilities of the city plan, her light has shone all too dimly and her energies have been of a feeble sort. It is only within the past five years that influences have asserted themselves making for improvement in this direction.

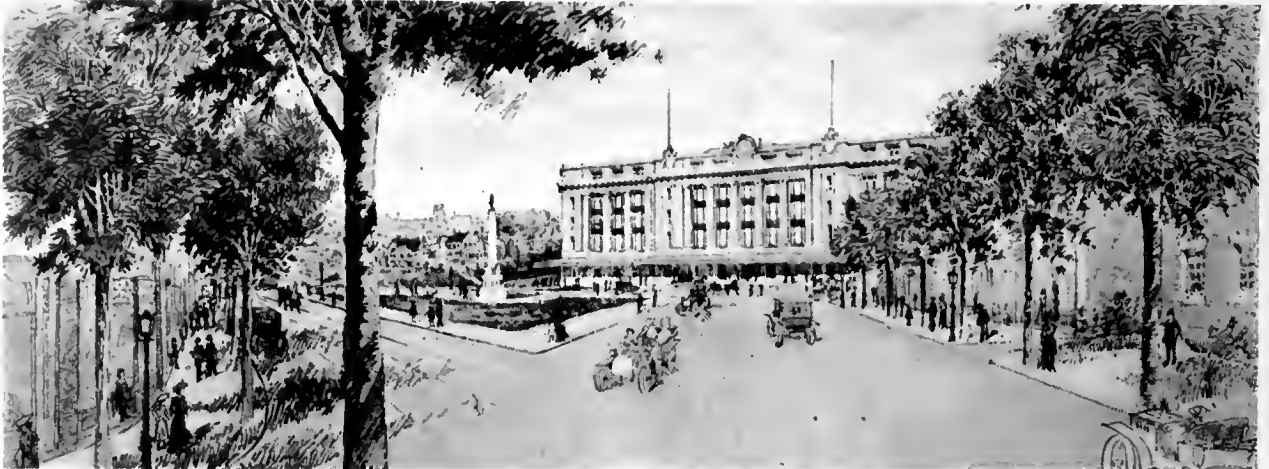
*Board of Parks and City Planning.*—In 1912 the Board of Parks and City Planning, of which Dr. C. P. Steinmetz was chairman, engaged John Nolen, of Cambridge, Mass., to prepare a preliminary plan for city improvement and extension. In his report, which has not been printed, entitled "Planning a City for the People," Mr. Nolen expresses astonishment at the meagerness of the lands owned by the city. Beyond the barest necessities for buildings required for immediate purposes, there was practically no provision for those things, upon which the welfare of the people rests. The urgent need in city planning, it is pointed out, is to give greater consideration to the benefits which come to the whole body of the people through improvements that concern everybody, and to

the west. There are now practically no continuous streets extending around the city, but the city is fortunate in possessing a number of good radial thoroughfares. The bridging of the deep ravines which cut through the bluffs that surround the old town, and the connecting up and completing of the encircling system of streets are recommended.

*Results.*—Since the report was submitted the city has been particularly active in acquiring park lands, the most interesting achievements following the lines suggested in the plan being the acquisition of the Cotton Factory Hollow for park purposes, and of a part of the waterfront for recreation

## Scranton Pennsylvania

A report on the "Improvement of Scranton" was submitted to the City Improvement Committee of Scranton (146,811) in 1912 by John Nolen, of Cambridge, Mass.



SCRANTON.—Proposed Approach to Railroad Terminal and Direct Connection with Court Square, the Focus of the City's Life.

work for a higher ideal of homes and recreation. Mr. Nolen urged that immediate steps be taken to gain possession of the riverfront and of the ravines and valleys, particularly the Cotton Factory Hollow property, and he indicated the provision that should be made for more ample schoolgrounds for school children; for larger playfields for the older children in the school and for the young men and women at work; for parks located in different neighborhoods for the use of the entire population and adults alike; and for outlying reservations—all united into one comprehensive design by means of connecting parkways, boulevards, and park streets.

*Thoroughfares.*—The next most urgent problem in the replanning of Schenectady is that of designing a complete and adequate street system. One feature of special interest, to which Mr. Nolen refers, and which is close to realization now, is that for a satisfactory and dignified western gateway for Schenectady, plans for which are being prepared by William Barclay Parsons and the city engineers. It is proposed to span the terminal basin with an imposing concrete bridge, leading out in two directions toward

The city has now completed the fiftieth year of its corporate existence, and while that very fact may be urged, and reasonably, as an excuse for the lack of development, still the city has reached a point when the welfare of its 150,000 people demands that rational development along the lines suggested by Mr. Nolen be expedited and, if necessary, forced.

*The Recommendations.*—In investigating Scranton's city planning problems, Mr. Nolen emphasizes the importance of the central district or focus of the city life, Court-house Square, a tract of 420 by 500 feet, and the need for improving its appearance and making it thoroughly accessible. He recommends that prompt steps be taken to establish new building lines and proper building restrictions around the Square and throughout the central section of Scranton. He proposes that direct connection be made between the Lackawanna Terminal and the Court-house Square, and he urges the improvement of the system of main streets and thoroughfares, both within the city and county. He submits, as an illustration of more modern methods of city extension and land subdivision, a

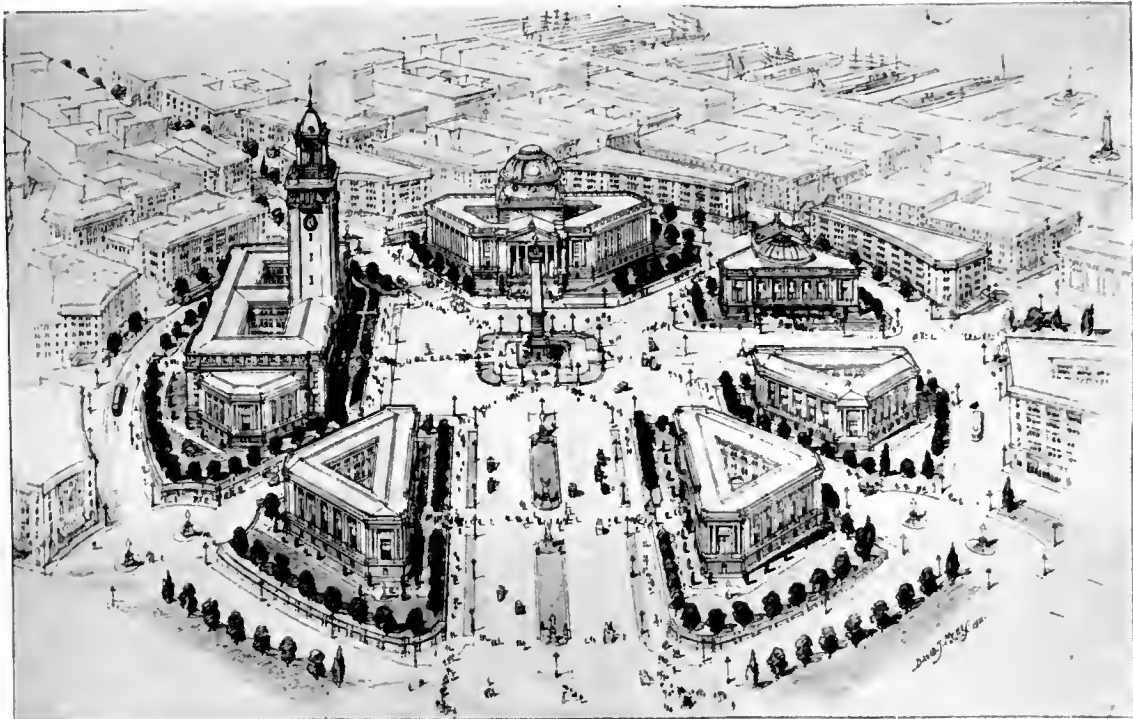
plan for the "South Side." Finally, he makes recommendations for the acquisition of well-located land for parks, boulevards, and playgrounds, and to this end he urges the appointment of a park commission. Mr. Nolen's proposals have not been printed, but the report submitted to the City Improvement Commission is well rounded out, illustrated with diagrams and plans, and contains many valuable suggestions which the city authorities cannot afford to overlook.

*The Century Club Work.*—In 1913 the City Improvement Department of the Century Club of Scranton engaged the Department of Surveys and Exhibits of the

much of the city, and the problem of alley dwellings are pointed to as requiring immediate attention.

## Seattle Washington

The site of Seattle (349,639), between the shores of Puget Sound and Lake Washington, is interrupted by rivers, canals, lakes, and by many hills, some with precipitous slopes rising to heights of 300 to 400 feet. During the period of rapid growth of population, which began

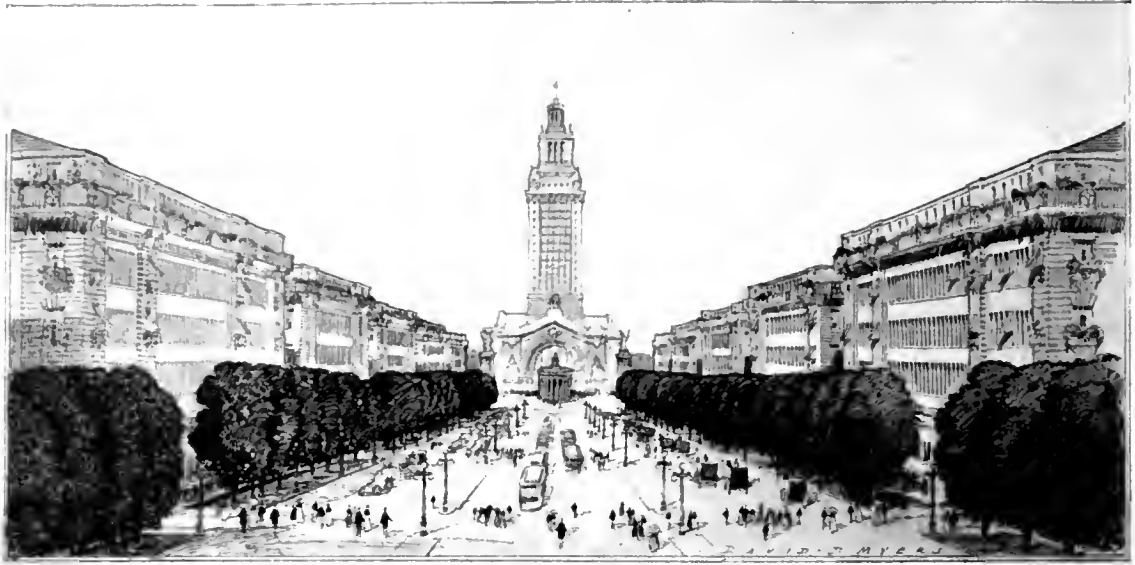


SEATTLE.—Proposed Civic Center at Fourth and Blanchard Streets with a Magnificent Setting Visible from all the Environmenting Hills and from the Harbor and Puget Sound.

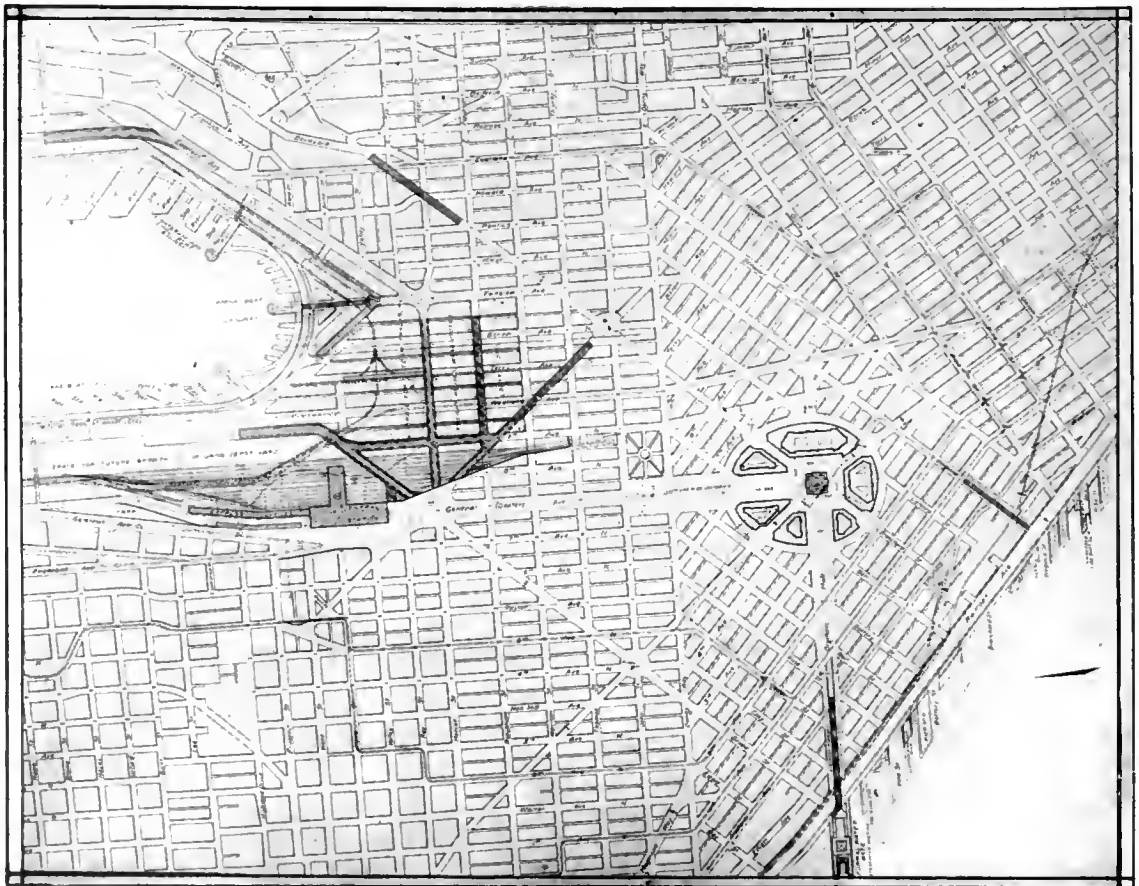
Dividing the center is Central Avenue, leading to the railroad station. Leading off to the right is the proposed Olympian Mall, whose axis pierces the loftiest peak of the Olympic Range, and which will serve as an approach from the Sea.

Russell Sage Foundation of New York to make a preliminary diagnosis, or pathfinder survey, of general social conditions. Zenas L. Potter, Franz Schneider, and Shelby M. Harrison, director of the Department, made the investigations which covered a wide range of subjects. These were published in a little pamphlet entitled "Scranton in Quick Review." Of special interest here is the section in the report on civic improvement. The report recommends that the work of John Nolen be carried ahead to a point of fruition and that further data be gathered to show the importance of adopting some plan at least for the guidance of city growth. It emphasizes the serious grade crossing problem which confronts Scranton; the desirability of adequately bridging the numerous streams that run through the main section of the city; and the need for improvement of the banks of the stream. The billboard nuisance, the lack of paving in

about 1890, engineering projects, designed to overcome some of the obstacles in the way of city extension, were carried out on a large scale, particularly in the wholesale cutting away of hills and the filling of valleys. A comprehensive park, playground, and boulevard system was also prepared under the direction of Olmsted Brothers. Year by year, under the direction of a Park Commission, this latter plan, occupying ravines wooded with giant firs, skirting bodies of salt and fresh water, or crowning hills with commanding prospects, has gone forward till now; while in no sense complete, it has come to stand, in a large measure, for the high purposes and ideals of the city. These experiences doubtless had their effect when, in 1909, under the initiative of the Washington State Chapter of the American Institute of Architects, and with the cooperation of the Chamber of Commerce and the Commercial Club, a charter amendment authorizing a municipal plans com-



SEATTLE.—Railroad Station. View Along Central (Dexter) Avenue, from Civic Center as Proposed. Central Avenue will provide a direct and inviting boulevard approach from the railway gateway to the Civic Center.



SEATTLE.—Plan of Railway and Civic Center Area, Showing Broad Connecting Avenue Three-fourths of a Mile Long, Viaduct over Railroad Tracks to Lake Union Waterfront, Olympian Mall, and Water Gate.

mission to prepare a comprehensive plan of the city and its environs, at a cost not to exceed \$60,000, was submitted to the voters and adopted by the largest favorable vote ever recorded for a similar measure in the history of the city.

*The Municipal Plans Commission.*—The Commission, numbering twenty-one, and selected from leading organizations throughout the city, was appointed in 1910. W. R. B. Willcox, fellow of the American Institute of Architects, served as a member of the Commission. Virgil Bogue, of New York, was engaged to take charge of their planning work. Mr. Bogue had never previously been engaged in the planning of cities but had had fruitful experience in connection with the problems of railway and marine traffic.

*The Report.*—The Commission published its final report on September 7, 1911. It dealt with arterial highways, rapid transit, civic art, harbor improvements, railway transportation, and the civic center, and contained general and detailed maps with appendices, giving the engineering data for the construction of the various projects considered. The plan developed inward from the periphery coördinating the highway, rapid transit, railway and water grades. The civic center, in its form and location, was the outcome of the solution of these practical problems, rather than the point of departure.

*The Referendum.*—When the proposals of the Municipal Plans Commission were submitted to the voters for adoption, it developed that, while they favored the making of a plan for the city as a general principle, they viewed its adoption in concrete form from the narrower, though quite natural, point of view of individuals who feared their properties were likely to be disturbed by the improvements suggested; consequently the sum of individual objections accomplished the rejection of the plan as a definite plan of procedure, under the prescribed two-thirds vote, although, be it said, the plan was approved by a majority of the voters. However, the motive which actuated the voters in the rejection of the plan in its entirety was amusingly illustrated at the same election when, as a separate measure, under the title of a comprehensive plan of port development, that portion of the Bogue plan relating to the improvement of the extended waterfront of the city was submitted by the Port Commission and adopted by the voters as a definite program. Since then \$6,000,000 has been expended in accordance therewith.

*Recent Results.*—Improvements and extensions to the highway, rapid transit and a railway system have since been undertaken in accordance with the Bogue plan, but the civic center project will doubtless remain in abeyance for some years, while the more vital commercial developments are being pushed to the utmost.

C. H. Alden, member of the Committee on Town Planning of the American Institute of Architects, is one of those active in promoting better and more comprehensive planning in Seattle.

## Sheboygan

Wisconsin

The City Planning Commission of Sheboygan (28,559), the successor of the City Park Commission, has been

restricted in its opportunities for service by the limited powers granted it by the City Council and the failure of the Council to cooperate with it in projects in hand. Nevertheless, the Commission has given serious consideration to the employment of experts, and expects that additional powers will be granted it such as will give the Commission an opportunity to be of real service to the city along lines which the Commission has mapped out. W. J. Hollingsworth is an active member of the City Planning Commission.

*Industrial Housing.*—Near Sheboygan is the new village of Kohler, now being developed by the Kohler Company, of which Walter J. Kohler is president. Extensive plans have been made for the village embodying the most advanced principles of town planning. A separate improvement company, independent of the Kohler Company, has been incorporated to buy and sell land, build houses, and assist in developing the community. Phillips & Brust, architects, have prepared plans for the houses and community building, and the first group of houses is now in process of construction. A comprehensive plan has been prepared dividing the village into industrial, commercial, and residential zones and providing for playgrounds, parks, athletic fields, and recreation centers. A unique feature is a building to be erected as a home for single men of modest means. The building is exceedingly attractive and will be set in pleasant, spacious grounds. Each man will have a separate outside room, and there will be baths, reading- and billiard-rooms, and bowling-alleys.

## Shenandoah Pennsylvania

A report on city planning and civic improvement in Shenandoah (29,201) from the Shade Tree Commission would seem to indicate that the city was very backward in general planning for future growth. The Shade Tree Commission, of which J. F. Brown is secretary, appears to be the only organization engaged in the work of city improvement.

## Shreveport Louisiana

Without funds, the City Planning Commission of Shreveport (35,230), appointed in 1915 by the City Commissioners, has been able to accomplish little in the way of actual improvement. This Commission has been supported in many ways, however, by a committee of citizens which has suggested numerous lines in which the official Commission could be of service. There is also a Civic League, a Clean-Up League, and many other organizations that are interested in city planning and civic improvement. Numerous suggestions have been made for the grouping of public buildings. Plans are on foot for extensive ornamental lighting in the city. There is a well-organized Playground Committee using vacant lots, and a Park Association which has accomplished much that is worth while with small funds. The planting of trees is encouraged by neighborhood associations, but the city is in need of further advice as to the best method of

accomplishment in this field. Extensive plans have been prepared for the development of the waterfront for commercial and industrial uses. Good progress has been made in street improvement. The Commissioner of Public Utilities, Lem J. Kahn, is interested particularly in information pertaining to park systems, the grouping of public buildings, laws for city planning, and procedure in preparing a comprehensive city plan.

## Sioux City

Iowa

A few years ago a privately organized body was active in city planning in Sioux City (57,078), but its accomplishments were limited. Sioux City has twenty parks with over 1,000 acres, 800 of which are in Stone Park. The remaining parks have an area varying from a fourth of an acre up to 38 acres. There are about 13 acres of waterfront in possession of the city, which are leased for commercial purposes until 1924. There is a playground superintendent employed by the city; at least ten pieces of property have been purchased by the School Board, and a portion of four parks has been set aside for recreational purposes. The schools are used as community centers to quite an extent. The city possesses a very good building code, but it embodies few housing restrictions.

## Somerville

Massachusetts

The Planning Board of Somerville (87,039), appointed under authority of the Massachusetts Acts of Legislature (Chap. 494, 1913), has had only minimum appropriations sufficient to meet its office expense, so that it has been unable to engage experts or the services of any assistants

competent to investigate conditions as proposed in the Act. The Board has held regular meetings, and, as a result of the limited study which it has been able to give to the city's planning problems, it recommended the removal of certain unsanitary and run-down buildings, the planting of street trees, the acquisition of areas for playgrounds, the construction of a boulevard connecting Somerville and Cambridge by the widening of one of the present narrow connecting streets, the construction of a cross-town transit line, and the like.

The Board has given special consideration to housing problems within the limits of its small appropriation. The more stringent regulation of sanitary and social features of tenement house life and construction, and the development of unused land along the Mystic River as sites for industrial plants are urged. The chief need of the Board is a more adequate appropriation by the city for its work.

Malcolm F. Sturtevant is chairman of the Board.

## South Bend

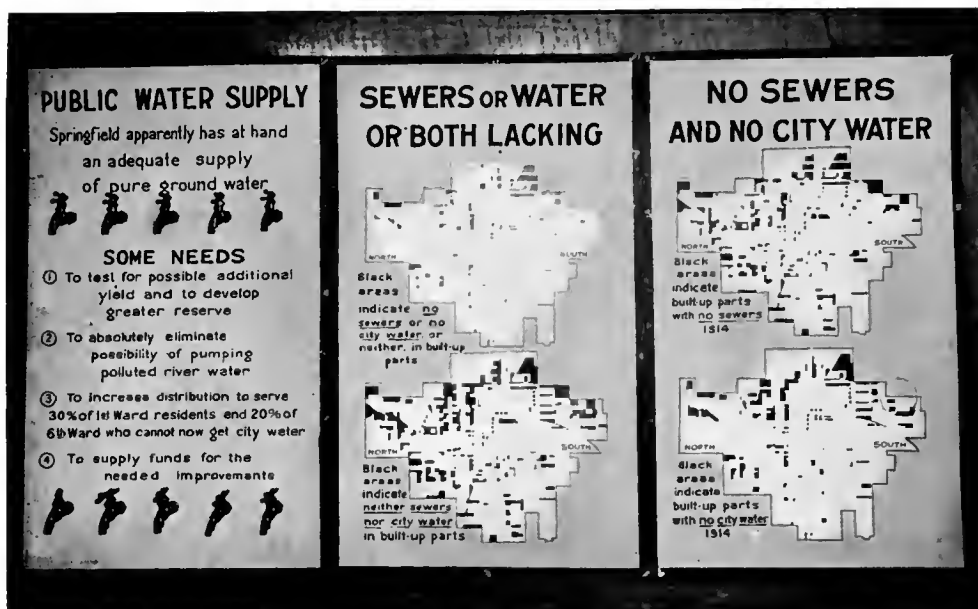
Indiana

Comprehensive city planning in South Bend (68,946) has not yet been agitated. Civic improvement endeavors have centered about the development of the park system and the recreational and playground features of the city plan. More recently, housing, under private enterprise, has received a decided impetus. In 1915, 103 acres were added to the park system by the purchase of the Rum Village Woods. These beautiful woody hills immediately adjoining the city are, with the river, its chief civic asset. They serve a section where previously there had been no publicly owned property. This purchase, with a smaller area recently acquired on West Division Street, now completes a chain of parks around the city, which will eventually be connected by boulevards. With the recent purchases, the city now has 366 acres of parks, which, in point of acreage, is nearly adequate for the present. A boulevard system is being developed. The entire plan for the park system is being carried out in accordance with a scheme laid out by George E. Kessler, landscape architect, of St. Louis, in 1912.

*Recreation.*—In a little over two years, South Bend took first rank among cities of its class in Indiana for up-to-date, supervised recreation. This recreational development is largely the result of the social center work begun five years ago by the Social Welfare Committee of the Chamber of Commerce. This Committee decided that it was advisable to have an expert investigation and report. Funds for a recreational survey were donated by a number of citizens, and Francis R. North, field secretary of the Playground Association of America, made a careful survey of the needs and facilities of the city and a detailed report, including recommendations for a city-wide system of recreational and educational activities. As a result of Mr. North's survey, a permanent advisory body called "The Municipal Recreation Committee," was appointed in 1914, whose membership represented all the leading organizations in the city. F. W. Barnes, of Kansas City, was selected as director of recreation. The activities of this



SPOKANE.—Monroe Street Bridge and Spokane Falls.



Courtesy The American City

SPRINGFIELD.—The Survey Exhibition.

The social and sanitary factors in the civic life of Springfield were accentuated in this investigation. City Planning surveys, on the other hand, deal to a much larger extent with the physical foundations of the city's life.

Committee have more than measured up to the expectations of the citizens of South Bend. A new element has been introduced into the life and activity of the city. Some idea of the extent to which this new recreational movement has reacted on the lives of the adults and children of the city is gained by the total tabulated attendance at all the municipal recreational activities throughout the year 1916, namely, one-third of a million persons.

**Housing.**—The most recent civic movement is the organization of a Housing Committee known as the South Bend Homes Company, consisting of public-spirited citizens whose interests were affected by economic conditions. This Committee was organized in February, 1917. Ernest W. Young, architect, of South Bend, has made a report and prepared a tentative scheme for a general housing development involving collective purchase, design, development and control, and an expenditure of over \$500,000.

**Other Results.**—The State Housing Law enacted two years ago is in force, and there is also a new building code which was recently presented and adopted. Plans are now being completed for the elimination of grade crossings, and the actual work of elevation of the New York Central tracks will be begun within the current year. This will make possible the unification of railroad stations, a feature South Bend has long needed. There is no commercial waterfront, but the river, which flows through the city and is now in a neglected state, is to be useful in creating the boulevard system laid down in the Kessler plan.

## Spokane Washington

By public vote, at the next election, the people of Spokane (150,323) will determine whether a city planning

commission is to be appointed. The city officials have carefully considered the proposition for the establishment of a city planning commission and have concluded that legal difficulties will be solved and public sentiment more accurately gauged in this way. If the people favor the proposal, the new commission will have powers similar to those held by the present Park Board, except that it will not have the authority to spend or appropriate money for improvements, but it will, however, be authorized to employ city planning experts to prepare a comprehensive plan.

**Parks.**—Spokane has been fortunate in the acquisition of a splendid group of parks within the past ten years, aggregating 1,934 acres. In 1907 there were only 173 acres; but about that time the public demand for systematic planning of public parks, by an authority free from political influence, led to the organization of a City Beautiful Committee, under the leadership of A. L. White. The efforts of this Committee resulted in the adoption, by popular vote, in May, 1907, of a charter amendment placing park matters under an independent, non-political Board of Park Commissioners. A. L. White was appointed chairman and has served in that capacity since that time. Immediately after organization, the Park Board employed Olmsted Brothers, of Brookline, Mass., to devise a plan for a complete system of parks and boulevards. Their plan and report has served as a basis for the development of the parks of Spokane, and many acres have since been acquired in accordance therewith. Much remains to be done, however, in the improvement of undeveloped parks and playgrounds and in linking the parks and open spaces together with a comprehensive system of boulevards, as outlined in the original Olmsted plan. This latter work is now being carried out gradually.

**The Park Report.**—The report of Olmsted Brothers,

which covers the work done from 1891 to 1913, is published in a document distributed by the Park Board of Spokane. The Olmsted report is interesting as a city planning document as well as a study for a park system. It takes up matters having to do with the development of the city plan along broad lines, particularly in the construction of diagonal avenues, the rerouting of street railway lines, the adjustment of steam railroad terminals to the city plan, better subdivision of land, the provision of building-line setbacks, the limitation of the height of buildings, and the like. Unfortunately, only those proposals relating to the park system have been followed. Now the citizens of Spokane are beginning to realize that park development was but one step in the direction of comprehensive city planning, and the Chamber of Commerce, the Realty Board, the Advertising Club, and other organizations have appointed committees to aid the movement for the appointment of a comprehensive city planning commission as outlined above.



SPRINGFIELD.—The Civic Center, Facing Court Square, from the Inception of Which the Civic Awakening Dates.

## Springfield Illinois

The survey, as a prerequisite to city planning and civic improvement, is now generally recognized in America. In no instance has it received a more thorough trial than in Springfield (59,618), the capital city of Illinois. Here, however, the investigation and findings were confined solely to the social and sanitary aspects of the city's life, rather than to the strictly physical aspects of city building.

In 1913, the Springfield Improvement League and the Springfield Survey Committee joined in engaging the

Department of Surveys and Exhibits of the Russell Sage Foundation to survey the city. The sum of \$6,000 was raised locally and the Foundation itself made an appropriation for this purpose. Nearly one dozen small pamphlets were issued, covering the results of the survey. These reports cover many matters of vital importance, but the two most interesting, from a city planning standpoint, are on housing (by John Ihlder) and on sanitation (by Franz Schneider). The membership of the Improvement League has since been increased to 2,000, and its usefulness for the advancement of the best interests of the city along social and sanitary lines has been greatly augmented.

*City Beautification.*—A movement is now on foot for the grouping of state buildings, for which purpose \$100,000 has been raised by private subscriptions to be applied to the purchase of land. This movement is part of a general program for city beautification in connection with the Centennial Celebration to be held in 1918. A statue of Abraham Lincoln and Stephen A. Douglas will be unveiled on the capitol grounds. The state will begin the erection of a Centennial Memorial Building which will cost about \$1,000,000. There will be many other features of the celebration, extensive preparations for which are being made, including repaving of streets, erection of an ornamental lighting system, placing underground all wires in the down-town district, and a general program for the beautification of the city. The plans involve expenditure on the part of the city government, private corporations, and individual owners, of about \$1,500,000. George H. Helmle, architect, is active in both housing and city planning work, and Dr. and Mrs. Geo. T. Palmer are leaders in the social survey activities.

## Springfield Massachusetts

Springfield (105,942) has long been recognized as one of the most attractive of the eastern cities. It underwent a civic awakening about five years ago when, by a vote of the people, a bond issue for a group of civic buildings was authorized. An architectural competition was held for the selection of an architect and, as a result, a plan was adopted and carried out which has given to the city one of the most charming groups of civic structures possessed by any municipality in the country. Later a City Planning Board was appointed under the Massachusetts Act of 1913, which has been one of the most active of the fifty-odd boards established in Massachusetts under this law. It has issued four reports, the first of which shows a broad appreciation of the scope of city planning work and the importance of basing work on sound fundamental data. The Board has not received support from the city administration in keeping with the importance of the work which it has in hand. It has been striving, therefore, to secure the backing of the people in order that the authorities may be induced to cooperate with it in carrying out its proposals. The Commission secured a small appropriation in 1915 and engaged Frederick Law Olmsted to cooperate with it in devising adequate approaches to the city, in preparing plans for the redemption of public squares, and for the improvement of the waterfront.



## Springfield Ohio

A slumbering spirit has been awakened in Springfield (51,550), since the beginning of the new year, that promises to develop into constructive action, looking to the preparation of some comprehensive plan for the town. The Chamber of Commerce, of which Don Siddle is secretary, has appointed a Committee to consider the detailed organization of an effort for city planning. Up to this time, city planning in Springfield and investigations along these lines have not been undertaken, but it is believed that the work will progress with the backing of the Chamber of Commerce. Harry S. Kissel, member of the City Planning Committee of the American Civic Association, is one of the live and interested supporters of city planning.

## Stamford Connecticut

A movement to secure an official city planning commission in Stamford (35,119) has been vigorously agitated by members of the Civic Federation of Stamford, of which Herbert F. Sherwood is president. For two years the Mayor of the city, also, has urged upon the City Council the desirability of its taking favorable action on this matter, and it would seem that Stamford was actually going to begin city planning work before long.

*Housing.*—There has been organized recently a Housing Committee, under the auspices of the Associated Charities, which is now raising funds to enable it to engage advisers for the work it has in view. The Committee, with the cooperation of local capitalists, is directing its efforts toward the erection of about 100 model cottages for workmen, a site for which has been secured.

*Parks and Recreation.*—Stamford has only 89 acres of parks, an area quite inadequate for a city of its size. The chief park fronts on the Sound, and the city is considering the acquisition of another riverside reservation with connecting boulevards. Various associations of the city are using the schoolhouses as social centers, giving plays and dances. At the expense of the city, also, several summer playgrounds have been maintained on school premises under trained direction. A recreation center, with a paid director, is maintained by the Associated Charities in its own building, and it is intended to extend this by utilizing the schoolhouses also.

*Transportation.*—The grade crossing problem in Stamford is not serious. There is a very good station and approaches on the main line of the New Haven Railroad. Waterfront facilities for commercial purposes have been developed to some extent, the boat plying daily between New York and Stamford carrying freight chiefly for local manufacturers. The restriction of building heights is now under consideration.

## Stockton California

In his recent message to the City Council, the Mayor of Stockton (35,358) urged that the council take action

toward having a comprehensive plan of the city prepared. Supporting the Mayor is the Stockton Chamber of Commerce, of which J. P. Irish, Jr., is secretary, one of the live commercial organizations on the Pacific Coast. The California State Law of 1915 on city planning permits cities in the state to undertake city planning on a broad scale.

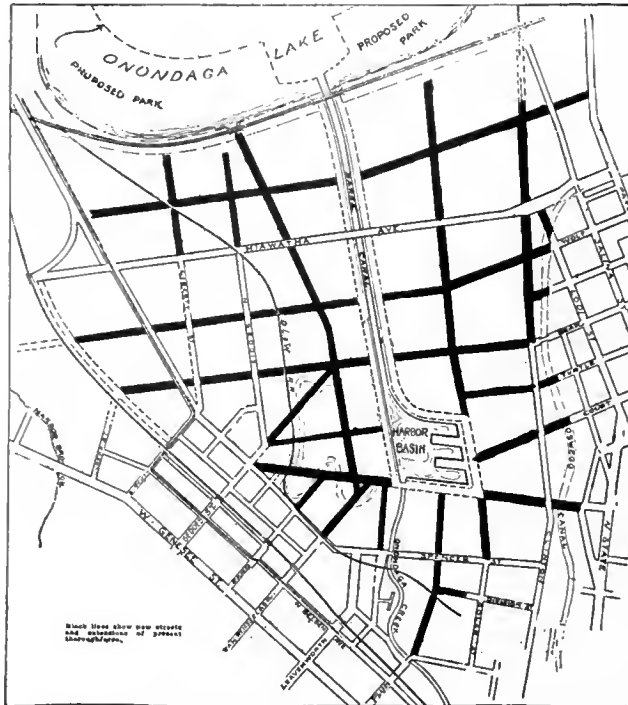
The project with which Stockton is most concerned at the present time and on which the Chamber of Commerce has been working is the deepening and widening of Stockton Channel and the San Joaquin River, with the ultimate object of providing a channel 20 feet deep and 300 feet wide from Stockton to the sea. This route is 50 miles long, and its terminus is at the Golden Gate entrance of San Francisco Bay. A full description of this problem is contained in "Ports of the United States," Bulletin No. 33, Miscellaneous Series, Bureau of Foreign and Domestic Commerce.

Stockton has a limited park area—about 50 acres in all—which is much too small for a city of its size. Its playground system is under the control of a Playground Commission, of which Mrs. C. M. Jackson is president. The schoolgrounds and buildings are extensively used for this purpose. The housing situation in Stockton is not under any direct control, but is, of course, under the supervision of the State Commission on Immigration and Housing. Joseph Losekann, president of the San Joaquin Valley Association of Architects, was largely responsible for the present building ordinance.

## Syracuse New York

"The City Sensible," has been the watchword of the City Planning Commission of Syracuse (155,624). The Commission has tried throughout its existence to work hand in hand with the city fathers, the men who must furnish the money for the things they desire to see carried through. The Commission has taken the stand, also, that the business man in the community, the man interested in making the city a good and comfortable place to live in and to do business in, was the one whom the Commission should interest.

*Chamber of Commerce Committee.*—About five years ago, the City Planning Committee of the Chamber of Commerce was the active body in city planning work. This Committee, of which Albert L. Brockway was chairman, found that one of the problems which needed immediate attention was the bad and uncontrolled subdivision of land—the fact that districts in the outlying portions of the city and in the territory immediately adjoining the central built-up areas were being subdivided by real estate speculators without regard to the extension of main avenues or arteries of circulation. The Committee went to work and had a bill prepared and passed by the legislature, which made it obligatory for those subdividing land to submit a map in order to have their subdivisions accepted by the city, and not only within the city limits, but within 3 miles of those limits; that map to be filed with the County Clerk, subject to the approval of the city engineer.



Courtesy: The Municipal Journal

SYRACUSE.—Plan Commission's Scheme for New Thoroughfare and Street System about the Harbor Basin.

*The Commission.*—In 1913, the City Planning Committee of the Chamber of Commerce submitted to the Mayor a proposed bill providing for the creation of a city planning commission as a new department of the municipal government. This bill was approved by the Mayor, was taken to the legislature and made into a law. The city of Syracuse thereupon appointed a City Planning Commission. Now matters referring to the subdivision of land are submitted to the City Planning Commission, and the latter now has the extension of the city completely under its control.

The Commission on its appointment was authorized to employ an expert. The Commission engaged Clarence E. Howard, of Chicago, who had formerly been working with Daniel H. Burnham and E. H. Bennett. Mr. Howard has been with the Commission for the past three years, studying the various problems that have come up and working out plans for their solution.

*Work of the Commission.*—The Commission, among other things, has been preparing an official map of the city and has been studying the questions of rapid transit, playgrounds, the extension of the park system (plans of which were originally drawn by George E. Kessler of St. Louis), and the revision of the layout of railway property in the city. Syracuse is known to those who have been there as *the* city in the United States where the principal railroad right of way runs through the main street at the level of the pavement, and this is one of the problems to which the Commission has given earnest consideration. It has submitted plans to the city officials for opening new streets and extending old ones in a district which is to be served by the new barge canal, with proper

street connections with the city center. This plan has been officially approved by the Commission and city officials. The whole scheme is part of a program for the industrial development of the terminal section and has the active backing of commercial organizations in the city.

*Work in Phoenix.*—In November, 1916, the Commission coöperated with the officials of the town of Phoenix, N. Y., in the replanning of the burned section of the city, and Mr. Howard prepared a unique scheme for the rebuilding of a central area in which all property owners have been asked to coöperate. This scheme calls for the entire revision of the present lot lines and has the unusual feature of providing a central court, accessible to traffic from the surrounding streets, on which stores and shops will front.

*Railroads.*—Bion J. Arnold, of Chicago, recently submitted a report on the elimination of railroad grade crossings which, as noted above, is one of the most pressing problems with which the city is confronted. A feature of Mr. Arnold's recommendations is a plan for the revision of street lines and of transportation rights of way, to accommodate expected city growth. This includes the placing of the New York Central Railroad tracks from the east in the bed of the old Erie Canal and from the west on the West Shore Railroad right of way. The plan calls for a new station for the New York Central Railroad and the conversion of the present New York Central Station into an interurban trolley station and public market. The cost of the New York Central work is estimated at \$6,000,000.

The City Planning Commission now finds that the Mayor and the Common Council heartily endorse such projects as it submits for approval, and that the authorities call upon the Commission for advice before taking steps in carrying out municipal improvements of city-wide importance.

## Tacoma Washington

Tacoma (112,770) is called "The City of Parks." She is, in fact, set in a vast natural park, with America's highest and most majestic mountain in its immediate foreground. The beautiful waters of Puget Sound form the boundary of part of the city, and the rugged wall of the mighty Olympic range serves as a background. There



TACOMA.—Wright Park, Occupying about 28 Acres at the Crest of a Gentle Rise in the Heart of the City.

are twenty-three parks under control of the metropolitan park district of Tacoma, a board of five commissioners, of which Frederick Heath, architect, is president. The parks have a total acreage of 1,114. Point Defiance Park,



TACOMA.—Point Defiance Park (638 acres), Bounded on Three Sides by Puget Sound.

Tacoma is set in a vast natural park, of which the rugged wall of the mighty Olympic Range forms the background.

formerly a Government reservation, with over 638 acres and a waterfront of approximately 4 miles, is a natural park bounded on three sides by Puget Sound. From it, views of sea and mountain and harbor stretch out in a never-ending panorama. But the park system of Tacoma has never been fully developed, and no plans for the extension of the system are under consideration. No boulevards or parkways connecting the various parks now laid out or proposed have been constructed, although plans for about 18 miles of parkway have been drawn.



TACOMA.—View of Olympic Range from Point Defiance Park.

There are 1,114 acres of parks in the possession of the city, but there is a large amount of work yet to be done to create a real park system.

A comprehensive city plan, the so-called Olmsted plan, was adopted by the Tacoma Land Company which laid out the city. This plan, while admirable in many respects, was practically abandoned in the course of actual development. Spaces left for public use were built upon and practically no provisions for future development that might

in any way be called comprehensive have since been made, except in certain industrial and commercial areas where considerable foresight has been shown. Today there is no commission, committee, or improvement society engaged in city planning or propagandist work for city planning.

Tacoma is a shipping, commercial and industrial city, and the terminus of several important transcontinental lines. She has one of the really fine harbors of the world and is gradually developing needed facilities there, as commerce and industry require and in accordance with a comprehensive port plan laid down many years ago. With the coming of new industrial concerns to the city, streets must be extended and utilities provided. Already a reclamation project of large proportions is being carried out in the area known as the Tide Flats. A water transportation project between Tacoma and Seattle, providing for the deepening, straightening, and revetting of the Puyallup River for 20 miles is being pushed forward. Freight railroad terminals are generously planned, with provision for immense extensions; grade crossings are being eliminated, and large sums have been spent on buildings and grounds for passenger terminals, but there has been no real unification or coördination of such facilities.

Frederick Heath and George Gove, architects, the former, president of the Board of Park Commissioners, have consistently fostered the movement for better city planning.

## Taunton

### Massachusetts

The City Planning Board of Taunton (36,283) appointed by the Mayor in January, 1914, under the Massachusetts Act of 1913, has made several contributions to constructive planning, notably in securing the widening of the principal avenue approach from the railway station to the center of the city and by the establishment of a building-line. The Board has been working under various handicaps, and with an appropriation of only \$700 a year, \$400 of which has been expended for expert advice, the sum of its accomplishments is not very large. It is absolutely essential to the proper performance of the work of the Board that it have the coöperation of the officials and of the general public, and a more specific definition of its duties.

## Terre Haute

### Indiana

The one step that has been taken in Terre Haute (66,083) toward comprehensive planning was started about three years ago when George E. Kessler, of St. Louis, made a tentative plan for the development of a riverside park, but the work has never progressed beyond that stage. The Chamber of Commerce, of which E. H. Clifford is secretary, is interested in the furtherance of city planning work.



TOLEDO.—Neighborhood Center as Proposed, at the Entrance to Ottawa Hills, a Heavily Restricted Residential Development of 1,280 Acres, of Which 400 Acres Have Been Set Aside for Parks and Playgrounds.

## Toledo Ohio

Under a provision of the charter of the city of Toledo (191,554), the Mayor has authority to appoint a city planning commission with power to control the design and location of works of art, to advise on the planning, design and location of public buildings and other public structures, and to pass upon the platting of streets and other

pare general plans for submission to the public. This Commission did a great deal of intelligent work and finally called upon Arnold W. Brunner, of New York, and Mills, Rhines, Bellman, & Nordhoff, architects, of Toledo, to prepare plans for a city hall to be placed within the area later to be designated by the Commission as the proper place for a civic center. The city has not yet acquired the ground recommended by the Commission, though there is more likelihood of its doing so at the present time than at any time in the past. The plans for the city hall were



Courtesy *The American City*

TOLEDO.—The Art Museum. Green and Wicks, Architects.

A building such as this will stir civic pride and exert an influence toward higher ideals of civic accomplishment.

public places. The duties of the Commission also include the preparation of a plan for the future physical development of the city. The Planning Commission was appointed in 1915.

*Civic Center.*—About 1910, under former Mayor Brand Whitlock, a commission was appointed to make recommendations on the location of a civic center and to pre-

made in detail, and the city has already paid approximately \$30,000 in architectural fees, but at no time was a printed report of the proceedings of this Committee submitted, nor any drawings of the proposed civic center and the grouping of buildings therein made. Recently, however, Mills, Rhines, Bellman & Nordhoff have made a tentative civic center plan, for the purpose of assisting

the present City Plan Commission in determining certain points in connection with the erection of public buildings.

*Parks.*—Parks, playgrounds, and community center work have recently been placed in charge of a new department of the city government, the Department of Public Welfare, and this Department is now constructing a portion of the park system according to definite plans laid out for this purpose.

*Housing.*—The Ottawa Hills development, which is being carried out by the E. H. Close Realty Company, of which Paul A. Harsch, a member of the City Planning Commission, is vice-president, is one of the most interesting planning enterprises in Toledo. The whole tract contains 1,280 acres and 400 acres have been dedicated to public purposes and will be equipped as parks, playgrounds, golf-courses, athletic fields, and the like. The plan was carefully drawn, and restrictions are imposed, so that eventually Ottawa Hills will rank with Roland Park, Baltimore, the Country Club District in Kansas City, Forest Hills Gardens on Long Island, and Shaker Heights in Cleveland, as an example of modern principles of town planning applied to private developments. John North Willys is the promoter of the Ottawa Hills undertaking. John J. Watson is supervising the work of development and has had the advice of Frederick Law Olmsted as consultant.

## Topeka

### Kansas

A partial city plan for Topeka (48,726) was made in 1913 by Charles Mulford Robinson, of Rochester, N. Y., for the Civic Improvement Committee of the Chamber of Commerce. Although the report has never been published, and no large projects have been carried out in accordance with the plans submitted, certain greatly needed improvements in details of the city plan as proposed in the report, have been consummated; namely, the installation of a boulevard lighting system, the paving of certain streets, and the establishment and maintenance of park spaces. The Chamber of Commerce is planning to publish the report and then to distribute copies of it among the people of Topeka. It is believed that the big recommendations will appeal to the citizens of Topeka and that, if they are given a chance to study them, they will cooperate in some constructive movement for comprehensive planning.

Topeka is the capital of Kansas. The State House Square, a very attractive reservation of 20 acres, lies close to the business section and is surrounded on three sides by the residential district. The streets generally are lined with fine shade trees, and have sidewalks with ample grass-plots. The city has 240 acres of city-owned parks and playgrounds.

In May, 1914, the Department of Surveys and Exhibits of the Russell Sage Foundation submitted a report on the public health situation in Topeka, made by Franz Schneider, Jr., of the staff of the Department, with the cooperation of state and city governmental departments, in which numerous diagrams, illustrations and full statistical data were used to illustrate and support the findings. The evidence is convincing that Topeka needs to

eliminate a number of objectional and unsanitary conditions by the extension and improvement of the sewer system, the eradication of wells and privies through police restriction, condemnation, publicity, and so on. The public health situation in Topeka is, according to the report, one of good natural resources, fair development of material sanitary improvements, and the neglect of modern methods of administrative control.

## Trenton

### New Jersey

A City Planning Commission was appointed in Trenton (111,519) by the Mayor, Hon. Frederick W. Donnelly, in 1911. This Commission was composed of twenty-five representative citizens, of whom at least fifteen were experienced in one or more of the technical phases of city planning. W. F. Sadler, deceased, was chairman, and Edmund C. Hill, secretary. The Commission held frequent meetings, made investigations into a number of problems submitted for its consideration, and undertook, on its own initiative, the preparation of plans for the solution of other important problems, notably those having to do with transportation facilities. Mayor Donnelly appreciated the work of the Planning Commission and gave his support to it, but the City Commissioners as a whole were not in favor of its proposals, and so practically all of these were vetoed. The Commission has since dissolved.

*Results.*—Out of the interest aroused by the activities of the City Planning Commission, there have come certain desirable improvements and plans for improvement. Charles W. Leavitt, of New York, was engaged by the city, in 1914, to make studies and recommendations on specific projects. His plans were submitted in a report which has not yet been published, and which dealt with the improvement of the riverfront, the acquisition of land on Assanpink Creek, the improvement of the site of an abandoned city reservoir by converting it into a recreation field, and so on. On the whole, the city has accomplished a great amount of good work since the City Planning Commission ceased its activities. The riverfront now belongs entirely to the city, and much of it has been improved. About a mile of land on one side of Assanpink Creek, belonging to the city, is being laid out for park purposes under the direction of John W. Thompson, of Trenton.

*Civic Center and Traffic Square.*—A civic center project is being agitated by various bodies. It is proposed that the creek above referred to be arched over in the central section of the city and that a general civic center project be developed above. City Commissioner George B. LaBarre, Director of Public Safety, has made a detailed and exhaustive study of plans for the relief of congestion in the central business district. In January of this year he submitted a plan for a great city square. His plan requires the purchase of all property privately owned within an area forming a rectangle, 195 feet by 330 feet. The cost of this improvement will be \$800,000. It would involve the clearance of land which, with buildings, has a value of \$500,000. The LaBarre plan would provide a terminus

and turning-place for suburban trolley lines, a site for two public comfort stations, a trolley waiting-room 80 feet square, a trolley station platform 250 feet long, a driveway, ample sidewalk space, and a cabstand.

The Chamber of Commerce has been a steady supporter of every movement of this sort, and William A. Kleemann, architect and former member of the City Planning Commission, and other architects, have rendered service.

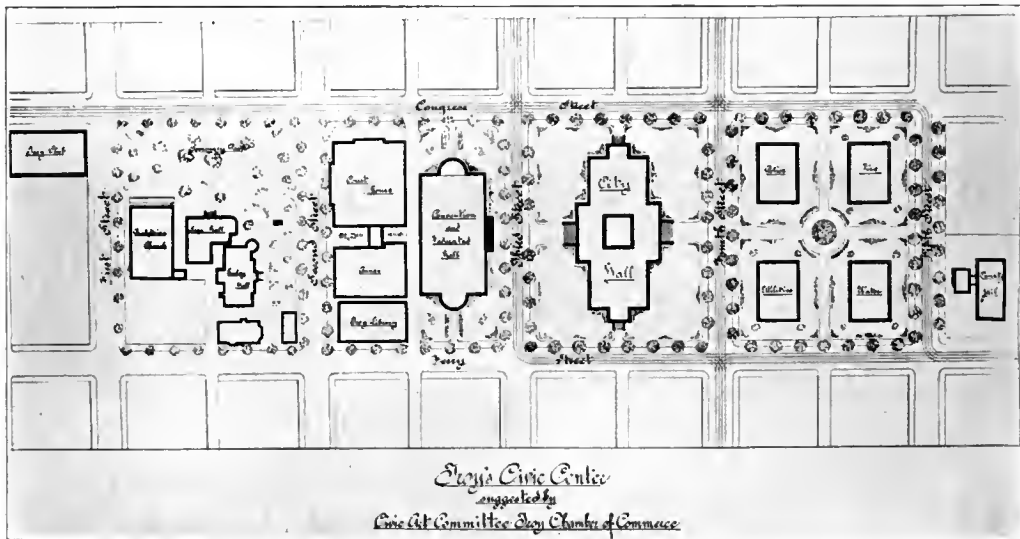
## Troy New York

A complete reorganization of the Chamber of Commerce of Troy in 1916 is expected to result in giving new vigor to the city planning movement in that city. In 1913, the Chamber was all but successful when it started a campaign for general civic improvement and city planning. At that time various committees gathered full information on city planning progress from more than forty cities in America to determine their best line of action. Then the Municipal Affairs and Civic Arts Committee of the Chamber conducted an "Ask the People Campaign" in which selected questions, embracing many forms of city welfare and city planning, were mailed to thousands of people. The answers to them were tabulated to obtain a full analysis of public opinion on matters pertaining to civic improvement and city planning. As a result of this

opinion, but the people of Troy were given a new view of the possibilities for civic advance, which it is the intention of the reorganized Chamber of Commerce to capitalize in the new program referred to above.

*Public Improvement Commission.*—Quite the most remarkable constructive city planning effort that Troy has known is that undertaken in 1889 by the Public Improvement Commission, authorized by an act of the Legislature. This was composed of five citizens appointed by the Mayor. Palmer C. Ricketts, now president of the Rensselaer Polytechnic Institute of Troy, was the chairman. This Commission drew plans for large areas and made provisions for streets, sewers and other public improvements, and filed maps with the city. These have ever since been followed and have served as valuable guides for all succeeding administrations. Unfortunately, however, the Commission was short-lived, owing largely to political conditions. It was a pioneer movement.

*Housing and Building.*—In housing for workingmen, nothing has been accomplished in Troy. There is one interesting subdivision now being completed on a 75-acre tract, under private control, which will provide homes for people of moderate means and will contain park features similar to the best layouts in other cities. However, following the 1913 movement for a better city building, the authorities appointed a committee on which Edward B. Loth, architect, served, to prepare a complete building code and one which would include adequate provision for



TROY.—Plan for a Civic Center.

survey, a very interesting report, emphasizing the various needs and opportunities for city development in Troy, was published and definite recommendations presented therein on which to begin a big and constructive movement. The principal recommendation called for the appointment by the city officials of a committee of fifteen to be known as the "New Troy Committee," to serve for a period of five years and to study the better planning and development of the city along social, recreational, civic, and industrial lines. Various difficulties arose that prevented a full development of this expression of public

housing control. The code as prepared, adopted, and now in force contains a number of notable provisions, particularly with reference to the restriction of neighborhoods to certain uses, with the joint action of property owners, the prevention of types of building construction architecturally inferior to the surrounding structures, and the like.

*Troy Housing Association.*—The appointment of the Committee which drafted the present code was partly the outgrowth of agitation for a state housing law. About five years ago an organization known as the Troy Housing Association was formed and coöperated with similar

organizations which had been organized in other second class cities in New York state under the guidance of the National Housing Association. The Troy Housing Association raised \$500 to prosecute the work of securing adequate laws for the control of housing. The state law that was passed was subsequently repealed, and it was immediately following that repeal that the city of Troy



TROY.—Beman Park.

The city's parks are loosely connected and widely scattered. Boulevards have been projected but not laid out.

proceeded to revise its building and housing code. Many of the material requirements of the State Housing Law were adopted in the Committee's building code.

*Recreation.*—Recreation facilities and parks have not been laid out according to any big or comprehensive plan. Playgrounds have been instituted in various parts of the city under the auspices of the Civic League, a women's organization. Schools are used to a limited extent for meetings and recreation. A beginning has been made in the use of vacant lots for school gardens. The city has not yet made any forehanded purchases of areas for play.

*Parks.*—Troy has made only limited reservations for park properties, and those that exist are loosely connected and widely scattered; boulevards have been planned and projected but are not yet developed. There are no waterfront parks. Prospect Park, on an elevation in the heart of the city, has 80 acres, and there are a number of smaller parks and five playgrounds. G. D. Baltimore, who was very active on the Municipal Affairs and Civic Arts Committee of the Chamber of Commerce, was for many years actively in charge of the parks.

*The Problems.*—Suggestions have been made for a civic center plan, but these have not yet merited official favor. No scheme has been worked out for the unification of railroad terminals or for the elimination of grade crossings. A Dock Commission has been organized and is planning to expend several millions of dollars in the improvement of the waterfront. Public terminals have been planned, and the land for the construction of these has been condemned. The time is ripe for beginning a campaign that will lead to the appointment of an official city planning commission.

## Tulsa Oklahoma

In October, 1916, the City Club of Tulsa (30,575) appointed a committee on city planning to determine a program of action for securing a comprehensive city plan. It has found its chief task, however, to be that of awakening local interest in city planning. Incidentally, it has made a study of and submitted recommendations for the acquirement of certain properties to be used as a public square or common. George Winkler, member of the American Institute of Architects, is interested in this work.

The city has a commission known as the Park Board, supported by public appropriations. This Board has under its protection five public parks and playgrounds developed with little of landscape or architectural interest. Emulating the example of a number of western cities, like Des Moines and Davenport, Tulsa is in the midst of agitation for the building of a boulevard along the riverfront for a distance of about 5 miles.

The railroad situation is particularly bad, the waterfront is undeveloped, streets receive a fair amount of attention, and civic art and community centers are in a feeble state of development. Tulsa is a new city. Many of its residents are temporary, and the task of accomplishing anything that is worth while in city planning is especially difficult.

## Utica New York

As a result of an active city planning campaign undertaken by Utica (85,692) about eight years ago, the city has made notable progress in the improvement of its railroad terminals and trackage facilities and in the development of a comprehensive park scheme.

*Early Beautifying Committee.*—In June, 1906, a committee called the "Committee on Improving and Beautifying the City of Utica" was appointed by the Chamber of Commerce to study certain urgent problems, with authority to engage an expert. To the Committee it became evident that their problem was of such scope that it affected nearly every part of the city and all the elements of the city plan. The Committee employed Frederick Law Olmsted, Jr., of Brookline, Mass., to undertake the study of the technical problems involved and to give special attention to park and railway improvements. Mr. Olmsted submitted his report in February, 1907. It outlined a program of work that would help shape the future public policy of Utica and to meet squarely and satisfactorily the anticipated problems of increased population and industrial growth. His report, which was published by the Chamber of Commerce, outlined a general scheme for traffic thoroughfares and arterial roads, and especially for the solution of the pressing problem centering about the elimination of the grade crossing at a point called Baggs Square. It was largely through the findings of Mr. Olmsted that the railroad and the city agreed on adopting a plan for this location that insured for the future ample provision for traffic safety and a reasonable protection of esthetic values.

*Railroads.*—Since 1908 the railroad company has been induced to undertake work in grade crossing elimination which has involved an outlay by the company of over \$5,000,000, by the city of \$1,000,000 and by private citizens of about \$250,000. Utica now has one of the finest railroad stations in the United States for a city of its size. Its freight terminal facilities have also been improved as a result of moving the channel of the Mohawk River for a distance of over a mile to a point 2,000 feet from its former location, and the consequent straightening of the right of way of the railway lines. Much of this work was accomplished about 1910, two years after the city planning studies were made.

*Parks.*—The Olmsted report was of great value also in bringing the public to a realization of the need of more park lands and boulevard connections. A short time after its publication, certain citizens of Utica presented the city with some extremely fine park areas, and a notable advance was made in a direction in which it had previously been greatly deficient. At the present time the city has a good park system of about 600 acres. The plan of Mr. Olmsted is being followed in the development of the park system, and an annual appropriation is made for this purpose.

## Walla Walla Washington

The Park and Civic Arts Club, formerly the Woman's Club, organized in 1908 has been the active backer of a movement for the preparation of a comprehensive city plan for Walla Walla (25,136). There is another Committee, appointed by the Mayor in 1916, which is investigating the general civic needs of the town. The Park Club referred to has raised by private subscription, and expended, about \$10,000 in the improvement of parks and playgrounds.

*Parks.*—There are two parks, with a total area of 50 acres, at opposite ends of the town. Two hundred acres of land, irregularly distributed along the banks of a local stream and ideally situated for park purposes, are in the possession of the city. In the parks are 16 acres reserved for playgrounds, supported and supervised by the Park and Arts Club. The School Board is showing interest in plans for recreation and has made some progress in developing play-spaces around the schools.

*Housing and Zoning.*—The building of better dwellings, the improvement and enforcement of housing laws, and the zoning of the city are being agitated, but the city is not ready for such measures. The City Commissioners have been interested in the plans and accomplishments noted but have provided no funds for constructive work.

*Streets.*—Street improvements are not carried out in a broad way. The city engineer, Walter Rehorn, has advocated measures that would put such work on an orderly basis, but the Commissioners have failed to provide the money needed for the realization of his plans. Lighting and telephone wires are gradually being placed underground in the business district, but they seriously disfigure the residence sections, and are a constant menace to the city's trees.

*Financing Improvements.*—A city ordinance provides

for the financing of city improvements through assessment on benefited districts up to 50 per cent of the value of real estate, exclusive of improvements. Miss Grace G. Isaacs is president of the Park and Civic Arts Club, and O. C. Soots is secretary of the Commercial Club.

## Walpole Massachusetts

Walpole (5,490), a little rural industrial town in the eastern section of Massachusetts, has won for itself considerable distinction for its enterprise in town planning work. Charles S. Bird, Jr., chairman of the Massachusetts Federation of Planning Boards, is the chairman of the local Town Planning Committee, which engaged John Nolen, landscape architect, of Cambridge, Mass., in 1913 to prepare a general town plan as a guide for all future planning. Mr. Nolen's plan, which was published in a bulletin and distributed among the people of the town in the spring of 1914, shows thirty-nine specific improvements, which are numbered on the plan and then described by number in the bulletin.

The town plan was adopted in March, 1914, by vote of the town, and an educational campaign carried on to promote general interest. Safeguarding regulations were adopted, including the betterment act, the board of survey act, the reserve space act, concurrent jurisdiction, authority for the town planning board to act as park commission, and the tenement house act. A compilation of laws was also made, and the preparation of a topographical survey carried through.

There were some nineteen or twenty physical improvements executed, including the widening of the main streets, the establishment of building lines, the acquisition of park lands, the inauguration of an improved civic center development, the enlargement and improvement of school-grounds, the development of playgrounds, and a five-year program of systematic street changes.

One notable town planning improvement came through the gift of 175 acres adjoining the high school, as a town forest. The town appropriated \$9,500 toward development, and 16,000 trees have been planted, 1,000 being set by school children. The complete plan includes an amphitheatre, swimming-pool, playgrounds, and the like.

Organization and administration have not been neglected. A competent civil engineer has been engaged; a Walpole 1920 committee formed; the study of town government begun; the activity of the Board of Trade increased, and the coöperation of a real estate association secured. This program of town planning and town development by Walpole, with a population a little over 5,000, is an illustration of what a small town can do.

## Waltham Massachusetts

A Planning Board, organized under the Massachusetts Law (Chap. 494, Acts of 1913), and a Board of Survey, organized in 1909, are the active agents in city planning in Waltham (30,570). The function of the latter Board



has to do more particularly with the control of land subdivision, with authority over new plats laid out by real estate developers. A law similar in scope to that under which the Waltham Board of Survey was organized has since been passed as a general law by the legislature, subject to adoption by any city.

A number of new streets proposed by the Board of Survey have been constructed by the city according to the plans submitted by them, and in other cases property owners have been persuaded to cooperate for the common good. In all, the Board has planned nearly 11 miles of streets and approved nearly 7 miles, petitions for which were submitted by various parties. The complete street plan of the whole city and abundant data for action in any district improvement is now on hand, but no comprehensive plan for the whole city has yet been undertaken. The latter work is being considered by the City Planning Board of Waltham which has in hand three lines of investigations: the study of congestion, a study of the tenement house problem, and the platting of new districts. Waltham has an adequate system of local playgrounds, including two large athletic fields, all under the direction of a recreational commission, and about 250 acres of parks, which, for a city of its size, is quite satisfactory.

## Washington\*

### District of Columbia

Out of the chaos that followed the American War of the Revolution came the idea for a permanent seat of government for the Confederate Colonies. That there was need for a capital no one doubted. Yet, when the time came to select a capital, a violent controversy arose. The claims of many cities were presented. The problem was solved by a political play which resulted in fixing the location on the banks of the Potomac. The Potomac site, around which such a fierce legislative conflict raged, had a primitive and uncultivated beauty. To project there a city which would fittingly symbolize the sovereignty of the young Republic was the huge task that confronted President Washington. When the Congress had finally authorized the location on the Potomac, President Washington took active charge and appointed L'Enfant, an educated French army engineer, to cooperate with him in the selection of the site, and when that was done, to lay out the Capital City. L'Enfant planned and prepared a framework for its development which the ablest architects and artists now, more than one hundred years after the plan was drawn and its execution begun, have confessed themselves unable to improve. The trouble that grew out of the temperament of Major L'Enfant and the necessity of his dismissal in 1792, and the cause of his differences with the Capitol Commissioners, it is quite unnecessary to dwell upon here. It is sufficient to say that L'Enfant's plan was carried out with excellent judgment by Andrew Ellicott, seconded by Washington. It is worth noting here that, while the initiation and foresight of Washington were indispensable to the plan, Jefferson,

who entered heartily into the project, was most useful in its development. He showed his active sympathy by sending to Major L'Enfant on April 10, 1791, the plans of Frankfort-on-the-Main, Carlruhe, Amsterdam, Strasburg, Paris, Orleans, Bordeaux, Lyons, Montpellier, Marseilles, Turin, and Milan, on a large and accurate scale, which he said had been secured by him while in those cities. Jefferson, like Washington, had an adequate conception of the future of the Federal city.

*Early Development of the Plan.*—In its history, the city of Washington (363,980) has had to live through the day of small things. The plan of L'Enfant met the obstinacy and lack of artistic sense of certain legislators who closed the vista between the White House and the Capitol by

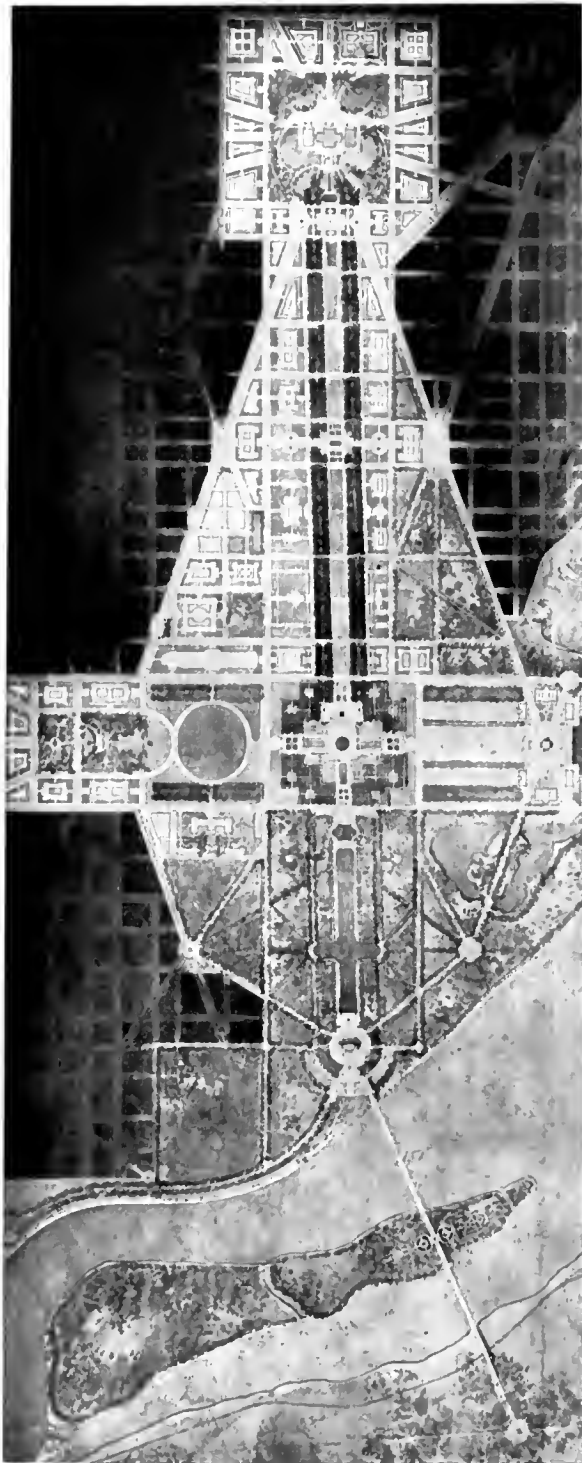


WASHINGTON.—The L'Enfant Plan.

insisting on the erection of the Treasury across the line of Pennsylvania Avenue. Then, later on, when Congress seemed determined to minimize everything national, it retroceded to Virginia the part of the 10-mile square on the south side of the Potomac River and furnished substantial proof of its contracted view of Washington's future. This was quite a departure from the broad, liberal attitude of Jefferson. It was a day of little Americans, and whenever they are in control the National Capitol always suffers.

*Post-Bellum Period.*—Then there was a period after the Civil War, that period when art and architecture in this country was at a low ebb and buildings erected were without form and void. When we think of the millions that were spent in the construction of the State War and Navy Department Buildings in Washington, which, like the Treasury Department, cut off another vista from and to the White House, we ought to rejoice that we have returned to better days. It has been a struggle with the Philistines, but we now have come under the elevating influence of men like McKim, Hunt, Post, Burnham, St. Gaudens, Olmsted, and other leaders among American architects and artists.

\*Acknowledgment is due to Wm. Howard Taft for the free use in this outline of portions of a paper by him on "Washington, Its Growth and Its Future," appearing in the National Geographic Magazine for March, 1915.



WASHINGTON.—The Mall, a Great Parkway Extending for a Distance of Two and Two-thirds Miles from the Library of Congress to the Potomac River Lined by Sites for Public Buildings, a Main Feature in the Plan of L'Enfant and the Cherished Core of the Great Development of Washington, Recommended by the Park Commission in its Report to the Senate Committee of the District of Columbia in 1901.

*The Senate Commission.*—Since 1895 there have been in public life and in positions of authority men in whom innate and artistic sense has been united with energy and disinterested effort, men who have shown a pride and anxiety that the country uphold and follow accepted canons of art, and who have had the practical ability to compass their patriotic purposes. Such a man was Senator James A. McMillan, of Michigan. For years he was at the head of a Committee on the District of Columbia in the Senate. To him is due the revival of interest in the proper development of our country's capital. For twelve years he gave a very considerable portion of his time and thought to putting in good order the District of Columbia. With him the development of the District of Columbia was a constantly expanding idea. By the time of the centennial of the removal of the seat of government to Washington, he had his ideal clearly in mind, and before the architects were called in, he had planned to make Washington a model capital. He organized the Commission consisting of Burnham, Olmsted, St. Gaudens, and McKim, who made the report to his Senate Committee in the Fifty-seventh Congress entitled "The Improvement of the Park System of the District of Columbia."

*Work of the Commission.*—When Mr. Burnham suggested that the Commission should go abroad, Mr. McMillan promptly furnished the money; when it was necessary to have expensive models made of the Mall system, he again aided the project financially; and when, in the last stages of the work, Mr. McKim insisted that the architectural drawings be presented adequately, Mr. McMillan told him that he might go ahead, and that if the Government would not pay he would. The work of enlarging and renovating the White House, which is now, in its simple dignity and beauty, a monument to the brilliant genius of Charles Follen McKim, was due to the initiation and insistence of Mr. and Mrs. Roosevelt and the assistance which Senator McMillan and Senator Allison rendered in securing, in the spring of 1902, the necessary appropriations.

*Senator McMillan.*—Senator McMillan reported the new plans for the improvement of Washington to the Senate on January 15, 1902, and on August 11 of that year he died. After his death, between \$10,000 and \$15,000 of money that he had advanced was paid back to his estate. The park next to the Soldiers' Home, in which is the filtration plan of the waterworks of Washington, is now called McMillan Park, in honor of Senator McMillan, and is only a small recognition of the debt of gratitude which the people of the United States owe to this earnest and disinterested public servant.

*Results.*—Since the revival of interest in the capital, which for convenience we may date from the celebration of its centennial in 1902, many steps of a substantial character have been taken that make for the proper growth of Washington substantially in accordance with the original plans. The movement for the clearing of obstructions in the Mall and the erection of that great monumental entrance to Washington, the Union Station, were the result of coöperation between Senator McMillan, James Cassatt, president of the Pennsylvania Railroad, and Daniel H. Burnham. The erection of the Columbus statue and fountain in the plaza before the Union Station, and the

appropriation of the land between the Station and the Senate Building and the Capitol, so as to make that all an open park, is an accomplishment, the difficulties of which are rapidly being forgotten, but which at the time seemed well-nigh insurmountable. The House and Senate Office buildings fill important links in the plans for Capitol Hill; the removal of the Botanical Gardens and the consequent improvement of the lower end of the Mall have been provided for; the National Museum and the Department of Agriculture buildings have been located in accordance with the Park Commission's recommendations; the Bureau of Engraving and Printing has been fitted into the general scheme; Potomac Island and Potomac Park are coming to be dreams realized; the Lincoln Memorial is now taking physical shape; the buildings on the west side of Seventeenth Street, facing the White Lot, have all been erected but one, and that one is under construction; the ground on the east side of Fifteenth Street, facing the same park, has been acquired.

*Commission of Fine Arts.*—In 1910 Congress provided for a permanent Commission of Fine Arts, to be composed of seven or more qualified judges of fine arts, appointed by the President and serving for a period of four years each. The law provided that it should be the duty of such a commission to advise upon the location of statues, fountains, and monuments in the public squares, streets, and parks of the District of Columbia, and on the selection of models for statues, fountains, and monuments erected by the Government, and upon the selection of artists for the execution of the same, and that it should be the duty of the officers authorized by law to determine such questions, in each case to call for the advice of the Commission. It was also provided that the Commission should advise generally upon questions of art when required to do so by the President or by any committee of the Senate.

*The Members.*—The first appointees upon this Commission included all the members of the first Park Commission, organized by Senator McMillan, and others of high artistic achievement who sympathized with the purposes of the law, including a gentleman who had been the most active and useful in all this work, and at one time Senator McMillan's private secretary, Charles Moore, of Detroit. In this way it was considered that continuity and consistency could be given to the architectural progress of Washington, and that the spirit of the report of the Burnham Commission would be made vital and energizing in everything that was done thereafter.

*Their Work.*—The Mall was the axis upon which hung most of the recommendations of the Park Commission, and it is pleasant to note that, in spite of great opposition at times, the report and recommendations of the Burnham Commission have ultimately prevailed. Thus, we shall have the great axis of the Mall beginning with the Capitol Dome, running through the Grant Monument at the foot of the Capitol Hill and the Washington Monument, two-thirds of the distance to the Potomac, and ending in the Lincoln Memorial on the banks of the Potomac, high above the river, where it will suitably crown a memorial bridge uniting the North and South, and leading to Arlington, the Valhalla of the nation's patriotic dead.

*Park System.*—No one can read the report of the Park Commission, however, without realizing the great amount



WASHINGTON.—Rock Creek Park Extension Recently Authorized, Providing for the Transformation of Rock Creek Valley into a Beautiful Winding Parkway, of over 162 Acres and Two and One-half Miles Long, Connecting the Potomac Park on the Riverfront with Rock Creek Park in the Interior. Cost for Land only \$1,300,000.

This is one of a number of improvements recently instituted and based upon the plans of the Park Commission of 1901, which extended so appropriately the original plan of Washington as laid out by Major L'Enfant in 1792.

of work that remains to be done. The park system now covers about 3,865 acres. The total acreage of the District, exclusive of water surface, is 38,400 acres. Of this, part of it ought to be done at once—the sooner the better. The great addition to the L'Enfant plan made by the Park Commission was the development of the park system of Washington outside of its original limits. The heat of Washington in the summer was a circumstance that figured much in the deliberations of the Commission. They thought that the high ridges and hills all about the city has not been sufficiently improved as places of summer resort. They sought to impress upon Congress the necessity for the acquisition of these tracts for park purposes now, when the land could be bought at a comparatively cheap price. They wished to secure a circular zone running clear from the hills overlooking the upper Potomac beyond the Tennallytown Pike, and following the line of the abandoned, but picturesque and historically interesting, fortifications erected during the Civil War for the defense of Washington, extending southeastwardly clear around to the hills above Anacostia and reaching down to the Potomac below the Eastern Branch. It is hoped that some executive agency will be given power to act and to acquire this park zone bordering the perimeter of the District, from the hills that command the beautiful Virginia Palisades of the Potomac around to the Anacostia hills that look across toward the home of Washington at Mount Vernon.

*Rock Creek Valley Reclamation.*—During the last session of Congress (1915-16) two notable additions have been made in the park system of Washington. The greater of these contemplates the transformation of Rock Creek Valley into a beautiful winding parkway connecting Potomac Park on the riverfront with the Zoölogical Park and Rock Creek in the interior. A carefully designed scheme has been elaborated for the construction of this parkway, which will be about 2½ miles in length and will comprise over 162 acres in its area. When completed it will be provided with macadam roads, bridle-paths, foot-paths, and other park features. The estimated cost of this work includes \$1,300,000 for land alone.

*East Potomac Park—A Recreation Center.*—The next most important development of Washington, adopted by Congress very largely through the efforts of the Committee on Appropriations of the House of Representatives, is the improvement of East Potomac Park, lying along the southwestern waterfront of the city and formed from a part of the area reclaimed from the river in former years. It comprises an island of 327 acres which it is now proposed to convert into a great public recreation center. This locality was for many years occupied by semi-submerged river flats which were a source of malaria, noxious odors, and unsanitary conditions of all sorts until it was inclosed by a sea-wall and filled with earth dredged from the navigable channels of the river. Congress has already appropriated \$65,000 for commencing work upon this great enterprise, which will be expended in erecting a portion of the proposed field-house and in clearing and seeding portions of the golf-courses.

*Reclamation of Banks of Anacostia River.*—Plans have been adopted for the reclamation of the banks of the upper Anacostia River, on the eastern side of the city, to pro-

vide for a large aquatic park. This will be an extension up-stream of the reclamation of the banks upon the lower stretches of the river where it flows into the Potomac, and is being carried on from year to year under annual appropriations by Congress. The plans contemplate the improvement of the banks of this river in the same manner as the Potomac River, and the addition of the resulting areas of land to the park system of the District of Columbia. The reclamation work alone upon this project will cost over \$2,000,000.

The purchase and development, at great cost, of Meridian Hill Park, on Sixteenth Street, and of Montrose Park, in Georgetown, are further evidences of the desire of Congress to add to the beauty and comfort of other sections of the city.

*Heights of Buildings Restrictions.*—The heights of buildings has been limited under act of Congress in the District of Columbia since 1899. The regulations, which have been amended from time to time, are more stringent than those of any other city in this country, with the exception of New York and Boston. No building may be erected to a greater height than the width of the street, increased by 20 feet. On residence streets buildings may not exceed 80 feet in height. The Commissioners of the District are also authorized to regulate the maximum height of buildings on such blocks as are immediately adjacent to public buildings or to the side of any public building. The Commissioners of the District are not only authorized, but directed, to denominate portions of streets as business streets, and all streets in the district not so designated are considered residence streets, but there is no statutory provision that restricts the development of residence streets to residence purposes and vice versa. Every owner is free to develop his own property, whether it is located on a business street or on a residence street, as he sees fit.

## Waterbury Connecticut

Two workingmen's housing enterprises have recently been completed in Waterbury (86,973) which have attracted attention, not only in the city and state, but among people interested in social welfare and economic housing in other sections of the country. These developments were undertaken by the Scoville Manufacturing Company and the American Brass Company. They involved, in all, a total outlay of about \$400,000. The more extensive development is that of the Scoville Manufacturing Company. That Waterbury should take so prominent a place in the matter of housing working people is not surprising, since, as a result of great activities in its factories, the city's population has increased by about 20,000 in the past year. This rapid increase led to a movement among the manufacturers of the city for improving and increasing housing accommodations, and this resulted in the engagement of John Nolen, of Cambridge, Mass., in 1916, to study the situation and report on the best solutions of the problem of caring for the newcomers. Mr. Nolen's recommendations were published and contained suggestions for improving the character of housing for employees and a survey of conditions in other

localities. The expense of this investigation was paid for by the manufacturers. The report of Mr. Nolen was published as a supplement to a Sunday edition of *The Republic*.

Outside of this effort, no measures allied to city planning have been taken in Waterbury. In the field of recreation, Waterbury has a limited park area, and that which exists was donated by citizens. Several playgrounds have also been provided through the generosity of private citizens.

There is an excellent railroad station designed by McKim, Mead & White, and grade crossings elimination is now completed. Waterbury has reached a point where she should take steps to plan wisely and in a big way for her future growth.

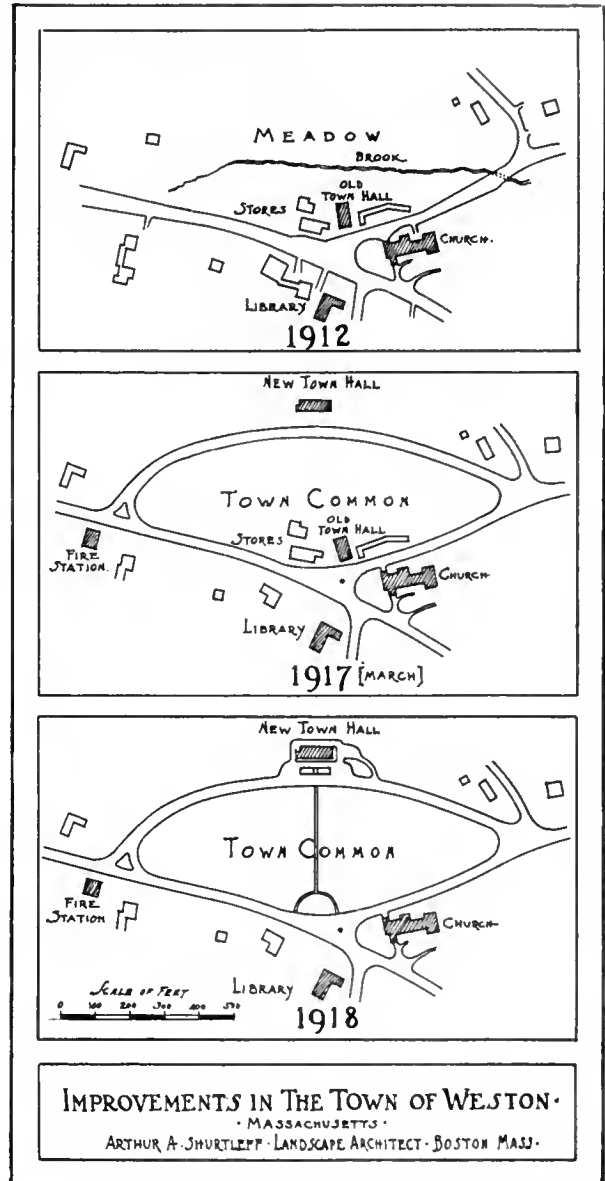
## Waterloo Iowa

In his report, entitled "The Well-Being of Waterloo," made in 1910 to the Civic Society of Waterloo (35,559), Charles Mulford Robinson credits the city with being unusually well built when measured by the standard set by other cities of its size in America. He points out certain deficiencies in the details of the existing plan which need correction, and a number of larger single problems, the solution of which would tend to stamp with more tangible self-assertion the general aspect of the city. Of these latter problems the first is the development of an adequate civic center and the next the railroads, a most serious one for the city. Physically, Waterloo is strapped and bound by these in an exceptionally trying fashion, and he proposes a scheme which will relieve the city of the worst phases of this situation. The dominating feature of Waterloo is the river, and to the proper improvement of the river banks and their reclamation from the present unsightly conditions it is urged that the city give immediate attention. Mr. Robinson proposes the employment of three experts, an engineer, a landscape architect, and a city planner, to devise ways and means for general improvement, such as is now being carried out at Davenport in the same state. In the meantime he proposes a general clearing up of the river banks.

**Parks.**—In the acquirement of land for parks, Waterloo has made a good start, but Mr. Robinson sees some remarkable opportunities for realizing a system that will serve all parts of the city in a comprehensive manner.

**Little Result.**—It is unfortunate that, with the exception of Mr. Robinson's report and the immediate interest excited by its publications, there has been no determined city planning effort, although the ever-changing municipal officers have tried spasmodically to follow some of the recommendations.

**Railroads.**—In one direction, at least, the city is making progress along the lines suggested by Mr. Robinson. In 1916 the city secured the services of H. J. Slifer, of Chicago, and at considerable expense prepared an elaborate report of the railroad situation in Waterloo, along with recommendations for a union depot. This report is about to be presented to the railroads for their consideration.



WESTON.—Showing Modifications of Plan of Central Section and Development of Civic Center and Town Common.

## Weston Massachusetts

The accompanying three plans indicate the fundamental changes which have been made in the center of the town of Weston (2,342) to avoid any possibility of the creation of a slum in the brook valley adjoining the ancient town square, and at the same time give a proper site for the new large Town Hall. The little triangular square adjoining the church and the old Town Hall served its purpose for many generations, but the town authorities saw clearly that it was entirely out of scale with modern requirements. The town took the meadow, built a road around its northern side, and has already built a new Town Hall. Dur-

ing the coming twelve months the old grocery stores, the old Town Hall, and the old carriage-sheds are to be removed. This important work was executed in part by the assistance of one of the citizens who gave a portion of the land for the new Town Common, and also contributed toward the building of the new Town Hall. The replanning of this portion of the town was done by Arthur A. Shurtleff, landscape architect, in cooperation with the Weston Improvement Committee and the Weston Board of Selectmen.

## Wheeling West Virginia

Perhaps the largest problem with which the officials of Wheeling (43,377) are confronted is that of obtaining additional areas for the expansion of the central district of the city. The city is situated in a river-bottom, or long, narrow, elliptical plateau, running parallel to the



WILKES-BARRE.—A Riverfront Improvement.

For 135 years the city owned the land and did nothing to make it of service to the people.

Ohio River, with steep, precipitous bluffs to the east. This hilly district, called Wheeling Hill, presents an obstacle to transportation and to the cohesive expansion of the city. It has been estimated that the razing of this hill and depositing the earth in what is known as Wheeling Creek, a broad expanse of low river-bottom land to the east of Wheeling Hill, would make available for city development several hundred acres of land. It has also been estimated that the sandstone and limestone taken from this hill could be used in erecting a flood-wall on the riverside of the city. The project would probably cost in the neighborhood of \$10,000,000, but it is believed that it would open up property which in ten years or more would be worth from \$20,000,000 to \$25,000,000.

While no definite plans have been laid out for the carrying out of this great project, the city is conserving its title to Wheeling Hill in order not to be handicapped with individual ownership in case the project should be carried out. Engineers are now at work making a careful survey as a basis for the study of the problem of extending the city plan into the Wheeling Hill district.

## Wilkes-Barre Pennsylvania

The City Planning Commission of Wilkes-Barre (76,776), appointed by the City Council under the Pennsylvania State Law of 1913, has served mainly in advising the City Commissioners on projects for municipal improvement laid down in the engineering bureaus of the city government. Its appropriations have amounted to but \$500 a year. As in all of the Pennsylvania cities of the third class, hopes are pinned to the state legislature for action on measures now before it, designed to increase the powers of commissions and to make mandatory a specific annual assessment on city property for the purposes of such commissions, such as will enable them to pursue investigations along more comprehensive lines. The Wilkes-Barre Commission has prepared an excellent map of the territory under the jurisdiction of the Commission, including the land within 3 miles of the city's boundaries. While it has not accomplished much in the recreational field, it has been instrumental in the appointment of a recreation commission.

*General Civic Advance.*—Apart from the work of the City Planning Commission, Wilkes-Barre has made considerable progress in the improvement of its riverfront. When the city was laid out in 1769, the founders reserved a strip of land, fronting on the Susquehanna, with a total area of 38 acres, and, also, a large diamond-shaped plot in the center of the town. For one hundred and thirty-five years no attempt was made to improve either of these reservations. In 1906, however, as a result of a campaign by the Chamber of Commerce, a tax levy was imposed for the improvement of this common land. The result has more than justified the anticipation of the projectors. A waterfront park has been developed that is one of the show places of the city. The latest step forward in this connection has been the extension of the river-common. The city now controls the banks on both sides of the stream and has condemned 30 acres of additional land for a municipal athletic field. But more than this, the work on the waterfront has stimulated the park movement as nothing could have done, and gifts of land for park purposes have since been received from many sources, so that the total acreage has been raised from 38 acres (in 1906) to 160. This latter figure, however, shows that much remains to be done. The prime movers in city planning in Wilkes-Barre are John C. Bridgman, chairman of the City Planning Commission, and R. W. Ferrell, secretary of the Chamber of Commerce.

## Wilmington Delaware

The only organization in Wilmington, Del. (94,265), at present giving consideration to the larger phases of city planning is the Board of Park Commissioners. Of the members of this Board, William P. Bancroft has been the most consistent student and advocate of city planning. The Board has laid out an improved park system of 267 acres and has now an undeveloped area of woodland with

119 acres. They have under their jurisdiction, also, nine small parks and eight small squares, unimproved, with a total acreage of 76 acres. The natural features of the principal parks along and near the Brandywine are very beautiful, though of their architectural features little can be said. The Park Board has plans for extensions which they are constantly urging upon the city authorities. There is little to which the term boulevard can be applied. There is a Playground Association, but this has accomplished very little. There have been some attempts at forehanded purchases of areas for play, but the city has done little in support of this movement.

*Grouping of Buildings.*—A group of buildings, including the new city and county buildings, is now being erected around the center square. Hornbostel & Jones

and it is likely that in time this improvement will be carried through.

*Comprehensive Plan.*—The only attempt at drafting a general city plan was that made by a Committee of the Board of Trade of Wilmington, the actual value of which, however, was not sufficient to make it of permanent interest. Walter F. Brown, architect, cooperated with the Board of Trade Committee in drafting these plans.

## Woonsocket Rhode Island

Woonsocket (44,360) is greatly in need of a recreation system and of adequate housing laws, but first of all it



WILMINGTON.—Brandywine Park.

Wilmington's outstanding civic improvements are her parks and a recently completed group of city and county buildings.

of New York, with John D. Thompson, Jr., of Wilmington, associate, are the architects for the new group.

*Housing.*—Housing in Wilmington is practically unrestricted. There are no housing laws and no restriction of areas to residential use. The Woodland Company has built houses with accommodations for about 390 families, but in so far as architectural attractiveness and community features are involved, these have little to make them noteworthy.

*Transit and Transportation.*—Transit and transportation have received some attention. The Christiana Creek has been, and remains, practically the only waterfront usable for commercial purposes. There has been much talk of getting water connection with the Delaware River,

needs thoroughfares if it is to continue to grow and prosper. It is still doing business in the same few, crooked, narrow ways, with steep gradients, laid out fifty or one hundred years ago. Owing to its steep hills and winding rivers and creek valleys, however, there are few alternative routes for the increasing city traffic.

*Preliminary City Planning Investigation.*—In January, 1915, Arthur C. Comey, of Cambridge, Mass., submitted a report in which he recommended the widening and straightening of the main streets, the opening of such alternative routes as the topography allows, and the creation of certain radial routes.

*Thoroughfares.*—The heaviest through traffic is down and up the river valley, toward Providence in one direc-

tion and toward Worcester in the other, and the widening of the waterfront levee at these points to 86 feet is recommended. Certain other important street widenings, straightenings, and cuttings are mentioned in detail. The steep hills make a complete system of diagonals impossible. A certain amount of through traffic can be diverted through the outskirts of the city by means of by-pass roads and circumferential parkways not less than 80 feet wide, the latter serving also as connections between the principal parks.

*Parks.*—Progressive American cities provide an acre for every 150 to 200 people. On this basis, as Mr. Comey points out, Woonsocket should have now 250 or 300 acres in parks, forming a complete system for all sorts of recreation for all the people. The present parks, three in all, will afford valuable links in such a series of more or less natural parks. Rivers and brooks demand special attention and should be preserved as open channels between two roadways.

*Grouping of Buildings.*—Among the many other civic improvements which Mr. Comey recommends, and which must be provided for in the development of the comprehensive city plan, is the grouping of public and quasi-public buildings, including a new railroad station planned, possibly, in conjunction with other civic buildings.

*Housing Restrictions.*—But Woonsocket needs adequate housing laws. Even the most perfect of thoroughfares and recreation systems will not avail if the housing of the people is bad. Fortunately, a study of housing in five of the largest cities of Rhode Island, including Woonsocket, was made in 1910, by Carol Aronovici, at that time director of the Rhode Island Bureau of Research. Little progress has been made since then, and Mr. Comey summarizes Mr. Aronovici's recommendations. Woonsocket's housing problem is found to be serious, and, while education is believed to be a necessary element in improving conditions, an adequate housing law is most important. A law was recommended by Mr. Aronovici in his report of 1910 but failed of passage. It is even more urgent today that such a law should be passed.

*City Planning Commission Needed.*—One of the chief recommendations which Mr. Comey makes is the appointment of a city plan commission along the lines of the commissions for third-class cities in Pennsylvania. As a basis

for a comprehensive plan prepared by such a commission, Mr. Comey states that certain surveys are essential as furnishing the one reliable foundation for Woonsocket's future development and improvement. The first requirement is an adequate topographic map. Then, there should be surveys of the city's natural resources, such as water-power, of the development of property, and of the range of land values, and the like. In short, the commission may well undertake as a part of its duties the functions of a bureau of research to which all other officials and any citizens may come for information.

If sane, conservative plans along the lines recommended by Mr. Comey are adopted, Woonsocket should gradually develop into a more convenient, healthful, and beautiful city, and continue to progress indefinitely.

## Worcester Massachusetts

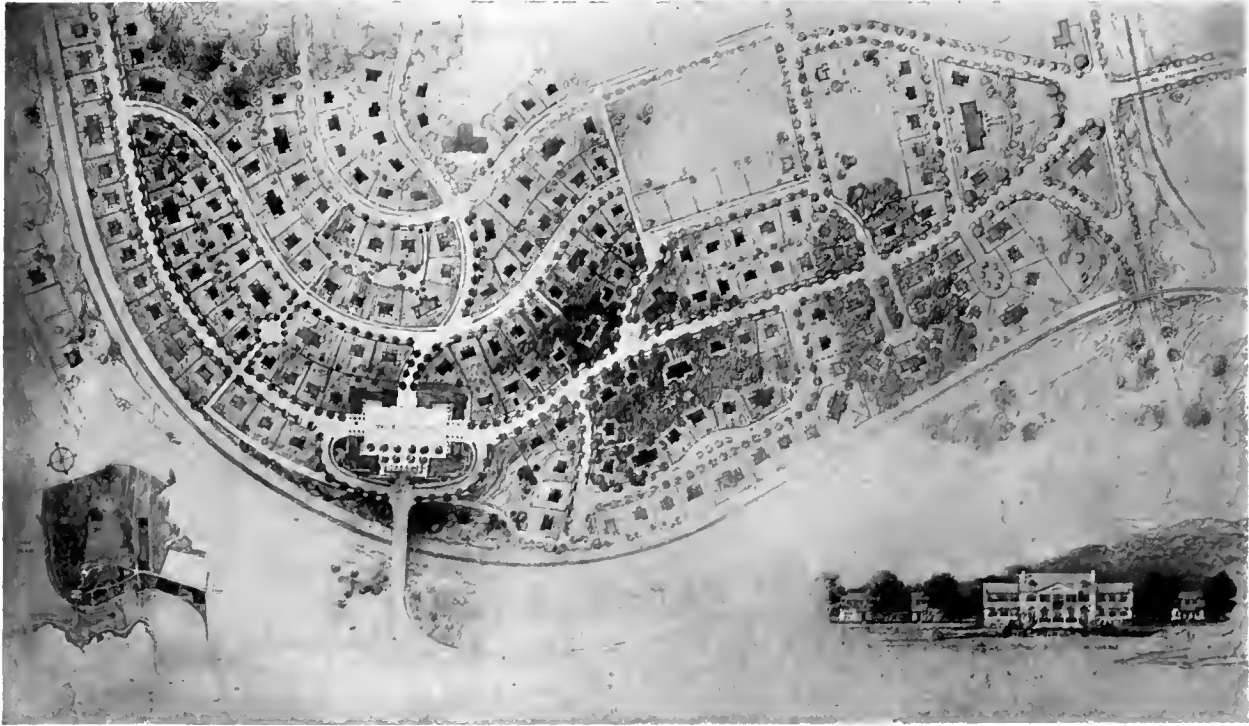
As a result of the work of the City Planning Board of Worcester (163,314), appointed by the Mayor in June, 1915, a number of new streets have recently been laid out, safety zones have been established, the movement for a zoning system is well under way, new life has been given to the movement for the establishment of a civic center, and certain details in the improvement of the city plan have been carried out. The Commission, of which Mark M. Skerrett is secretary, has received but a very small appropriation and has published two reports of its work to date.

*Commission on Relief of Street Congestion.*—In 1907 the Common Council and the Board of Aldermen appointed a Commission on the Relief of Street Congestion, with Arthur Willard French as chairman, and C. W. Fisher as secretary. The duties of the Commission were simply to make suggestions and recommendations for the relief of street congestion. The Commission felt that such an extensive and complete study as was required to adequately solve the problem with which it was confronted required the employment of an expert city planner, and that \$10,000 could be well spent for expert advice. The employment of such expert assistance was not authorized by the City Council. However, the Commission did spend considerable time in studying the city as a whole, and certain sections of the City in particular, not only with a view to relieving congestion of traffic, but also to the development of the city and its outlying sections. In its report, published on December 12, 1911, the Commission urged more absolute and particular control by the city of all street development. It presented a plan for a circumferential street and strongly advocated the preparation of a comprehensive plan for those sections partly developed. It made constructive recommendations for the present business sections of the city, practically embraced within a half-mile circle with the center at the City Hall, including a new diagonal street, not less than 80 feet wide, and parallel with a part of the main street; also the widening and extension of a number of other important streets; the improvement of Washington Square, which is, in a sense, the gateway of the city; and the location of a civic center properly correlated with the street system. All of these



WORCESTER.—Indian Hill House, Selling at \$3,000





WORCESTER.—Indian Hill Garden Village.

A recent application of modern town planning principles to a development providing home sites for employees in a nearby factory.

improvements were carefully studied and planned, and maps, photographs, and diagrams were used to illustrate the proposals.

*The City Gate.*—In 1910, as the new union station in Worcester approached completion, the Board of Trade, responding to a very general public sentiment, appointed a Committee to again consider the development of Worcester's city gate, namely Washington Square. At the suggestion of a committee of the Board of Trade, the Board engaged Olmsted Brothers, of Brookline, Mass., who made a report and detailed plans for the development of the city entrance. Owing to the financial condition with which the city is confronted, this improvement still remains in abeyance.

*Recreation and Transportation.*—Worcester has 1,118 acres of parks, divided into eighteen different tracts, with two waterfront parks and a beautiful lakeshore drive. The city has several playgrounds, and during the summer the schoolyards are used for play purposes. The transportation and transit systems have been carefully studied; grade crossings have been eliminated on two of the railroad systems entering the city, and there is a new union terminal passenger station with fairly adequate approaches. The street-car service is good and reaches out far into the suburban territory. All cars pass the City Hall, which is the main transfer station, but here great congestion exists which it is hoped will be eliminated in time. The City Engineer is now at work on a comprehensive street plan of Worcester.

*Housing.*—One of the most interesting phases of city planning in Worcester is the new Indian Hill Garden Village for employees in the plant of the Norton Grinding

Company, which has financed the enterprise. This is described in the *Journal of the American Institute of Architects* for January, 1917.

In all the work that has been carried on to promote city planning in Worcester, the Worcester Chapter of the American Institute of Architects, the Chamber of Commerce, the Automobile Club, and the Rotary Club, in addition to the City Planning Board, have taken active parts.

## Yonkers New York

The City Planning Committee of the Chamber of Commerce of Yonkers (99,838) has been the sponsor for city planning in that city. In its first report it urges the appropriation of the sum of \$1,500 with which to begin work, this amount to be used to pay for the preliminary survey by experts. Yonkers is one of the big communities in the metropolitan district of New York. Its southern boundary follows the line of the northern boundary of the Borough of The Bronx of New York City. For a city of its size it is remarkably deficient in all of those good things which go to make for wholesome community life. The city has a number of large industrial plants, employing thousands of immigrant laborers whose families are in need of those things which only the community can supply. For the well-to-do whose homes line the more attractive streets and occupy the many fine sites which the topography affords, there is no need for better city planning. The city must, however, take account of the large population which is in need of parks, waterfront recreation grounds, playgrounds, and community centers.

*Chamber of Commerce Committee.*—The City Planning Committee of the Chamber of Commerce, organized in 1913, realizes that its chief duty is to support measures for the improvement of the parks, the abolition of dangerous grade crossings, the reclamation of the beautiful Naperhan River, the location of public buildings, the improvement of the waterfront, the extension of sanitary facilities, and the like. Dr. N. A. Warren, William F. Schneider, and Henry G. Issertell, with H. Lansing Quick, and Norman G. Nims, architects, are among the active persons, members of the Chamber of Commerce, who are interested in comprehensive city planning. The City has a Recreation Commissioner. The Chamber of Commerce has a special committee on the elimination of grade crossings, and the Chamber is also at work on a plan to develop  $4\frac{1}{2}$  miles of water frontage for commercial purposes.



YOUNGSTOWN.—Low-Priced Dwellings Erected by Modern Homes Company.

## York Pennsylvania

With the completion of the foundation work with which it has been occupied for the past two years, the City Planning Commission of York (51,656) expects to engage experts to prepare a comprehensive plan. The Commission was organized in September, 1914, under the Clarke Act governing third-class cities in Pennsylvania, and has received an annual allowance of \$250. A. B. Farquhar has served as president of the Commission, and John B. Hamme, member of the American Institute of Architects, as secretary. The Commission has been assisted to a certain extent by members of the Chamber of Commerce and is now engaged in the preparation of an accurate topographical map of the city and its tributary areas. As a result of the Commission's work to date, the city has acquired a small area of park land and has passed special ordinances regulating the laying out of streets, fixing curb-lines, establishing building-lines, providing for a shade tree commission, and city forester, and authorizing the employment of expert advisers. No reports have been published to date.

*Housing and Recreation.*—Sections of the city where

housing conditions are unusually bad have received attention, and, in a number of instances, conditions have been improved by the abolishment of unsanitary dwellings. The provision of modern homes for workingmen has not been attempted. Proposals for the preparation of housing laws have received considerable attention, however, and plans are under consideration for the restriction of areas to residential use. No attempt has been made to develop a system of playgrounds on a scientific plan. In several sections of the city, playgrounds have been laid out under the direction of the Civic Committee of the Women's Club, of which Miss Katherine R. Schmidt is chairman. These grounds have been equipped with apparatus and have served a very good purpose. A land company has donated 28 acres of additional grounds to the School Board to be laid out as a public playground. The School Board has refused to permit the use of schools and buildings for recreation and community-center work. Vacant lots and temporary reservations for playgrounds have not been considered up to this time.

*Parks.*—The city possesses about 85 acres of parks, divided into a number of small tracts, a few containing playground features. Additional areas amounting to approximately 35 acres, have been set aside by the Planning Commission for future acquisition and development. These will be purchased as soon as funds are available. Between 3 and 4 miles of boulevard, ranging in width from 100 to 150 feet, have been projected and planned, but not yet opened. These sections, as now laid out, will form links in a prospective system about 15 miles in length encircling the city. The Codorus Creek, flowing through the city, is being surveyed with a view to laying out waterfront parks and broad drives on both sides of the stream. Plans are now being laid for the extension of the city limits into suburban districts, which will permit control over the layout of streets and avenues. The City Planning Commission has found the public slow to appreciate the benefits of its work and, in some instances, it has opposed the expenditure of money for such purposes. Progress, however, is being made, and sentiment in favor of city planning is growing.

## Youngstown Ohio

Efforts have been made in Youngstown (108,385) to secure the appointment of an official City Planning Commission, under the provisions of the Ohio city planning law (Special Acts, 1915). The city officials are coöperating in an intelligent way in the solution of some of the most urgent problems, and a special committee of the Chamber of Commerce, of which Charles F. Owsley, member of the American Institute of Architects and of the National City Planning Conference, is chairman, is preparing a more or less comprehensive street plan, involving the development of boulevards and main highways about the city, which is to be submitted in a report of the Chamber of Commerce in May. The plan is intended to provide for a large future increase in traffic and is based on the requirements of a population three times that of the city at the present time.

The work of city planning in its various phases is well appreciated by many of Youngstown's leading citizens and is a live issue in the city. Mr. Owsley has given lectures on the subject from time to time and, in addition to the work for the Chamber of Commerce on which he is engaged, has prepared tentative plans for a union station and plaza, soon to be carried out, and is now engaged in drawing plans for a large industrial village for employees in a local manufacturing plant.

*Accomplishments.*—There is a housing company operating in Youngstown, known as the Modern Homes Company. They have developed a considerable area with comfortable and convenient low-priced dwellings. Mr. George Huggins is secretary of the company. There is a Playground Association actively engaged in the development of playgrounds, and also a Park Commission. Grade crossings elimination is receiving attention from the committee of the Chamber of Commerce, of which Mr. Owsley is chairman, and the railroads are expected to present a tentative plan for this work in the course of the current year.

## Zanesville Ohio

Following a disastrous flood in 1913, a City Planning Committee was privately organized by various civic bodies in Zanesville (30,683), including the Chamber of Commerce, the Rotary Club, and the Public Welfare Association. The Committee had limited funds but, nevertheless, it did submit plans which were given publicity in local newspapers and which ultimately led to a general civic awakening and, constructively, to the issuance of bonds to provide for a more attractive arrangement and landscape treatment of the city's public grounds, park places, and bridge approaches. Zanesville has 75 acres of public parks, all donated to the city by private owners, but improved with roads, shelter-houses and general landscaping by public bond issue. This quota is still too small in proportion to the population of the city. The city is planning to remodel one large public market and is looking forward to the building of a new railroad station.



PITTSBURGH BEAUX-ARTS SALON COMPETITION, 1916—Prize-Winning Design for Treatment of Street Intersections.

## Summary

Even a glance over the foregoing statements for individual cities affords convincing evidence that the past year has been one of great significance to the city planning movement. Of the fifty-odd cities in the United States having over 100,000 population, twenty-two have made a distinct and notable contribution during the past year. Of the cities from 25,000 to 100,000 population, of which there are nearly 200, at least thirty have made important and constructive advances in city planning during the same period. In the cities and towns of lesser size, where normally it is difficult to arouse interest in city planning, a sufficiently large number have made contributions of one kind or another to show that the movement is making headway. The accomplishments of a few of the most important of the latter are listed in this book.

*Progress Abroad.*—In Canada, despite the war, there has been widespread interest in city planning. Notable progress has been made in the framing and passage of laws providing cities with necessary powers for constructive work. In England zeal for city planning work shows no signs of abatement. Convincing evidence of this is the great comprehensive plan which is now being made for the whole metropolitan district of London (some 2,000 square miles). In France all-inclusive plans for the development of the entire district around Paris are being drafted, and comprehensive plans for other cities, particularly Lyons, are well under way. Perhaps more striking still are the plans which are being made for the reconstruction of the bombarded cities, all according to modern scientific principles of city planning. Europe has come to realize the fact that city planning of this sort is an important part of the great lesson in efficiency which it has been obliged to learn at so dear a cost.

*Significant Facts.*—In going through the statements in this book, one is struck with the fact that the larger a city the more apt it is to take up city planning. The reason for this is obvious, namely, that in the large cities the troubles which spring from unguided and unscientific growth have become more and more evident, so that even the least imaginative are easily aroused to the importance of adopting measures designed to prevent the recurrence of such troubles in the future. If only the smaller cities would profit by the hard-learned lessons of the larger cities, they would save themselves enormous inconvenience and untold expense.

*The Leading Accomplishments of the Year.*—It is generally recognized that the most important forward step in city planning in the country during the last year was the passage of the New York Building Zone Law. Drastic as it is, the law, which restricts the height, area, and use of every building within the whole 327 square miles of the city, was put into effect by the Board of Estimate and Apportionment on July 25, 1916, by a virtually unanimous vote. In the seven months since the law has been in force, it has taken deep root, and property owners, generally, are coöperating with the city in preventing infractions of the law. The restrictions have proved a popular success, due largely to the thorough and unremitting campaign of education which was carried on and for the lack of which city planning in America has so often failed.

*Zoning Elsewhere.*—As a result of the success of the New York movement, zoning work is under way or is being agitated in the following municipalities:

Akron	Elgin	Philadelphia
Baltimore	Little Rock	Sacramento
Berkeley	Los Angeles	St. Louis
Chicago	Milwaukee	San Francisco
Cleveland	Minneapolis	Seattle
Des Moines	Newark	Springfield
East Orange	Omaha	Washington, D. C.

This certainly is a remarkable showing considering the space of time in which the movement has been gaining impetus.

*Comprehensive City Plans.*—It is particularly interesting to note that in the past year comprehensive city plans, varying enormously, however, in their intrinsic merit and practical adaptability to local conditions, were inaugurated, or have been prepared for the following cities:

Akron	East Orange	Minneapolis
Allentown	Elgin	Mount Vernon
Bayonne	Elmira	Newark
Berkeley	East Boston	Niagara Falls
Birmingham	Evanston	Omaha
Boston	Fitchburg	Oakland
Bridgeport	Flint	Pasadena
Brockton	Greensboro	Pueblo
Buffalo	Johnstown	Reading
Charlotte	Lancaster	Rockford
Cleveland	Lawrence	Sacramento
Davenport	Lima	St. Louis
Detroit	Mansfield	South Philadelphia
Duluth	Milwaukee	Walpole
Durham		

This list does not include plans of a comprehensive character prepared prior to 1916.

*Industrial Housing.*—A significant feature of planning during the past year was the work in industrial housing, the result of an unprecedented increase in industrial activities in various parts of the country. Some of the towns in which work of more than ordinary interest has been accomplished in this field are:

Akron	Kohler, Wis.	Ojibway, Canada
Beloit	Lorain	Passaic
Birmingham	Marcus Hook, Pa.	Rome, N. Y.
Bridgeport	McDonald, Ohio	Sparrow's Point, Md
Duluth	Meriden	Stamford
Erie	Midland, Pa.	Waterbury
Flint	New Haven	Washington, D. C.
Gloucester, N. J.	New Britain	Worcester
Kenosha	Norwich	Youngstown, Ohio

*City Planning Enabling Acts.*—During the past year California has passed a permissive law for the appointment of City Planning Commissions, making five states in all which have recognized city planning, the others being Massachusetts, New Jersey, New York, and Ohio. A state-wide campaign was carried on in Indiana in 1916 to secure the passage of a bill providing for city planning commissions in cities in the state. Although the bill failed to pass the legislature, there is every expectation that it will be made a law at the next session, two years hence. In Michigan, North Carolina, Texas, and Utah campaigns for state recognition of city planning are now being waged. Massachusetts has recently passed a law providing for the appointment of boards of survey with control over plat-

ting. Pennsylvania has passed a law permitting the appointment of zoning commissions in cities of the first class.

*Local City Planning Ordinances.*—In the course of the year ordinances have been passed in Akron, Altoona, Bayonne, East Orange, Elmira, Hazelton, Johnstown, Mansfield, Niagara Falls, Toledo, and in a number of California cities, notably, Alameda, Fresno, Los Angeles, Palo Alto, San Diego, San José, Santa Monica and San Rafael, creating city planning commissions under state permissive laws. Special ordinances have been passed in Cincinnati, Durham, Flint, Milwaukee, Muskegon, and New Britain creating planning commissions.

*Zoning Ordinances.*—Ordinances making zoning control effective have been passed in Berkeley, New York, and Sacramento. Ordinances creating zoning commissions have been passed in Philadelphia and Minneapolis. Similar steps are being taken in Chicago, St. Louis, Cleveland, Baltimore, San Francisco, Milwaukee, Newark, Washington, D. C., Omaha, Springfield, Des Moines, Akron, East Orange, and Mansfield.

*Interurban Conferences.*—It has become more and more obvious that city planning in the case of larger cities must not stop at the corporate limits of the city. It is to the advantage of the entire tributary area, as well as to the central city, that all of the communities within the metropolitan area should come together for a unified solution of their common problems. It was the vital importance of this idea that prompted Newark, N. J., after four years of struggle with her plans, to take steps to organize the Conference on Interurban Improvement, with Harland Bartholomew as secretary. At regular intervals the city engineers or other representatives of some eighteen neighboring towns came together to discuss frankly their common problems. This "clearing-house" has been of the greatest value. It has served not only to settle difficulties arising where towns touched one another, but has made it feasible to work out comprehensive plans for the development of the whole Newark metropolitan area. More than that, it has served to arouse from their lethargy the more backward towns, and all have had an opportunity to become familiar with the best planning practice.

Philadelphia had similar difficulties, and to solve them created, two years ago, the Metropolitan Suburban Planning Commission, of which Geo. R. Sullivan, of Merion, Pa., was secretary. The jurisdiction of this Commission was supposed to extend over all of the suburban area surrounding Philadelphia. Unfortunately, it was declared unconstitutional by the Supreme Court of the state. Since then, however, the City Parks Association has endeavored to secure voluntary action, with much the same effect, through a semi-official committee, known as the Comprehensive Plans Committee, of which John Hall Rankin, member of the American Institute of Architects, is chairman.

In 1915 there was organized in Boston what was known as the Council of Fifty, with W. R. Greeley as chairman and E. B. Mero as secretary, composed of representatives of civic and social organizations interested in an adequate and practical plan for the development of the Boston district. In November, 1915, they held a great exhibition of

city planning at the State House. The chief object of the Council was to conduct a campaign of education throughout the metropolitan Boston district as to the meaning and need of city planning.

*County Planning.*—One of the most important steps in planning that has yet been taken in this country is in the creation of the Westchester County (New York) Planning Commission, of which Chas. H. Tibbits is chairman, and Herbert E. Angell, of White Plains, is secretary. It has become more and more obvious that there is great need for planning between towns, and that it is only by carrying out comprehensive schemes for these intervening areas, while planning is still easy and cheap, that great trouble is going to be saved in the future. This Commission is making comprehensive plans for the whole county, laying particular emphasis on thoroughfares, transit lines, parks, and parkways.

*New York Metropolitan Conference.*—On March 10, 1917, at the instigation of the Westchester County Planning Commission, and at the invitation of the City Club of New York, there was held in New York a conference of ninety-six individuals, with Nelson L. Lewis and Frank B. Williams presiding, representing over fifty different cities and towns within the New York metropolitan area. The sentiment was unanimous that they should organize permanently for the consideration of their common problems. It was felt, however, that it would be much more practicable to make this organization unofficial rather than official. It is expected that monthly conferences, at least, will be held as soon as the organization is completed.

*State Planning Conferences.*—In 1915 there was formed in Massachusetts a State Federation of Planning Boards, of which Charles S. Bird, Jr., of Walpole, is chairman, whose function is to aid the town planning bodies of the individual communities and to help to bring together neighboring towns for harmonious action. This Federation has held two important conferences which have been very generally attended and have been productive of splendid results.

In California, the State Commission of Immigration and Housing has served to propagandize city planning throughout the state, and more than that, has served as a bureau of advice and information to all the cities and towns that are interested in city planning.

Particularly active in city planning, however, has been the California Conference on City Planning, which is a state-wide organization for the promulgation of city planning information and for the guidance of the new city planning commissions of the state. F. C. Wheeler, of Los Angeles, is president, and Charles H. Cheney, of San Francisco, secretary. The Conference has been holding lectures in a number of cities since 1914. As a result of its activities, the state legislature passed a City Planning Law in 1915, under which eighteen California cities have already appointed city planning commissions. The Commonwealth Club of California has also helped actively in this work through its City Planning Section, of which Henry G. Meyer is chairman, and C. H. Cheney, member of the Committee on Town Planning of the American Institute of Architects, is secretary.

The Texas Town and City Planning Association, of which E. H. McCuiston, of Paris, is president, and J. F.

Surratt, of Sherman, secretary, has already held several annual conferences which have been largely attended and which have served to disseminate city planning knowledge and interest throughout the state. They have also promoted a number of good bills affecting city planning.

The State Association of Planning Boards of Pennsylvania, which was formed in July, 1916, and of which A. B. Farquhar, of New York, is chairman, and John L. Rockey, of Harrisburg, secretary, is similar in character to the Massachusetts Federation of Planning Boards. Its function is to advance work of the various city planning commissions of the state by coöperative effort with the legislature and by a study of their common problems.

The Massachusetts Homestead Commission, of which Charles F. Gettemy is chairman, and Henry Sterling is secretary, was organized according to Chapter 607 of the Acts of 1911, and is almost a state-wide planning commission. While its duties relate primarily to housing, it has been found that its work overlaps general city planning at so many points that it has had to consider planning as an integral part of its work. The Commission is very careful, however, not to interfere in any way with the work of the local city planning commissions. Its aim is rather to coöperate at every point where it comes in contact with the local bodies.

*State Bureaus of Municipal Information.*—The State Bureau of Municipal Information of the New York State Conference of Mayors, of which William P. Capes is director, came into existence about two years ago. The State Conference of Mayors has an important advisory committee on city planning, and it has been the function of the Bureau of Information to compile and disseminate among the cities of the state information directly bearing on city planning. It has proved of the greatest value in helping to standardize practice and in saving waste. It has, furthermore, served as a strong propagandizing medium.

*State Leagues of Municipalities.*—The majority of states throughout the country have state leagues of municipalities, similar in character to the New York State Conference of Mayors. While no other state besides New York has a paid permanent bureau of information, they are all, in so far as they are able, distributing city planning information among their own cities.

*State Planning Commissions.*—It is becoming more and more apparent that there is need in every state for a controlling body with powers similar to those of the Local Government Board in England. Under English town planning laws, every item of city replanning or extension has to be passed upon by the Local Government Board, a national institution. While bearing in mind the necessity of preserving the individuality of towns, a state controlling board helps materially to standardize practice and prevent waste.

*National City Planning Conferences.*—The Ninth Annual National Conference in City Planning was held on May 7, 8 and 9, at Kansas City. These conferences, held in a different city each year, have been of inestimable value in spreading the gospel of city planning and in standardizing practice. The Conference, of which Flavel Shurtleff, of Boston, is secretary, numbers among its members persons in various lines of activity who are interested in city planning. The annual dues are \$5 a year.

Members receive each year a copy of the "Proceedings" of the annual meeting and the Quarterly Bulletin "The City Plan." The Conference can accomplish, however, only a small part of the work that it is called upon to do on account of its present limited resources.

*National Bureau of City Planning.*—At the meeting of the National City Planning Conference in Detroit, in June, 1915, and again in Cleveland, on June, 1916, delegates from fifteen prominent national organizations came together to consider how they could coöperate in city planning work. George B. Ford, of New York, presided. A Committee on Plan and Scope was appointed, with A. W. Crawford, of Philadelphia, as chairman. After a survey of the field, and with the experience of the State Federation of Planning Boards, and particularly the work of the State Bureaus of Municipal Information in mind, the Committee concluded that the educational work should be national rather than state; in other words, that there could be a very considerable saving of effort if all the collecting and disseminating of planning information were concentrated in a national bureau, located preferably at Washington, in connection with the Bureau of Education of the Department of the Interior. This matter has already been presented to various authorities in Washington by Messrs. Crawford, Ford, and Richard B. Watrous, and has been received favorably. It is generally felt that it is only a matter of time before such a federal bureau of municipal information will be formed, particularly if it should be made to include city administration, management, health, and social welfare, instead of confining its efforts solely to city planning.

*Instruction in City Planning.*—In the work of instruction in city planning in our universities and colleges, it is encouraging to note that great progress is being made. Nine schools are giving full courses of lectures in this field. At the University of Illinois there is a chair of civic design held by Charles Mulford Robinson. Harvard University gives courses in city planning at the School of Landscape Architecture, with Prof. James Sturgis Pray in charge. Full courses, or lectures, are also given at the University of Michigan by Aubrey Tealdi; at Cornell University in the Department of Landscape Architecture under the leadership particularly of Prof. Clarence Martin, member of the American Institute of Architects; at the University of Wisconsin in the Engineering Department; at the University of Pennsylvania, where the studies include, also, housing and landscape architecture; at Throop College of Technology, with George A. Damon in charge; at the University of Minnesota; and at the Chicago School of Civics and Philanthropy, of which Graham Taylor is the director. At Columbia University courses were given for several years by George B. Ford.

*Nation Planning.*—A step has even been taken toward nation planning in the formation of a Joint Board of Nation Planning, whose primary object is to devise a plan for national routes similar to the Routes Nationales in France. Cyrus Kehr, landscape architect, of Knoxville, Tenn., is the chief backer of this movement.

*National Planning Abroad.*—In the Dominion of Canada there is what may be termed a bureau of town planning, organized in 1913, and supported by the Commission of Conservation, with offices at Ottawa. Thomas

Adams, formerly Town Planning Adviser to the Local Government Board of England, is head of the Bureau, in the capacity of town planning adviser to the Commission. This bureau is taking a very important part in the work of propagandizing city planning throughout the Dominion. In the issues of the quarterly bulletin of the Commission, entitled "The Conservation of Life," there is given an impressive record of what has been accomplished under Mr. Adams' leadership during the three years of his incumbency.

In England there is the well-known Institute of Town Planning, of which Raymond Unwin, of Hampstead, is president. The Institute is a technical body, the chief function of which is the determination of better methods of work, and includes in its membership almost all of the leaders in city planning. There is also the Garden Cities and Town Planning Association, of which Ewart G. Culpin, of London, is secretary. This is the great city planning propagandizing body of the country, and there is also the National Housing and Town Planning Council, of which Henry R. Aldridge is the director. This Council has been instrumental in securing many badly needed reforms in housing. At Liverpool is the School of Civic Design, in connection with the University of Liverpool, with Prof. Patrick Abercrombie in charge. The quarterly *Town Planning Review*, read throughout the world, and a valuable source of information to all interested in city planning, is edited by Professor Abercrombie and published at Liverpool.

In France there has recently been organized a Town Planning Institute, with Eugène Hénard as president. A Garden City Association, modeled after the British Association and performing a similar work, is also active. George Benoit-Levi is secretary.

Germany has strong associations whose interests center on city planning and which have been active for years. Dr. J. Stübgen, the doyen of city planning, has long been one of the great moving spirits. An organ of great service to German city planners and others is *Der Staedtebau*, a monthly magazine published at Berlin and founded by Theodore Goecke and Camillo Sitte, two eminent leaders in the city planning movement in Germany and Austria. The German Garden City Society, of which Dr. Kampffmeyer is the leader, has had great success. Other European countries have followed in the same line.

*International Planning Associations.*—There is even an International Garden Cities and Town Planning Association, formed in July, 1914, just before the outbreak of hostilities. Ebenezer Howard is president, and Ewart G. Culpin, secretary. Frank B. Williams, of New York, and Richard B. Watrous, of Washington, D. C., are the American members of the General Committee of the Association. There is also an organization called the International Union of Cities, organized in Belgium in 1913 to serve as an international center for the distribution of information on city planning. Emile Braun, Burgomaster of the city of Ghent, is president of the Executive Committee; Paul Saintenoy, architect, of Brussels, is general secretary of the Section on Construction; Emile Vinck is general secretary of the Section on Administration; and Paul Otlet is general secretary of the Section on Exhibition.

*Effect of the War on City Planning.*—The advent of war has made city planning of far more vital and pressing importance than it has ever been before. City planners in Europe are taking an active part in war planning by helping to solve, for example, the hard problems which arise in the handling of large bodies of men or huge quantities of supplies; or in the planning of through routes in or around cities or across the intervening country. Every city, state, and nation must, for its own safety, if for no other reason, give attention to the location of adequate thoroughfares in all directions. France, for example, is today one vast network of inter-communicating military routes.

With regard to transit lines and railroad connections the same needs and opportunities exist. The cities of France have generally doubled, trebled, and even quadrupled their passenger and freight handling facilities since the outbreak of the war, and even now they are enlarging and extending them continuously.

Aéroplane landing fields and training fields are important requirements in time of war. Every city of any importance in France has today large fields (30 acres as a minimum) for these purposes, located as near the city center as practicable. They expect to continue and develop this use commercially after the war.

Making waterways and canals more usable has proved a great feature of the work in France. In the carriage of great quantities of supplies of large bulk and heavy weight, water transportation has proven much cheaper than railroad transportation. At the same time, it relieves the railroads from heavy burdens which, in the exigencies of war, is a factor no country can afford to discount.

The location and preparation of sites for mobilization, training, detention, and prison camps also furnishes great opportunities for city planners to be of service.

A most important phase of war planning is the housing of industrial workers. In Europe great workingmen's housing developments have sprung up around all of the munition and supply plants. A number of the European city planners are devoting all their attention now to industrial housing. As a result of their investigations and ingenious solutions of difficult problems, it has been possible for the governments at war to save huge sums by providing, for example, buildings readily convertible to other uses after the war and, at the same time, furnishing healthful and agreeable homes for munition workers.

The war in Europe has brought out overwhelming evidence of the necessity of "Preparedness for Peace," and in no other direction so much as in city planning. Everywhere one finds growing evidence of the realization on the part of city administrators that the economic competition of the future can be met only by planning immediately on a broad scale and on the most efficient basis to offset such competition. Cities have found that they must be planned in a most convenient, healthful, and businesslike way—that all waste must be eliminated—if they are successfully to adjust themselves to the new and more intensive phases of life and business which are certain to follow the termination of the war. This is the great lesson that the war has taught the cities and the nations of Europe. America, and her cities in particular, must profit by this lesson, or else be left far behind in the great economic race of the future.

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  - Cities 50,000 to 100,000:
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  - Cities 100,000 to 200,000:
    - Atlanta, 9; Atlantic City, 11; Birmingham, 17; Bridgeport, 22; Cambridge, 28; Camden, 29; Dallas, 45; Dayton, 47; Des Moines, 49; Fall River, 63; Fort Worth, 66; Grand Rapids, 68; Hartford, 72; Houston, 76; Lawrence, 87; Lowell, 90; Lynn, 91; Memphis, 97; New Bedford, 112; New Haven, 114; Oakland, 128; Omaha, 131; Paterson, 135; Reading, 151; Richmond, 152; Salt Lake City, 162; San Antonio, 162; Spokane, 173; Springfield, Mass., 174; Syracuse, 175; Tacoma, 176; Toledo, 178; Worcester, 190; Youngstown, 192.
  - Cities 200,000 and over:
    - Baltimore, 12; Boston, 19; Buffalo, 25; Chicago, 32; Cincinnati, 37; Cleveland, 38; Columbus, 43; Denver, 47; Detroit, 52; Indianapolis, 77; Jersey City, 78; Kansas City, 81; Los Angeles, 89; Louisville, 89; Manila, 94; Milwaukee, 97; Minneapolis, 100; Newark, 107; New Orleans, 117; New York, 120; Philadelphia, 136; Pittsburgh, 142; Portland, Ore., 146; Providence, 148; Rochester, 152; St. Louis, 156; St. Paul, 158; San Francisco, 164; Seattle, 169; Washington, 183.
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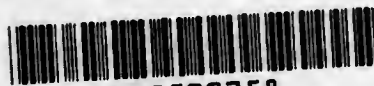


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