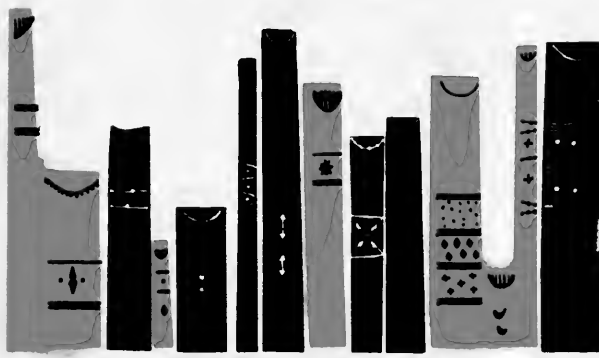


reference collection book



kansas city
public library
kansas city,
missouri



PUBLIC LIBRARY
KANSAS CITY
MO

From the collection of the

o P^zreⁿL^minger^a
v Library
t p

San Francisco, California
2006

YANBUU CLUB
YTO ZAGBAU
04

PUBLIC LIBRARY
KANSAS CITY
MO

YASARLI OLURKEN
YTI ZARFAY
ON

Planning and Civic Comment



Official Organ of American Planning and Civic Association and
National Conference on State Parks

CONTENTS

	Page
Highlights of the National Citizens Planning Conference on Federal Government and Local Planning	1
A Historic Occasion, Mission 66 National and State Parks	8
Thirty Years of Planning for the Federal City and a Look into the Future	15
Early Days of the National Capital Park and Planning Commission	
Emerging Ideas and Forces in the Plan of Washington	
Presentation of Citations	
A Planner's Philosophy for the National Capital Region	
CMRO Meeting on Metropolitan Areas and the Bomb	34
Importance of Metropolitan Planning	
Urban Planning Assistance	
Strictly Personal	45
Zoning Round Table	47
Mandatory Referrals	
Variances	
Meetings	49
Eivind T. Scoyen Appointed Associate Director, NPS	51
Citizen Action on Community Planning	52
Planning Education	55
Watch Service Report	58
Commentaries	61
Jackson Lake Lodge Dedication	65
Address of Conrad L. Wirth, Director, NPS	
State Park Notes	68
Timber Cutting at Little Mountain State Park, Alabama	75
Detroit Regional Planning Conference	76
In Memoriam	76
William B. Greeley	
Mrs. Malcolm Edgerton	
Book Reviews	78
Recent Publications	80

MARCH 1956

PLANNING AND CIVIC COMMENT

Published Quarterly

Successor to: City Planning, Civic Comment, State Recreation
Official Organ of: American Planning and Civic Association,
National Conference on State Parks

SCOPE: National, State, Regional and City Planning, Land and Water Uses, Conservation of National Resources, National, State and Local Parks, Highways and Roadsides.

AIM: To create a better physical environment which will conserve and develop the health, happiness and culture of the American people.

EDITORIAL BOARD

HARLEAN JAMES

FLAVEL SHURTLEFF

CONRAD L. WIRTH

CONTRIBUTING EDITORS

FREDERICK J. ADAMS
HORACE M. ALBRIGHT
HARLAND BARTHOLOMEW
RUSSELL V. BLACK
HAROLD S. BUTTENHEIM
GEORGE L. COLLINS
KENNETH R. COUGILL
S. R. DEBOER
CHARLES DETURK
NEWTON B. DRURY
V. W. FLICKINGER

S. HERBERT HARE
JOHN IHLDER
THOMAS H. MACDONALD
THOMAS W. MORSE
MARVIN C. NICHOLS
JOHN NOLEN, JR.
F. A. PITKIN
HUGH R. POMEROY
FRANK D. QUINN
ISABELLE F. STORY
BEN H. THOMPSON

TOM WALLACE

MANAGING EDITOR

DORA A. PADGETT

Entered as second-class matter at the Post Office at Washington, D. C. under the Act of March 3, 1879. Additional entry at Harrisburg, Pa.

EDITORIAL AND PUBLICATION OFFICE, 901 Union Trust Building, Washington 5, D. C.

Printed by the Mount Pleasant Press, J. Horace McFarland Company, Harrisburg, Pa.

Planning and Civic Comment

Vol. 22

March, 1956

No. 1

Highlights of the National Citizens Planning Conference on Federal Government and Local Planning

The place, Washington, D. C., and the dates, February 5-8, 1956, were chosen for the American Planning and Civic Association Conference this year to meet practical pending problems.

On Sunday afternoon the Committee of 100 on the Federal City provided automobiles, and Superintendent Edward J. Kelly of the National Capital Parks provided police escort for the Tour to Gunston Hall, the home of George Mason, and Woodlawn, once the home of Nellie Custis Lewis, and now in charge of the National Trust for Historic Preservation, where Mr. Hardinge Scholle arranged for a charming afternoon Tea to be served in a beautiful historic room. On Sunday evening, the film, "Welcome to Washington" produced as a public service by the Standard Oil Company, gave visitors a pre-view of the Federal City. Through the courtesy of the Atlanta Chamber of Commerce a pictorial presentation of the regional plan—"Now . . . For Tomorrow"—was shown. The American Council to Improve Our Neighborhoods furnished the concluding film, "Man of Action," a cartoon to stimulate urban renewal.

Intergovernmental Relations

At the opening session, a presentation of the Recommendations of the President's Commission on Intergovernmental Relations was made by Hon. Meyer Kestnbaum, Chairman, who recalled that the central problem of the American Federal System remains the same today as in 1797: How to combine national strength with local freedom and initiative. As a positive recommendation it was stated:

Believing in the durability and improvability, if not the perfectibility, of state and local governments, the Commission devoted much of its attention to methods of enhancing their substantive role. After a careful review of the history of the system, the Commission unanimously accepted this general statement on the principles that should be observed in allocating governmental activities and responsibilities: Assuming efficient and responsible government at all levels—National, State, and local—we should seek to divide our civic responsibilities so that we leave to private initiative all the functions that citizens can perform privately; use the level of government closest to the community for all public functions it can handle; utilize cooperative intergovernmental arrangements where appropriate to obtain economical performance and popular approval; reserve National action for residual participation where State and

local governments are not fully adequate, and for the continuing responsibilities that only the National Government can undertake.

Major General John S. Bragdon, Special Assistant to the President of the United States, analyzed existing conditions. Said he:

Almost three-fourths of all public works activity—over \$9 billion in 1955—is by State and local governments for roads, schools, hospitals, water and sewer systems, and public service facilities. These governments provide about 90 percent of the costs under their own power; about 10 percent comes from Federal grants-in-aid. . . .

The real driving power for the planning of better communities must come from millions of citizens all over the country who want to make their city a better place to live in, for themselves and for their children. Their enthusiasm, their appeal to civic pride, can and will overcome local inertia wherever it exists, and spark action. There is no substitute for local initiative.

Hon. Joseph S. Clark, Mayor of Philadelphia 1952-56, delivered the keynote address on "Planning in the Metropolitan Areas and Federal Assistance." Mayor Clark declared that we must find quickly a solution to metropolitan area governmental problems. He spelled out the situation:

Shelter, transportation, water supply, sewage disposal, education, civil defense, recreation, health and welfare, are merely a few of the problems pressing for solution in every metropolitan area in the United States today. And almost without exception we do not have political units large enough, or with enough authority, to find and provide answers which are sufficiently comprehensive and feasible. . . . We just have to be able to plan land use for the whole metropolitan area. . . . The time has

come I think, for a new approach in Federal participation on a regional rather than on a local governmental unit basis.

In Philadelphia the Urban Traffic and Transportation Board recommended a Regional Governmental Transportation Agency which would integrate all transportation by road and by rail, including subways, buses and trolley cars, on a self-supporting basis, with tolls on highways providing funds necessary to overcome an anticipated deficit from public transportation agencies.

Experience with the Delaware watershed, said Mayor Clark, has convinced us that any comprehensive plan for all uses is well beyond the financial means of any one level of government. We know that the role of the Federal government must be greater than it was in the past.

Mayor Clark closed with two warnings. We must plan and sell our plans to the people. We must build from the ground up and not from the top down. The Federal government must help but it should not dominate. And finally:

The basic success of American democracy lies in the genius of the ordinary citizen. If he does not rise to this challenge to urban survival and carry the ball himself, he will look in vain to Washington for a solution of his predicament.

Federal Relationship to Local Planning

At the session on Federal Relationship to Local Planning, C. McKim Norton, Vice-President of the New York Regional Plan Association, in introducing the speakers,

Planning and Civic Comment

declared that he hoped the sessions of the Conference would make clear the need for increased emphasis on the principle announced in the Housing Acts of 1949 and 1954 that Federal aid will not be offered unless it is in conformity with general plans for community development.

From the State point of view, Director Francis A. Pitkin of the Bureau of Community Development of the Pennsylvania Department of Commerce, outlined the comprehensive services of the various Federal agencies and made the claim that the job of any planning agency would soon become quite impossible if the flow of information and service between State and Federal governments should be cut off.

Malcolm H. Dill, Director of the Baltimore County Office of Planning, pointed out the tremendous variations of size between counties in the United States. Said he:

New York County, of which New York is the County Seat, occupies 22 square miles. In contrast to that, San Bernardino County in California comprises over 20,000 square miles. There is equally great variation from the standpoint of population. The largest is Cook County in Illinois, which contains the city of Chicago, the county's population being 4,508,800; the smallest county in population is Armstrong County in South Dakota which, though comprising 518 square miles, has a population of 52. It doesn't even have a county seat.

Mr. Dill then gave a graphic description of Baltimore County, which has a population of 390,000. A Six-Year Capital Improvement Program is now being prepared by the Office of Planning. Mr. Dill

said that there is a thoroughly cooperative relationship between county planning activities and those of Baltimore City. Further he pointed out that the significance of relationships between a county and the Federal Government obviously depends largely on the significance of the county itself.

Frederick Gutheim, Member of the National Capital Regional Planning Council spoke on "The Future of Metropolitan Regional Planning." He traced development from the New York regional plan of 1929 and the Tri-State plan for Philadelphia which followed immediately. The rapid suburbanization movement has been marked by interest in metropolitan regional government, by the natural market for the region, by the growth of port authorities and similar agencies, by the study of the region by industries seeking future sites or business locations of branch stores or shopping centers, by public and private utilities. Said he:

Research is the tool by which metropolitan regional planning unfolds the future. To a degree this research grows from land use, population, economic base and other studies that have been developed in city planning. . . . The peaceful co-existence of agriculture and urban development is a durable ideal of planners and architects. . . . Dwindling water resources compel a regional approach to questions of supply and utilization. Conservation demands attention to stream pollution. . . . Regional planning must consider the region as an economic and social fact, its characteristic as a market, its relative competitive position to other regions, its longer developmental potentialities in the light of new technology.

Planning and Civic Comment

Federal Assistance for States and Communities

At the dinner session, President U. S. Grant 3d of the American Planning and Civic Association, introduced Joseph P. McMurray, New York State Commissioner of Housing who asked the question: "What is the Role of New York State in urban renewal?" He explained:

In New York State we don't want to infringe on local option—which is a question between New York City and Albany of long standing—but rather offer inducements to the cities by conducting experiments which few cities can afford, giving technical help and extending financing for public and private housing.

In closing he declared:

In our City-State-Federal relationships in urban problems, we in New York State feel that the cities must continue to have access to the Federal Government. However, as the City remains the creature of the State government and operates under a complex of State enabling legislation, there is need also for a State housing and planning agency.

Mayor David L. Lawrence of Pittsburgh analyzed "Federal Aid to Local Government." He quoted the French epigram that politics is the art of making possible that which is necessary and commented that we are better at it than the French who coined the phrase. Said he:

It is necessary to draw upon Federal assistance in the work of slum clearance, low-rent housing, and urban redevelopment. . . . It is found that state highway departments are ignoring the vital approaches to our metropolitan centers. No one suggests that the States be

removed from the field of highway construction in which, by the facts of geography alone, they are the primary agent. Instead, the Federal aid program is so amended that the pattern of Federal assistance compels the States to pay attention to the most critical of our traffic needs. By its emphasis on the interstate highway system, the Federal government will strongly protect the interests of urban areas in the expanded program which is before the Congress.

By and large, throughout the country, airports are a city or county responsibility. Federal aid comes directly to them in recognition of the fact that the States have earned no conspicuous place in the map of air transportation.

Regional planning is a direct Federal-local relationship. So is the development of a shelf of public works.

And finally, said he:

I believe in a rising standard of community life, in better planning, in wiser land use, in greater productivity across the face of America.

Water Resources

The Evening Session on Water Resources, presided over by Douglas Haskell, Editor, *Architectural Forum*, presented Mark D. Hollis, Assistant Surgeon General of the U. S. Public Health Service, who emphasized the increasing water demands, seasonal shortages, floods and pollution. He remarked that the average urban dweller uses 150 gallons of water per day compared with thirty years ago an average use of 20 gallons per day. Also modern cities, with all their diverse activities, discharge thousands of tons of contaminants to water every hour. Said he: "If the pollution problems of the future are to be met and managed coordinated city and regional planning must be the basis."

Planning and Civic Comment

Melvin E. Scheidt of the U. S. Bureau of the Budget, cited our rapidly growing population with its new needs for water. He enumerated Federal activities and agencies in water resources development, the place of single-purpose and multiple-purpose projects, the significance of comprehensive basin programs, past efforts to coordinate programs and develop a water policy. He cited the Report of the President's Advisory Committee on Water Resources Policy and suggested that the States and local agencies need to study the problem if they are to be fully prepared for effective participation in the recommended planning.

Frederick P. Clark of Rye, N. Y., told a very significant story of "Planning Assistance to Flood-Damaged Communities in Connecticut." Said he:

In the two floods 91 persons lost their lives, more than 1,100 families were made homeless, another 2,300 families were temporarily without shelter and nearly 20,000 households suffered flood damages. About 86,000 persons were thrown out of work, and business and industry suffered tremendous losses.

Governor Ribicoff of Connecticut acted promptly to establish an Advisory Committee on Planning Assistance and inaugurated a program of State assistance to towns and cities in planning for necessary and desirable rebuilding. And what was even more significant, the Governor made \$75,000 available from his contingency fund to employ experienced town planners, to be available on request. A total of eighteen, all the more seriously affected com-

munities, have taken advantage of this planning assistance program. And finally Mr. Clark commented:

In some ways, the flood destruction opened up practicable opportunities that otherwise might not have become possible for years. Strong teamwork on the part of town governments, property owners, and the State will be needed to capitalize on these opportunities. What is particularly helpful and new here, is the leadership on the part of the State in providing funds and technical assistance and, especially, in dramatizing the chance to better the towns and, in turn, the State.

National Parks

The afternoon session preceding the National Park dinner, under the guidance of Horace M. Albright, Chairman of the APCA Board, provided background material for the Mission 66 program and for the relationship of the National Park Service to State and regional park systems. Director Conrad L. Wirth outlined the early history of the national park concept. Said he:

We need to pursue further the identification of all significant major types of areas—that is, of scenic, scientific, historic, geologic, and biologic interest, seashore and others—in the United States and its Territories inadequately represented in the System. We need to seek out the best available examples of such areas which, because of their national significance, warrant preservation as a Federal responsibility. . . . If we do less, we shall not have discharged our responsibility to the future. Nor will we have fulfilled our stewardship of the heritage which the men and women of vision who preceded us entrusted to our care.

Edwin S. Moore, General Manager of the California State Automobile Association, told of the great

Planning and Civic Comment

interest of the Association in the planned development of the national parks. The part which automobiles have played in giving access to the national parks has made the national parks the estate of the people rather than the possession of the few.

Ronald F. Lee, Chief of the National Park's Division of Interpretation, gave a most illuminating illustrated talk on the interpretative service which gives knowledge and understanding of the parks to the visitors who come to them. Mr. Lee's use of the visual method of presentation gave those present a graphic conception of what is being done in the parks.

Ben H. Thompson, Chief of the Division of Cooperative Activities, cited the action of the State of California in bringing about the conservation of Yosemite National Park and mentioned numerous cases where States had taken the initiative in conservation programs. Generally, he said:

Over the years, the States have also made substantial contributions to the National Park System and to the National Park Service. . . . On the other side of the street, the National Park Service has assisted the States in acquiring some of their parks.

Workshops and Round Tables

The Workshop on Federal Relations to Local Planning, under the leadership of Henry S. Churchill and with a panel consisting of Richard Steiner and Tracy Augur from HHFA and Lawrence M. Cox, Past President of the National Association of Housing and Redevelopment Officials, centered attention on the program established by Section 701

of the Housing Act of 1954. The Workshop on Upgrading the Local Economic Base, under the Chairmanship of James F. Steiner of the Construction and Civic Development Department of the Chamber of Commerce of the United States, comprised three preliminary statements by Max S. Wehrly, Executive Director of the Urban Land Institute, who sounded a warning; Victor Roterus, Director of the Office of Area Development in the Department of Commerce, who described a service; and William L. C. Wheaton, Professor of City Planning at the University of Pennsylvania, who asked some pertinent questions.

The Workshop on Can We Afford Open Spaces in Metropolitan Areas? led by V. W. Flickinger of the Ohio Division of Parks, gave a very decided advice that we *must* afford such areas. Fred W. Tuemmler of Hyattsville, Md. outlined the experience of the Maryland National Capital Park and Planning Commission under the Capper-Cramton Act and urged new legislation and effort to bring the needed results. Joseph Prendergast of the National Recreation Association, as always, made an eloquent plea for greater recreational opportunities. Herbert H. Smith of Princeton, N. J. advocated for planning ahead for open spaces. He said that we need research, a good story, money and action.

Dr. Harold C. Taylor, Director of the W. E. Upjohn Institute for Community Research at Kalamazoo, Mich., devised a syllabus for the Workshop on Public Works as a guide for discussion, covering:

Planning and Civic Comment

What programs of Federal Aid for public works are in effect now?—What proposals are made by the Commission on Intergovernmental Relations?—What general questions should be discussed?—and, What can be done at all levels of government to facilitate the orderly provision of adequate amounts of public works in the communities of the Nation? John C. Hazletine of HHFA, Frank W. Herring of the Port of New York Authority, and James McClain, representing Park H. Martin, made significant statements.

At the Workshop on Highways and Community Life under the leadership of Wilfred Owen of the Brookings Institution, Carl L. Feiss, Dr. David Levin of the Bureau of Public Roads, Edmund N. Bacon of the Philadelphia City Planning Commission and Mrs. Cyril G. Fox of the Pennsylvania Roadside Council developed a philosophy of relating highways more closely with patterns of land use based on metropolitan comprehensive planning.

As always the Zoning Round Table, under the able leadership of Flavel Shurtleff developed lively discussions. The Round Table on Citizen Organizations, led by William S. Bonner of the University of Arkansas, announced that a report would soon be ready for distribution and proposed follow-up reports to serve existing and potential citizen organizations.

In this issue of P&CC, two parts of the program are presented in full—the Program of the Pioneer Dinner to launch Mission 66, and

the program of the Federal City Session. In the June issue there will be presented the thought-provoking talk of Raymond H. Wittcoff, of St. Louis, Chairman of the National Citizens Committee for Educational Television. The addresses and discussions summarized in this issue of P&CC will be presented in full in the 1956 AMERICAN PLANNING AND CIVIC ANNUAL.

New Board Members and Officers Elected

At the Members' Meeting of the APCA held during the National Citizens Planning Conference, the following new members of the Board of Trustees were elected: Frederick J. Adams, Cambridge, Mass.; T. Ledyard Blakeman, Detroit, Mich.; William S. Bonner, Fayetteville, Ark.; Daniel H. Burnham, Chicago, Ill.; Mrs. Leroy Clark, Englewood, N. J.; Grady Clay, Louisville, Ky.; John S. Detlie, Seattle, Wash.; Malcolm H. Dill, Towson, Md.; Myron D. Downs, Cincinnati, O.; Charles W. Eliot 2d., Cambridge, Mass.; Howard T. Fisher, Chicago, Ill.; Mrs. Paul Gallagher, Omaha, Neb.; Mrs. George A. Garrett, Washington, D. C.; Mrs. E. Newlands Johnston, Washington, D. C.; Fred W. Tuemmler, Hyattsville, Md.; Gordon Whittall, Los Angeles, Calif.; H. O. Whittemore, Ann Arbor, Mich.; Sam B. Zisman, San Antonio, Texas. At the meeting of the Board of Trustees, the present officers were reelected with Carl Feiss of Washington, D. C. elected as Third Vice-President.

A Historic Occasion

Mission 66

On Wednesday, February 8th, the delegates to the National Citizens Planning Conference called by the American Planning and Civic Association were guests at the American Pioneer Dinner arranged by the American Automobile Association and the Secretary of the Interior. More than 500 guests were present to hear the public launching of Mission 66. Mr. Russell Singer, Executive Vice-President of the American Automobile Association, acted as Toastmaster. In his opening remarks Mr. Singer set the stage:

It is with great pleasure that I welcome this distinguished audience this evening.

This is a historic occasion. As far as I can determine, nothing like it has ever been held before. This public presentation of Mission 66, a ten year program to make our national park system adequate to meet the needs and demands, is a manifestation of democracy at work. It can only produce a better understanding of the problem at hand and thus bring the solution closer.

The American Automobile Association is honored to have a part in this presentation. Our Association has for many years been keenly interested in the national parks, and has recognized these great areas as being of great significance in the recreational patterns of our people. Affiliated clubs of the AAA in the early days of motoring campaigned to open the parks to automobile traffic, and since then they have encouraged more Americans to enjoy the scenery and history which are found within the boundaries of the parks. Thus, we feel a sense of responsibility for the protection and

progress of these twenty-five million acres.

Surely in 1916, when the National Park Service was organized, it was impossible to foresee conditions as they have come to pass. In that year when there were less than 500,000 visitors to the parks, times and distance were in some degree still measured by standards of the horse and carriage and the railroad. Roads were poor and far from the kind to entice the average citizen into a journey of any great length.

Today, in contrast, the automobile has revolutionized our concept of time and distance. The average citizen can cross the country and back during a three-week vacation and see the most important sights enroute. This is part of the American pattern: we have 51,000,000 private passenger cars, or one to every three persons, a ratio which no other nation on earth can match.

Our habits are distinctive in other ways. For example, we earn more money, work less hours and have more leisure time for travel. It is believed that no less than 80,000,000 persons—almost half the national population—make a pleasure trip sometime during the year.

This vacation upsurge of the past few years has had great impact on the parks. The volume of visitors has risen to 50,000,000. Throngs of citizens journey great distances to see the sights of geysers and canyons, battlefields and historic monuments.

Unfortunately the parks have failed to keep pace. This heightened use has also accounted for a variety of perplexing difficulties.

The parks too often are found to suffer from overcrowding and understaffing. Some campgrounds lack essential sanitary equipment. There are not enough modern type accommodations, which should either be in the parks or near at hand. Roads and trails until quite recently were poor, old and unsafe. Educational facilities, for im-

Planning and Civic Comment

parting the deeper meaning of the parks to the public, are most meager.

The American Automobile Association has been giving serious attention to the problems of the national parks; our conclusion, however, is that the need is not expressed simply in terms of money, of greater Congressional appropriations for the parks. There is a deeper question concerning the basic concept of these public lands, of giving them protection while at the same time providing for their wise use.

This interest gives us cause to welcome Mission 66 and to hope that it will provide the course of proper development for the national parks. We trust that this dinner may launch its careful study by those who share with us a genuine desire to see the national parks fulfill their mission in our way of life.

Hon. Clarence A. Davis, Under Secretary of the Interior, explained how Mission 66 had cleared through the Department with the cordial support of the Secretary of the Interior. Mr. Maxwell M. Raub, Secretary to the Cabinet, told of the presentation of Mission 66 to the President and his Cabinet, and commented on its enthusiastic approval. Mr. Edwin S. Moore, Secretary and General Manager of the California State Automobile Association, pledged the support of the AAA family to a great program for our national parks, such as is contemplated in Mission 66. Mr. Horace M. Albright, Chairman of the Board of the American Planning and Civic Association, recalled former Secretaries of the Interior and Stephen T. Mather, first Director of the National Park Service, together with Dr. J. Horace McFarland, Frederick Law Olmsted and others who helped to secure the Act of Congress which created the

National Park Service in 1916.

Mr. Conrad L. Wirth, Director of the National Park Service and originator of the plan for Mission 66, presented to all present a very beautiful illustrated brochure, called "Our Heritage" the publication of which had been made possible by a gift of Laurance S. Rockefeller, who was present. Mission 66 constitutes a plan for the protection and use of our heritage. The National Park System is the history of America. The Grand Canyon, Glacier, Yosemite, Yellowstone, Great Smoky Mountains, Acadia, Dinosaur—these and many others exemplify the slow processes which have carved and shaped the landscape in superlative fashion, and clothed it with plant and animal life. The cliff dwellings and mesa-top pueblos of Mesa Verde and a score of other sites in the Southwest, the effigies of Effigy Mounds; and the 10,000-year-old relics of Ocumulgee, give us glimpses of peoples who lived here long before the coming of the first European. In the System lies the whole range of our colonial and national history. There are early Spanish forts in Florida and Puerto Rico, and old Spanish missions in New Mexico and Arizona. Fort Raleigh commemorates the first English attempt to settle the New World; and not far away is Jamestown, where settlement succeeded.

Independence Hall and its surroundings, where a Nation was born and where its Constitution was written, is one—and perhaps the most significant—of the many hallowed places included in the System. On the battlefields of Yorktown, Saratoga, Gettysburg and

Vicksburg, at quiet Appomattox, at Fort McHenry and Fort Pulaski, one can gain a new sense of American valor and courage.

The National Park System is a national resource—natural, historical, cultural. The National Park System makes a direct and great contribution to the American standard of living, and to the national economy. In 1954 visitors to the Grand Canyon spent over \$10,663,000 in and near the park, and over \$116,000,000 on the trips which included their visits to it. An earlier survey showed that Yellowstone visitors spent over \$20,000,000 in and near the Park in a single year. The story is repeated throughout the National Park System.

But there is a problem. The physical self of the National Park System is in considerable danger of deteriorating. Wear and abuse of park lands are brought about simply by the crowding of people beyond the capacity of lodges and campgrounds, roads and trails. Natural features are vandalized and destroyed, ruins and natural formations worn away.

The National Park System that we have today was developed to care for the 21,000,000 visitors of 1941—but in 1955 the System had to cope with 50,000,000. Moving to meet this challenge, the National Park Service in 1955 took an unprecedented step. With the approval of the Secretary of the Interior, Director Conrad L. Wirth drew key people from many parts of the Service and organized them to plan a forward-looking program—Mission 66, to bring the National Park System up to the standards which

the American people want and have a right to expect. Planned to get under way promptly when authorizations are received, the Mission 66 program is geared to reach completion by 1966, which will mark the 50th anniversary of the establishment of the National Park Service. The program is in accord with the views expressed by all recent Presidents of the United States, including President Eisenhower's 1956 State of the Union Message to Congress, which promised administration recommendations to provide more adequate facilities to keep abreast of the increasing interest of our people in the great outdoors.

Eight objectives comprise the basic elements of the Mission 66 program:

1. Provide additional accommodations and related services of types adapted to modern recreational needs within and near the parks, through greater participation of private enterprise.
2. Provide the government-operated facilities needed to serve the public, to protect the park resources, and to maintain the physical plant.
3. Provide the services which will make the parks more usable, more enjoyable, and more meaningful, and thereby improve the protection of the parks through visitor cooperation.
4. Provide operating funds and field staff required to manage the areas, protect the resources, and provide a high standard of maintenance for all developments.
5. Provide adequate living quarters for the field employees of the Service.
6. Acquire lands within the parks and such other lands as are necessary for protection or use, acquire the water rights needed to insure adequate water supplies, and extinguish grazing rights and other competing uses.

Planning and Civic Comment

7. Institute a coordinated nation-wide recreation plan to produce a system of recreational developments by each level of government: Federal, State and local, each bearing its proper share of the expanding recreational load.

8. Provide for the protection and preservation of the wilderness areas within the National Park System and encourage their appreciation and enjoyment in ways that will leave them unimpaired.

It is estimated that capital improvements will amount to some \$48,000,000 for each of the next ten years and that operating expenses will mount from over \$22,000,000 to over \$35,000,000 annually. The role of private enterprise is outlined, government-operated facilities are described. Visitor services and ranger services are held important. Publications, proposed research and safety measures are recommended. Indeed nation-wide recreation planning is a worthy goal.

As guide lines to govern the accomplishments of Mission 66, the program will further the basic purpose of National Parks:

To CONSERVE the scenery and the natural and historic objects

and wildlife therein, and

TO PROVIDE FOR THE ENJOYMENT of the same in such manner and by such means as will

LEAVE THEM UNIMPAIRED for the enjoyment of future generations.

And finally, it is said, National Parks are an investment in the physical, mental and spiritual well-being of Americans. Our National Parks can set a pattern for the most wholesome and the most beneficial kinds of recreation. The scenery and the wildlife preserved in the national parks are a part of America, and the historic sites reflect our own image.

On the cover of the brochure is a photograph of the Liberty Bell at Independence National Historical Park and the center spread is a magnificent color photograph of the Grand Teton Mountains. The brochure, with its many sketches and graphic presentations is a volume to be treasured in any library.

Following the dinner program, guests were shown a film, "Adventure in the National Parks" prepared especially for the occasion by Mr. Walt Disney.

National and State Parks

By EDWIN S. MOORE, Secretary and General Manager, California State Automobile Association, given at American Pioneer Dinner.

While I am sure that many of you are familiar with the history and background of the motor club movement, it would not seem amiss to remind you of certain underlying principles governing the operation of the AAA and its affiliated clubs. The AAA is not simply a non-profit institution, organized for service to its members. True, it does provide its members with many personal services, but it does even more—for it is an organization devoted to the public interest in all fields which are related to motor car use.

Our interest in the national parks goes back to the beginning of the park system when we were successful in having the park areas opened to the motoring public. We believe the preservation of these great scenic and historic areas and the uses and purposes for which they were set aside, is an obligation of our Congress and our people. How do we preserve these areas and at the same time provide adequately for their use and enjoyment? This, in itself, would seem somewhat of a contradiction. Nevertheless, we think it can be done, and we think it must be done.

In considering the use to which we may want to put our national parks and monuments, we think it desirable to clearly analyze each of such uses. Since most of the visitors to these sacred areas now travel by private passenger cars, what about our park roads? Should there be more of them? And what

kind of roads should they be? Modern freeways and 4-lane divided speedways, perhaps? We think not! We do not believe in criss-crossing these areas with highways. The total mileage in national parks and monuments should always be limited and their design and location should conform, to the natural surroundings and the beauty of the area through which they pass.

A good example of our philosophy on highways through park areas can be best illustrated by a recent development in California. There the main north-south highway, U. S. 101, north of San Francisco, is a narrow 2-lane road which winds through scores of giant redwood trees which for many miles are embraced within our state parks. Most of these state parks, by the way, have been purchased by private grants, from great Americans, who are interested in preserving in perpetuity these great natural wonders. Everyone knows the tremendous increase in motor vehicle travel which has occurred in recent years in California, even as it has elsewhere in the Nation. The great movement of commercial vehicles and the increase in private passenger cars for business travel, has resulted in a demand for the construction of a full 4-lane divided freeway, or speedway, on Highway 101 along its entire length from San Francisco to the Oregon line. To the Directors of the California State Automobile Association it seems little short of sacrilegious to build

Planning and Civic Comment

such a highway through the "Avenue of the Giants" in our great state parks along that portion of Highway U. S. 101 in Humboldt County. And so we have supported, with considerable vigor, by the way, a proposal that a 4-lane divided highway be built as a bypass to this great area for those whose business requires them to move as rapidly as they can from San Francisco north to the Oregon line, or vice-versa. Such action will permit us in our State to maintain the scenic beauty of the present route without the destruction of a single redwood tree. Thus we shall always retain our present highways for those who want to enjoy the pleasure and inspiration which comes from a leisurely jaunt through this great area.

In the larger parks and monuments we must always set aside and retain great areas which can be reached only by trails so that the venturesome and the nature lovers may have the opportunity of enjoying these areas without the risk of becoming a traffic accident statistic.

Another use of the national parks and monuments upon which we have fixed views has to do with the physical facilities available to park visitors. What kind and how many facilities should be provided in these areas? Here, again, we find conflicts in points of view. Insofar as the AAA is concerned we do not believe that the public interest is best served by converting our national shrines into resort operations—the so-called citified type of entertainment and Coney Island diversion might, in fact, draw more

people to the national parks than would otherwise be the case, but to do so would defeat the real purpose which prompted the setting aside of these national shrines. And, if we are to permit this type of diversion, we ought to change the name from national parks and monuments to amusement parks and monuments.

This observation is not intended to be critical of resort areas which feature such exciting and amusing events as ferris wheels and bingo games. Rather, it is intended to point out that we already have plenty of places where these and similar activities can be carried on. We see no need, nor justification, for bringing them into our public parks.

Those things which we believe to be entirely in keeping with park functions include a reasonable number of modern housing and sanitary facilities. These, we believe, should be provided by concessionaires upon assurances of a reasonable return on their investment and assurances by a continued tenure of operation under park supervision. There are some of our parks, where, because of the limited land area available, adequate housing and camping facilities cannot be constructed thereon without doing harm. In such cases, we should not destroy the value of the park by attempting to construct housing within the park.

Perhaps it would be well if I spoke of the type of entertainment, or more appropriately, education, which we feel the parks should continue to provide its visitors. At the very head of the list are the wonderful lectures given by the

Planning and Civic Comment

Park Rangers, the nature hikes and the wild life demonstrations. These things we believe to be important functions of our Park Service.

We of the AAA family have given much thought to the future of our great public land areas. We are determined to lend our voice and the strength of our organization to the preservation of these areas. We do not want them ravaged by private interests or despoiled by unrestrained public use. Neither do we want them set apart from all contact with humanity and fenced against entry by anyone as though they were forbidden fruit. We want a sound and intelligent use. We strongly believe that a great program for our national parks, such as is contemplated in "Mission 66," must also call for an intelligent development of park facilities at both the state and local level.

In the years ahead, we should double our present population. It may well be that we shall one day be obliged to limit the number of visitors who will want to make an annual pilgrimage to these national shrines. Before that time comes about, however, we might better consider limiting the length of the stay of individuals so that more and more people can enjoy these areas. As our population increases, more and more of our land must be given over to industrial and residential purposes and more and more important will become the preservation of our great parks and monuments.

We think "Mission 66" will go a long way to help us accomplish these desirable objectives—and we of the AAA will do our best to bring this about.

Thirty Years of Planning for the Federal City and a Look into the Future

The Federal City Luncheon, a feature of the National Citizens Planning Conference, held on February 7, 1956 in Washington, D. C., was sponsored by the Committee of 100 on the Federal City of the American Planning and Civic Association, and the planning and zoning commissions of the Washington region.

C. Melvin Sharpe, Chairman of the Committee of 100, explained that the first objective of the Committee when it was organized in 1922-23 was the establishment of the National Capital Park and Planning Commission, created by Act of Congress in 1924-26. During the 34 years in which the Committee of 100 has been active, it has had only four chairmen. Frederic A. Delano served as Chairman from 1922 to 1945, when he was succeeded by Associate Justice Owen J. Roberts of the Supreme Court who served until 1947. Hon. Clifton A. Woodrum succeeded Justice Roberts in 1947 and served until 1948, when the present Chairman took office.

Soon after the National Capital Park and Planning Commission was established, the Maryland-National Capital Park and Planning Commission was created and has functioned consecutively for nearly 30 years. In 1947, the Northern Virginia Regional Planning and Development Commission was set up and in 1952 the National Capital Regional Planning Council was created by the Act which reconsti-

tuted the Commission, and changed its name to the National Capital Planning Commission.

The Committee gave cordial support to the Capper-Cramton Act which was passed by Congress in 1930. At the 1950 Washington Conference citations were conferred on Senator Capper and Representative Cramton.

Mr. Sharpe introduced Harland Bartholomew, Chairman of the National Capital Planning Commission and Vice-President of the American Planning and Civic Association, who served as Toastmaster.

In his introductory statement, Mr. Bartholomew said:

Washington has a planning agency similar to that in most of the cities with which you are familiar. Its duties, as prescribed by the Act of Congress, are to "(1) prepare, adopt, and amend a comprehensive plan for the National Capital and make related recommendations to the appropriate developmental agencies; (2) serve as the central planning agency for the Federal and District Governments, within the National Capital region, and in such capacity to review their development programs in order to advise as to consistency with the comprehensive plan; and (3) be the representative of the Federal and District Governments for collaboration with the Regional Planning Council . . ."

The content of the comprehensive plan, as prescribed, is similar to that of other cities, including

Planning and Civic Comment

“among other things, the general location, arrangement, character, and extent of highways, streets, bridges, viaducts, subways, major thoroughfares, and other facilities for the handling of traffic; parks, parkways and recreation areas, and the facilities for their development and use; public buildings and structures, including monuments and memorials, public reservations or property, such as airports, parking areas, institutions, and open spaces; land use, zoning, and the density or distribution of population; public utilities and services for the transportation of people and goods or the supply of community facilities; waterway and water-front development; redevelopment of obsolescent, blighted, or slum areas; neighborhood areas; projects affecting the amenities of life, the preservation and conservation of natural scenery and resources, and features of historic and scientific interest and educational value; and all other proper elements of city and regional planning.”

The composition of the Commission is somewhat unique, however, being seven *ex officio* members, *i.e.*, “. . . the Chief of Engineers of the Army, the Engineer Commissioner of the District of Columbia, the Director of the National Park Service, the Commissioner of Public Buildings, the Commissioner of Public Roads, the chairmen of the committees on the District of Columbia of the Senate and the House of Representatives . . . ” and five non-official members, being “five eminent citizens well qualified and experienced in city or regional planning, to be appointed by the Presi-

dent, at least two of whom shall be bona fide residents of the District of Columbia or the environs, . . . ”

The Act also provides for the creation of a Regional Planning Council which is coordinate with the National Capital Planning Commission, and there are detailed provisions in the Act of Congress with respect to the composition, function and duties of the Regional Planning Council which I will not attempt to describe at this time.

It was the evident intent of the Congress to provide for the preparation and adoption of a comprehensive plan for the Nation's Capital which would be the result of competent technical advice furnished by citizen planners, with such adjustments and with the benefit of such advice as might be furnished by certain department heads from the extremely complicated Federal establishment here found. On the whole, and as a result of the Commission's work, I believe it may be said that Washington is experiencing reasonably good planned development. Three out of many illustrations may be used as examples of current planning activities: (1) In the comprehensive plan three ring roads are proposed—an inner belt, an intermediate belt, and an outer belt highway. Substantial progress is being made in carrying out all three of these projects. (2) The Public Buildings Service, in cooperation with the staff of the Planning Commission, recently produced and published a program for replacing many of the temporary buildings with permanent structures located in various parts of the central city area, in



*Presentation of Citations by Maj. Gen. U. S. Grant, 3d,
President of the American Planning and Civic Association*

to

CHARLES W. ELIOT, 2d

and

JOHN NOLEN, JR.

*Honoring them for their outstanding contribution to the
planned development of the National Capital*

CHARLES WILLIAM ELIOT II

While serving as City Planner and then Director of Planning for the newly established National Capital Park and Planning Commission from 1926 to 1933, he organized and directed the work of the Commission's staff, made the various studies and supervised the drafting of maps and diagrams for presentation of the Plan of 1928 to Congress and to the appropriate authorities of the States of Maryland and Virginia; under the general supervision of Frederick Law Olmsted, he prepared the plans for the comprehensive System of Parks, Parkways, and Playgrounds, and proposed the extension of the District parks into Maryland; he made the initial plans for the George Washington

Memorial Parkway, the Fort Drive, the Baltimore-Washington and Suitland Parkways, and assisted in the drafting of the Capper-Cramton Act; and finally, he proposed the Whitehurst Freeway structure, and initiated and guided the first traffic and parking survey and the comprehensive study of housing conditions and potentialities.

The people of the National Capital Metropolitan Area have reason to be ever grateful for the ability, experience and sound judgment he devoted to the cause of developing a better and more worthy Capital and a city more agreeable to live in, to work in and in which to raise a family.

JOHN NOLEN, JR.

While serving for over 25 years as City Planner and then Director of Planning for the National Capital Park and Planning Commission, he has loyally and effectively given to our City the benefit of sound technical training and excellent judgment in guiding its development; he has fought hard and usually successfully for the preservation of the amenities and beauty of the City and for compliance with sound planning principles; he has wisely guided and expedited towards completion the Park, Parkway and Playground System, and the execution of the Commission's plans; in spite of a too limited staff and inadequate appropriations, he has kept these plans up-to-date and introduced the newest planning techniques; he directed the preparation of the 1950 Comprehensive

Plan; he has proposed the sound solutions of traffic, parking, highway and bridge problems, and during World War II rendered invaluable service in guiding the location of emergency installations; and finally, he effectively assisted in the suitable development of our City as a member of the Board of Zoning Adjustment, the Zoning Advisory Council, and by giving innumerable civic bodies the benefit of his wise advice.

The people of the National Capital Metropolitan Area have reason to be ever grateful for the knowledge, perseverance and sound judgment he has devoted to the development of a better and more worthy Capital and a city more agreeable to live in, to work in, and in which to raise a family.

general accordance with the Commission's Central Area Plan. (3) A \$304 million public works program has been devised, processed through citizens' committees, approved by Congress, and is now well underway, some \$46 million of which is included in this year's budget.

You will note that the membership of the Commission is somewhat overbalanced with officials. The citizen membership is in the minority. Some difficulty has been encountered here. There is the danger that planning considerations may be subordinated to policies of individual agencies overly zealous of their departmental programs. These difficulties will, of course, arise from time to time and must be resolved—

it is hoped that they can be resolved in the best interests of the community rather than from the standpoint of the individual department or of the individual in charge.

We have three speakers on this program today who are well qualified to present views on various aspects of the Comprehensive Plan of Washington.

Mr. Bartholomew then introduced Charles W. Eliot 2d., Charles Eliot Professor of Landscape Architecture at Harvard University, who served as City Planner and Director of Planning for the Commission from 1926 to 1933. Mr. Eliot's paper follows:

Early Days of National Capital Park and Planning Commission

On this—almost—30th anniversary of the National Capital Park and Planning Commission it is well to recall some of the major purposes which those who "fathered" the Commission had in mind and to very briefly review and measure the progress which has been made towards those original objectives.

Thirty years ago Washington was a very different place from what it is now. That was all before the great expansion of this National Capital, before the city really burst the bounds of the District of Columbia.

Twenty-five years before that, the famous McMillan Park Commission of 1901 had revived the principles of the original L'Enfant

Plan; proposed the development of the Central Area, including the Mall, the Lincoln Memorial and what later became the Jefferson Memorial; and urged the expansion of the Park System with a Fort Drive and many other parks and parkways.

From the impetus of that great plan came the Union Station, the Lincoln Memorial and reflecting pool, part of Piney Branch Parkway, the Rock Creek and Potomac Parkway from Calvert Street to the foot of E Street, and major portions of the Anacostia Parks. But in those 25 years the park area grew only 24 percent while the population increased 70 percent and the assessed value of land by 240 percent.

Planning and Civic Comment

Progress in planning had been made with a Zoning Law in 1920, but on other aspects—particularly on plans for the spreading urban development in Maryland and Virginia nothing had been done. The two major impulses which set in motion the Park and Planning Commission came, I believe from those concerned with the lack of just those two things in the National Capital. These forces were brought together by the American Civic Association, at the instigation of J. Horace McFarland and through the effective work of Miss Harlean James, in the "Committee of 100 on the Federal City," under the leadership of Frederic A. Delano. The Committee was broadly representative of the interest in Architecture, Parks, Schools, Zoning, Highways, Waterfront, Industrial and other planning matters. Horace W. Peaslee headed the Committee on Architecture; Charles F. Consaul on Forests and Parks; John Ihlder on Housing; Alvin Barber on Highways; Frank P. Leetch on Waterfront; and Edwin C. Graham on Industrial Development. Colonel Clarence O. Sherrill, the officer in charge of Public Buildings and Grounds joined in urging action by the Congress. With the cooperation of many national organizations like the American Institute of Architects, American Society of Landscape Architects, and a series of committees over the country, and of all the important agencies in the District from the Board of Trade through innumerable Citizens' Associations, a bill was agreed upon and passed in 1924, which was enlarged in scope in 1926.

The first National Capital Park and Planning Commission included seven ex-officio members and four citizens "eminently qualified in city planning." Let me name them and their immediate successors:

The Chief of Engineers, General Edgar Jadwin—succeeded by General Lytle Brown;

The Engineer Commissioner of the District, Lt. Col. H. Franklin Bell, then Colonel William B. Ladue, succeeded by Major John Gotwals;

The Director of the Park Service, Stephen T. Mather, succeeded by Horace M. Albright;

The Chief of the Forest Service, W. B. Greeley, succeeded by R. Y. Stuart;

The Chairman of the Senate Committee, Hon. Arthur A. Capper;

The Chairman of the House Committee, Hon. Fred N. Zihlman, succeeded by Hon. Mary Norton;

The Director of Public Buildings and Grounds, Major U. S. Grant 3d.

The citizens members were:

Frederick Law Olmsted, succeeded by Henry V. Hubbard, Frederic A. Delano,

J. C. Nichols, and

Milton B. Medary, succeeded by William A. Delano.

Of all those just named only Mrs. Norton, General Grant, and Messrs. Olmsted, Albright, and William A. Delano survive.

You may wonder how I happened to have a part in those early undertakings. Well, here is the story: One summer Sunday, in the early summer of 1926, I received a tele-

Planning and Civic Comment

gram from Mr. Olmsted reading "Job here would of jumped for at your age. Meet me Cosmos Club breakfast tomorrow." I borrowed the train fare and climbed aboard the Federal. Mr. Olmsted met me at the door of the Old Cosmos Club on Lafayette Square and I'd no sooner taken off my hat than he turned to me and said "Let's be clear about this. We've got a job here called Director of Planning for the new Planning Commission. We've offered it to all the people we think are qualified and they've all turned us down. So, we've decided to call the job just 'City Planner,' to cut the salary in half and to give you a try at it."

"Trying" meant working under Major Grant — soon after Lt. Colonel Grant — and with Major Carey H. Brown, Engineer for the Commission, and Fred Coldren, the Secretary. On Mr. Coldren's death in 1931 he was succeeded by Tom Settle, and when Colonel Brown left us to go to Rochester, Captain Edward Chisolm took over as engineer. Soon after my joining the staff, William T. Partridge, who had worked on the 1901 plans became Consulting Architect to the Commission and Conrad Wirth was appointed Landscape Architect. When Connie started up the ladder in the Park Service, Thomas Jeffers succeeded him. Tudor Morsell joined us as Purchasing Officer when Colonel Brown gave up those duties. John Nolen, Jr. came on as City Planner when I moved up to Director of Planning.

I'd like to add just a few words about some of the other members of the staff in that period, particularly

Ellis F. Price and Carl R. Nolte, who are I guess the oldest in service, along with Mrs. Margaret Delbridge Donaldson. Then there was that colorful and very able White Russian General W. A. Levandowsky and W. F. Haiber, one of the best draftsmen I've ever known. Messrs. J. H. Mathiot and J. A. Ryder were reliable co-workers in the drafting room. Together, we turned out an enormous amount of work during that opening period.

Harland Bartholomew was planning consultant, and his associates L. Deming Tilton, William Hudson, and Earl Mills got the work on Regional Highways, a major street plan for the District, and studies of transit and railroad problems under way. All three of those associates are gone, but fortunately Mr. Bartholomew has continued his active participation in the work and now heads the Commission as its chairman.

Mr. Olmsted gave very generously of his time and wide experience in the early days of the Commission—almost a week in every month—and his leadership and participation were particularly important because he had been a member of the McMillan Commission of 1901 and had been chiefly responsible for the Park Proposals put forward by that Commission. He literally ran us ragged—up hill and down dale, regardless of chiggers or briars.

Another important figure in the planning work of that period was Charles F. Moore, who had been Secretary of the McMillan Commission and was then Chairman of the National Commission of Fine

Arts. He was always available with a sympathetic ear although somewhat inflexible when it came to any deviation from the Plans of 1901—and rightly so, for he had borne the brunt of battle for that plan over many years.

Our first job was to bring *the Plan of 1901 up to date*—in two aspects of planning and in two parts for one of these aspects. The plans for the Central Area needed revival, revision, and action. The plans for parks needed review, expansion, and implementation for both the District and the Region.

Largely due to General Grant's effective work—in his multiple role as Executive Officer of the Planning Commission, Public Buildings Commission, Arlington Memorial Bridge Commission, and Officer in Charge of Public Buildings and Grounds—very great advances were made in the Central Area. Constitution Avenue was planned and built. The Great Triangle of new office buildings was started—unfortunately without the provisions for automobile parking which we urged in vain. The opening of the vista between the Capitol and the Monument and the construction of the Mall Roads between 12th and 14th Streets began the final stage in the completion of the Mall. We made plans for future public buildings south of the Mall and for the opening of Independence Avenue for the Northwest Triangle, for an "Avenue of the States" along East Capitol Street, and for a future great memorial on the western extension of the Capitol-Monument-Lincoln Axis at the Radnor Heights in Virginia. Olmsted and Hubbard re-

worked and remade the plans for the Washington Monument grounds.

These proposals were incorporated in the "Plan of 1928." We pioneered with proposals for legislation to impose architectural controls on new buildings facing the Capitol, White House, Triangle and Rock Creek Park. And thereby hangs another tale which is worth retelling. Mrs. Eliot and I liked to attend the afternoon receptions at Justice Brandeis' apartment—because of our admiration for him and because he was an old friend of my family. He always wanted to know what progress was being made on preserving the old Chesapeake and Ohio Canal, for he had canoed the whole length of it and knew I liked to shoot rapids on the Potomac. Well, one day in 1929, I was telling him about the problem of the appearances of buildings facing on Pennsylvania Avenue and Lafayette Square and he shook his head and said "We (meaning the Supreme Court) will protect you from a bad smell or an unnecessary big or offensive noise—but when it comes to bad looks, well you can always look somewhere else—BUT, try it, young man, try it!" We did, and the Shipstead-Luce Act became law on May 16, 1930.

Today, the principal elements of the Central Area Plan of 1901 and 1928 are substantially in place, but sadly marred by the so-called "temporary buildings," particularly along the Reflecting Pool and on the Monument Grounds. Let's finish the job, clear them all away and complete the Monument Grounds in accordance with the Olmsted-Hubbard Plan!

Planning and Civic Comment

The 1901 Park Plans for the District would just never have been carried out at the slow pace of acquisitions prior to 1926 because values were going up faster than appropriations. We reviewed and recast the plans to concentrate on rounding out the boundaries of Rock Creek Park, to provide for the Fort Drive, to save several stream valleys where sewer and drainage costs exceeded those of land takings, and to provide a system of Neighborhood Recreation Centers based on the experience of the South Side Parks which Olmsted Brothers had designed for Chicago. We estimated the real property costs at \$16,000,000 if the land were acquired in three or four years. Our task was to get citizen support for the plan and for a method of financing.

Nowadays—when I recall how I was permitted, even encouraged, to tell the story of our park needs to citizens' groups over the District—often two or three nights a week—I can't help marvelling at the willingness of General Grant and the Commission to allow a youngster of 26 or 27 such responsibility and opportunity! I'm still grateful, General Grant.

Through the efforts of many people much better qualified than I was, Commissioner Proctor Dougherty was convinced of the necessity for a speed up on park purchases and a bill was drawn for an advance of \$16,000,000 to be repaid without interest at the rate of \$1,000,000 per year. Three years later that proposition was incorporated in the Capper Cramton Act and became law.

Instead of \$16,000,000 in four or five years, Congress has provided \$12,550,000 over twenty-five years and the District has repaid all but about \$800,000 of that sum. The missing parts of the park system are now estimated to cost some \$5,000,000—largely in neighborhood recreation areas where improved properties are involved.

The Plan of 1928—which Congress printed—included the Commission's proposals for the Central Area—expanded to include the Avenue of the States, etc., the plans for major thoroughfares, parks and recreation areas within the District, and plans for regional highways and regional parks and parkways.

The plans for the Regional Park System were based on a development of open spaces along the "Y" formed by the Potomac and Anacostia Rivers—and a great battle raged over the future of Great Falls and the Palisades of the Potomac. It was early agreed that Rock Creek Park should be extended up the Creek and that similar valley parks should be established along Sligo, Northwest and Paint Branches, along Cabin John Creek and over in Virginia along Four Mile Run.

Most gratifying progress has been made on the Regional Parks beginning with the Mt. Vernon Memorial Highway and the passage of the Capper Cramton Act for cooperative matching procedures with Maryland and Virginia or private parties. But it is high time the major pieces along the Potomac were acquired—the Fort Washington Parkway, the remaining islands and pieces in Montgomery County, and particularly the Virginia palisades and the

Planning and Civic Comment

property of the PEPCO at Great Falls.

The Early Years of the Planning Commission came to a kind of climax in 1930. In January, the Regional Plan was presented in Constitution Hall,—and in May the Shipstead-Luce Act and the Capper Cramton Act were passed by Congress. That was over twenty-five years ago.

May I suggest, Mr. Chairman, that even as we in those “Early Years” revived and tried to complete the projects of the Plan of 1901 so now it would be appropriate to revive and complete the major elements of the Plans of 1928 and of 1930. I am thinking particularly of the completion of the George Washington Memorial Parkway, the Fort Drive and the Washington Monument Grounds.

May I suggest also, Mr. Chairman, that just as those concerned with the Plan of 1901 left a reminder of the genius of Washington’s First Planner in the tomb of L’Enfant in front of the Arlington Mansion, so

it would be most fitting if we in our generation remembered the planners of 1901 and 1928 in a suitable memorial. I’ve often pondered on a fitting form of memorial to my revered chief, Frederic A. Delano, and remembering his interest in “The Handkerchief Map”, I have a suggestion for your consideration. Why not place a replica of the Plan of 1928 and Regional Plan of 1930 at the Meridian or crossing of the axis of the Mall and the White House—Jefferson Memorial axis. Make it bronze in concrete, flush with the surface of the ground—30 feet by 30 feet square—and in the border record our tribute to the authors of the Plan of 1901 and to our friends and leaders in the Early Years of the National Capital Park and Planning Commission. Will the Committee of 100 undertake that project?

At the conclusion of Mr. Eliot’s remarks, General Grant presented him with an illuminated citation honoring him for his planning service.

Mr. Bartholomew then introduced John Nolen, Jr., Director of the National Capital Planning Commission, whose paper follows:

Emerging Ideas and Forces in the Plan of Washington

It has been suggested that this National Conference on Federal Government and Local Planning is an appropriate occasion to present a brief review of the Washington plan and of the conditions, ideas and forces being brought to bear upon what has heretofore been widely accepted and firmly maintained. In a broad way, such a discussion will serve primarily to orient those unfamiliar with the more recent circumstances that are bringing about changes of increasing importance in the basic plan of the Nation's Capital.

Of course, any long-range plan for community development, while charting a definite course for current actions, must also be flexible enough to meet changing conditions and evolving ideas as to community living and environment. But because we live in a restless age when change seems to have a merit of its own as a mark of a progressive way of life, it is all the more important to keep in the forefront the underlying planning principles and objectives which have been successfully observed and proven up to now. A few reminders, therefore, of the background for the Washington plan should provide a sound basis for appraising the new ideas and forces that are emerging.

First, let it be recognized that Washington today has a fine city plan because it emerged and evolved as the result of conscious striving

to preserve and emulate the noble stature of L'Enfant's original concepts. In recent years, since the formation of the National Capital Park and Planning Commission in 1926, many features of the plan have changed under the guiding hand of a professionally vigilant Commission and staff, and under the varied pressures and needs of an expanding government establishment, through depression, recovery, war and post-war eras. Under the leadership of General Grant, who was Chairman from 1942 to 1949, the earlier plans were reviewed, brought up to date and published in 1950 as the comprehensive plan of the National Capital. The plan was the joint enterprise of the Commission and its consultants, Harland Bartholomew and Associates.

The original plan was a studied system of avenues and streets designed around a plan of open spaces and reservations for public buildings and monuments, both so comprehensive and well adjusted to each other that it is still basically sound for modern needs. A hundred years later, Congress provided for the plan to be extended to the District Line; then, half a century after that, in 1952, Congress formally authorized the development of a regional plan as a guide for decisions no longer tenable within the narrow confines of a plan for the District of Columbia for any one of the outlying jurisdictions.

Planning and Civic Comment

The 1950 comprehensive plan presented a broad statement of objectives which the plan itself was designed to attain. It included all the usual principal elements: estimates and proposals about people and their work, a general land use plan for the District, regional and District thoroughfare and open space plans, and a program for redevelopment among others. All of these plans have proven valid bases for extension, modification, and perfection in the intervening years. To a surprising and very satisfying degree, many are being actually realized. A descriptive list of the attainments with the money involved would be impressive.

Of note, perhaps, at this point is the continuing public interest in the report. Of the 24,000 copies printed in six monograph editions, 21,500 have been distributed and at present rates most editions should be out of print in about two years. One monograph is already out.

The comprehensive plan advanced and gave positive effect to several new ideas which have now been accepted. Perhaps the biggest of these so far applied is an emerging program for the dispersal of Federal executive establishments throughout the metropolitan region, eventually to extend 25 or more miles outward from the center. Such a move was begun first by the research establishments during the 1930's with the movement of many activities of the Department of Agriculture to the 12,000-acre Agriculture Research Center at Beltsville, followed by the Institutes of Public Health and the Naval Hos-

pital to Bethesda, the Naval Ordnance Laboratory to White Oak, and the Census Bureau to Suitland. There is now in the making a broader, more studied policy for the dispersion of activities essential to the national security. Each of these decisions has had initial local impacts, now becoming cumulative, upon the economy and physical development of the area as a whole, thus making imperative, in the interests of both federal government and local community, the preparation and formal recognition of a regional plan.

Another new feature of the comprehensive plan was a proposed system of regional expressways providing for high volume, uninterrupted vehicular circulation around and about, as well as in and out of the central city. Three circumferential or belt routes were proposed and extensive utilization of the parkway system previously planned was recommended where consistent with park use and development, and where traffic could be restricted to passenger vehicles as in the New York, Boston, Chicago and other metropolitan areas having extensive parkway systems.

There are many other ideas emerging which need only mentioning for one to visualize their influence on plans for future Washington. There are regional shopping centers, still evolving, varied new types of housing calling for re-statement of zoning and building codes and establishment of better standards, especially for the urban renewal program. Most old codes and standards are now completely obsolete.

Planning and Civic Comment

The 1952 Planning Act gave the reconstituted Planning Commission, as well as the newly created Regional Planning Council, positive definitions of their respective functions and outlined formal procedures for performing them and making them effective. Because there has been a lag in implementing this new legislation with appropriations for technical staff to accomplish the work, it has not been possible until this year to begin to prepare the new plans which the law envisioned. Perhaps because of this and certainly because of the need for decisions on public improvements of strategic significance in any plan, the National Capital Planning Commission as well as all the other planning agencies in the environs have been under increasing pressure to make planning decisions on specific projects without the full benefit and guidance of forward looking regional plans.

Since the publication of the comprehensive plan in 1950, there has come to bear upon the whole development complex of the Washington area a number of increasingly powerful forces which are requiring more rapid extensions and revisions in previous plans than heretofore anticipated. These forces, or factors, are (1) the broadening economic base for the area as a whole, (2) the continuing increase in the use of the automobile as a substitute for mass transportation, with resulting acute congestion and economic dislocation, (3) the transition from idea to reality of a dispersal policy for the Federal Government and, finally, the impact of all of

these factors upon the growth of the entire area and all its parts.

The effects of these forces upon the comprehensive plan are, of course, recognized and being measured and projected wherever possible. For example, the Planning Commission and Regional Council are undertaking to learn more about the economic base for the area as a whole so as to make rational forecasts of future population and land use. Already it is evident that employment, the prime measure of all growth potential, is broadening with less dominance by the Federal establishment. The broadened base also forecasts a higher average income with all that follows in its wake.

Perhaps the most tangible of all forces affecting the plan, however, are those relating to the increased use of the automobile. This is particularly acute in the Washington area because of the high average income level. Registration in relation to population is among the highest of any metropolitan area in the United States. A further special factor is a much higher ratio of automobile ownership in the suburbs outside the District of Columbia where registration has expanded faster than population. The net result of these factors, unstimulated as yet by the proposed expressway system, is to accelerate the substitution of the private automobile for mass transportation as a means of transport into and out of the downtown area. As an index of this trend, since the end of the war, central area off-street parking spaces alone have nearly tripled.

Planning and Civic Comment

The factor whose force has not yet been felt is, of course, the dispersal program of the Federal Government. It may take five or ten years for the significant changes which will follow in the wake of, for example, the location of establishments 20 to 30 miles out in the open country, with employment aggregations of from two to five thousand persons. Certainly there will be new communities requiring planning guidance and controls.

All of these forces are healthy and significant manifestations of our continuing high level of economic activity and unprecedented high rates of population growth. They represent new opportunities for comprehensive planning yet to be realized.

Two principal approaches are needed to meet the issues. The first is to enlarge the unit for planning to the metropolitan region and lay down the framework of a regional plan suited to this area as the focal point for national activities, both public and private. The second is to attack the internal problems of the city, reorienting the character and use of the older areas to an overall city plan through the redevelopment and renewal process.

The problem of effectuating a comprehensive plan is sometimes the most difficult responsibility of the planning agency. This is because it involves the relationship with the development agencies and inevitable reckoning with existing unsound situations which cannot be eliminated overnight. In Washington some of the current problems of this nature are:

1. The sprawling temporaries of World Wars I and II throughout our park system, housing 40,000 employees.
2. Unfinished commitments in the Central Area plan.
3. Lack of any firm program for meeting obvious early Federal needs.
4. The continuing tendency to plan by projects rather than for broad comprehensive objectives.

In conclusion it should be observed that the impact of new ideas and forces involving whole populations, generates powerful pressures for action by public authorities. Well calculated long-range comprehensive plans are the best answers to these pressures. Unless they exist in advance, however, and there is legislative support for them, the action agencies are likely to proceed to meet their responsibilities without comprehensive plan guidance. This has happened in the past in Washington and it has been costly.

To avoid such eventualities, leading to violation of the basic planning principles which have brought fame to Washington and fortune to many of its citizens, four requisities are needed:

1. A more widespread and honest recognition of comprehensive plan objectives.
2. Legislative authorization implemented by periodic appropriations, as for Federal Aid Roads, for an orderly carrying out of plans and policies meeting the needs of the Federal Government.
3. A rebirth of pride, both locally and nationally, in what happens in the Nation's Capital affecting its basic plan, and
4. A more active participation by local and national groups in the evolution and realization of basic plans.

Planning wise, Washington is at a crossroads. Will comprehensive planning provide the required guidance?

Following Mr. Nolen's talk, General Grant presented him with an illuminated citation honoring him for 25 years of distinguished service as City Planner and later Director of the Commission.

Mr. Bartholomew then presented

John T. Howard of Cambridge, Mass., President of the American Institute of Planners, who has been retained as consultant to the National Capital Planning Commission on the Regional Plan of Washington. Mr. Howard spoke on:

A Planner's Philosophy for the National Capital Region

The previous speakers have reviewed the development of planning policies for the National Capital in this century, and the emerging forces that are now reshaping policy. It is my part to try to set before you the planner's view of what our future policies may be, or ought to be, in guiding the growth and development of the National Capital Region toward the twenty-first century.

Let us start by adding to the background already presented, an attempt to gauge the scope and dimensions of the planning problems with which new policies must cope. In terms of area, what will be the extent of the Washington Metropolitan region a few decades hence? If we take the present jurisdiction of the National Capital Regional Planning Council and add to it a bit, we come up with an area of about two thousand square miles, composed of the District of Columbia, Montgomery and Prince Georges Counties and perhaps part of Charles County, in Maryland, and Alexandria, Falls Church, Arlington, Fairfax, and parts of Loudon and Prince William Counties in Virginia. This is equivalent to a

circle of twenty-five-mile radius, but it runs only twenty miles—about half way—toward Baltimore, and about thirty miles to the northwest, west and south. This two thousand square miles is a perhaps conservative estimate of the territory that will be directly tributary to, and geographically a part of, the National Capital Region before the year 2000.

What will be the population of this area? It is now over a million eight hundred thousand. A number of forecasts have recently been made, which indicate a total of close to four million people by about the year 2000. If we accept the forecast of three hundred million for the United States as a whole for that date, this is not an unreasonable ceiling. Our own studies are still in progress, but let us say, an increase of perhaps as many as two million people in the National Capital Region during the next thirty or forty years.

What happens when we put these two figures together? Our present population is using about two hundred square miles for urban purposes, at a rough estimate. This counts the house-lots, the stores

Planning and Civic Comment

and offices, the warehouses and factories, schools, institutions, government buildings, parks, cemeteries, golf courses, railroads, water works, airports and streets—all the uses of land that directly serve the urban population; it leaves out farms, woods, swamps, vacant land and water areas. It assumes about seventy-five acres of urban use per thousand population. But for the future, all trends point to a rate much higher than that; house lots are bigger, school sites and airports are bigger, factories are single-story with much parking, highways are wider—for nearly a century, new urban areas have been built at progressively lower densities than before. It seems reasonable that in the years ahead we will use up for urban purposes about a hundred and forty acres—nearly twice as much—for each one thousand of new population.

Two million new people, then would require about four hundred more square miles of new urban land—land that is now rural. Added to the two hundred we are now using, that means a maximum of about six hundred square miles of land put to urban use by the year 2000. But note that this is less than a third of the two thousand square miles that comprise the region!

The problem of our planning is to guide the development of about four hundred square miles of land—the locations of all of the activities of the new two million people—in addition to whatever redevelopment needs to be done within the two hundred square miles already urbanized. Where, within the two-

thousand-square-mile area, should this growth be encouraged? How should it be organized in space—what patterns should be sought? What should be the criteria and the standards for our planning?

Obviously we need a whole battery of criteria and standards, to apply to each of the manifold elements of an urban environment for four million people. These are the matters on which we need policy decisions. And it is vital that these policies should be consistent, each with the others, or no comprehensive plan can be devised that will give force and effect to them all. I am going to try to outline my view of the shape that some of these policies should take, in regard to some of the more significant aspects of the National Capital Region of the future. My suggestions are not official; they have not been cleared with anyone, and represent merely personal opinions. I lay them before you for your judgments, as to whether they are valid policies for this area.

Let us take first the feature of the National Capital Region that is its reason for being: the seat of government of the United States, the place of business of the national legislature and the chief executive, and the nerve center of government administration. An obvious criterion is the housing of these governmental activities on sites, and in relation to each other, in such a way as to maximize the efficiency of all their operations. Equally obvious, efficiency requires inter-accessibility among key people and key agencies. Even more obviously, our national government has become

Planning and Civic Comment

so complex, and its personnel so numerous, that there is a practical limit to the number of key people to whom interaccessibility can be provided. A corollary criterion, then, is that the National Capital Region, or at least its core, should house only those parts of the national government among which frequent face-to-face contacts are essential; and all others should be located—or relocated—somewhere else.

But the “seat of government” has another function, beyond mere functioning. It is a symbol, of the ability of free men to govern themselves. In the language of the National Capital Park and Planning Commission’s 1950 report on the Comprehensive Plan, “the monuments (of national significance) have a true and leading place, to inspire the citizen and visitor with the National Capital’s function as the setting for the spirit as well as the operation of democracy”. Here is a policy to guide our planning, to be coupled with another also in the words of the same report: “Now ‘working’ buildings will probably work better, if their efficiency is not subordinated to magnificence.”

The second significant aspect of the region is to shelter its inhabitants, a function shared by every metropolitan area. It should surely be a planning policy to make the residential parts of the region places for good living—not merely healthful, but convenient and pleasant. The goal of our American society is the fulfillment of the growth capacities and potentials of each individual within it, and as a feature of that goal to provide opportunity

for a range of choice to match the range of kinds of individuals that we are. Our capital city should express this goal in its planning, not only to the extent that every city should, but even more.

This means residential areas that are varied, offering housing types to meet the needs of all our kinds of family and all our income groups, from the single worker and young working couple to the many-childed and the retired; from the nightclubber to the gardener, the solitary to the gregarious, the quiet to the noisy. It means schools and local institutions that meet standards of site size and neighborhood location. It means shopping and consumer services and entertainment that are convenient and varied, accessible but not intrusive—the bright lights are fun, but also it should be possible to walk or ride without flashing neon shouting from every corner to buy or eat or watch something. It means facilities for culture and education and religion, housed and sited with a dignity that conveys more than lip-service to the respect we claim for them.

And lastly it means opportunities for recreation, of all kinds, both local and regional—the playground, and the quiet little park; the athletic grounds, for players and for watchers; the picnic place, the boating and riding and swimming places; the woods and streams, the natural reservation big enough to get lost in. There should be enough of all of these, and so placed that everybody can get at them. And beyond the measurable requirements for specific recreational activities, natural open spaces are very

much needed to break the monotony that has become so typical of our suburban sprawl, not only for visual pleasure, but to divide what would otherwise be frighteningly big urban areas into communities to which people can feel that they belong, in scale with human dimensions.

These criteria are no more than the accepted policies for the planning of residential areas and services that have been crystallized during the last generation. I have repeated them, not because they are new, but because they are important.

A third aspect of the region is as a work-place. If good living is the goal of cities, making a living is the first essential. Though the Federal Government is and will be the prime employer, the majority of the population is and will be supported by other economic activities—most of them serving the government-employed or located in Washington because the government is here, others independent of government and located by another regional orientation. It must be a planning policy to foster the prosperity of all these economic activities, by assuring sufficient space for efficient operation, in locations accessible to labor supply, markets, and the other essential factors. This means attention to the differing requirements of different kinds of retail business center; and to the requirements of administrative offices, professional services, and the manifold operations involved in the processing, shipping, and storage of goods of many kinds, for local and non-local markets. And this brings me, without attempting to define the vary-

ing criteria for these many forms of economic activity, to a fourth aspect of the metropolitan region.

Let us look at it now as a complex structure of many functioning parts—the many different land uses, each a place where people do something—live, learn, play, make, buy, sell, legislate, administer, and so on—all knitted together by systems of utilities, communication, and circulation, whose functioning makes it possible for people to do these things in these places. Planning technique is concerned with the designing of this complex structure, or rather of its future growth and change. Planning policy is concerned with the objectives of the design. A number of these objectives have already been outlined; but decisions in regard to the design of the service systems are so influential in achieving—or thwarting—these objectives, that they partake of the nature of policy.

The two utilities for which this is especially true are water supply and sewerage. The over-riding characteristic of water supply is that it is limited; so it must be a regional planning policy to so dispose the various urban uses of land as to conserve that supply, and to conserve also all possible future opportunities to utilize it. The limits of water supply may turn out to be the ultimate controls on the future population of the region, and thus the determinant of all other planning policies.

But water supply and sewerage have another characteristic, in that urban development cannot take place without them—except at such low densities as to be in effect rural

Planning and Civic Comment

rather than urban—but where water and sewer are provided, urban development is almost inevitable. Therefore, since we are projecting a total quantity of urban development that will occupy less than a third of our regional area, decisions as to where or whether to provide water and sewer service are tremendously influential in determining where that growth will occur; and should not be undertaken lightly. The policy that stems from this is that these decisions should be coordinate with community planning policy, as expressed through whatever plans for patterns of land use and non-use that may be finally arrived at.

In the same category are many elements of the region's circulation system. The airports and the railway and highway routes that connect the region to the outside world not only feed into and out of it the people and the goods that keep the metropolitan area alive, thus making their efficient design and location a matter of major regional planning concern. They, as well as the intra-regional net of highways and transit lines, also exert great influence upon the future location of land uses and distribution of population. Those who decide where new highways are to go will also be deciding where new subdivisions and new outlying industries will go. It is the inter-accessibility of all of the working parts of the region that makes the region work, as an economic and sociological unit. It is accessibility that makes land useful for urban purposes; so the providing or withholding of access is tantamount to

deciding whether or not the land shall be used. From this I draw the same policy for the utilities, that major highway and transit decisions must be coordinated with land use planning policy.

There are other obvious ways in which the planning of transport facilities need to be coordinated with the planning of land use and population distribution. An overloaded transport route may be relieved by increasing capacity or providing an alternate route between the origin and the destination; it may also be relieved by moving some part of the destination to a place nearer or to, or in another direction from, the origin. It is a matter of planning policy to decide which course of action will ultimately best serve the future goals of the region. The policy I propose is at least to be aware of these two alternatives; which I would choose, I will say something about later.

But before leaving the subject of circulation, I would like to suggest some subordinate policies, which are perhaps more in the nature of standards. The journey to work, which is the single largest burden on the circulation system, should be so provided for that most workers spend no more than half an hour, and few more than forty-five minutes, on this journey. At the same time, the system of facilities should make it possible for every worker's home to be within this range, not of all work-places in the region, but of all kinds of work-places, including the center of the city. Something like this same standard should apply, and would auto-

matically apply to the journey to shop. And the measure of interaccessibility among the government agencies (and government-oriented private offices) that need it, should probably be under half an hour. But it is relevant to point out that, either by modern express highway or by modern rapid transit, only half an hour separates two points that are twenty-five miles apart if the facilities are not overloaded—plus, of course, time to and from the express facility. This suggests that, given the facilities properly routed, there is hardly any part of our two-thousand-square-mile region that could not be made sufficiently accessible to the center and the other parts to meet these standards, and thus qualify for urban development as an integral part of the National Capital Region.

The next aspect of the region that I want to mention looks at this territory as a not insignificant geographical segment of our country. As such, it has natural resources which it is our responsibility not to squander. These are not alone places of scenic beauty, nor the water that the region itself needs. There are agricultural resources of soil for pasture or tillage, which if not irreplaceable in the sense that they cannot be substituted for by farming in other regions are at least irreplaceable here; if once converted to urban uses, they cannot be converted back at a later time. Agriculture has a place in this regional economy, and it should be a planning policy to conserve this resource wherever there is a reasonable alternative location for urban use.

Finally I suggest that we look at the National Capital Region in yet another light, as the beleaguered headquarters of the Free World in a conflict that we have been told may continue for a generation or more. Is there not a planning responsibility here, and therefore a reason for a planning policy?

If there is a risk of active war—and the national budget suggests that there is—can the kind of planning that is done for the physical development of this metropolitan area—and others—help to allay that risk? It seems to me that it can. An article by Hans J. Morgenthau in the January *Bulletin of the Atomic Scientists* states: "The present atomic stalemate is composed of four main factors: for all practical purposes, evenly matched atomic capabilities; the similarly matched capabilities for defense; the similarly matched availability of vital targets; and the monopoly, vested in the United States and the Soviet Union, of the capability to wage all-out atomic war." Alongside this quotation, let me put one from last Friday's *Christian Science Monitor*: "Soviet industry under this (current Five-Year) plan is to continue its trek eastward beyond the Urals into the heart of Siberia . . . By 1961, if everything goes well, the country will be less vulnerable to attack . . . Few parts of the sixth Five-Year Plan are more likely to be carried out." You all know what has happened to this country's vital targets during the last ten years; they have become increasingly attractive, especially the National Capital Region. Several hundred

Planning and Civic Comment

thousand more Americans, some of them quite important to the working of our country, are now within the destructive range of a bomb dropped on the Capitol.

There are three phases to a consideration of urban vulnerability. The first, and we hope the only one ever tested is the efficient performance of a city's functions during peacetime—in this case, national government and international affairs. This falls within the scope of the planning policies already described. The second is minimization of destruction under attack; and the third, ability to quickly recover after attack, and resume the vital function. Can the future growth and change of this National Capital Region be so planned as to achieve these objectives? I believe that it can, and in such a way as to strengthen rather than weaken every one of the proposed planning policies that I have presented. And if this can be done the present precarious balance may be prevented from shifting against us, and the risk of war not grow greater.

But the inevitable conclusion of this reasoning is the framing of a proposed planning policy that would surely be highly controversial. It involves doing everything possible to check the present trend of growth all around the fringes of the metropolitan urbanized area, and seeking to channelize as much new growth as possible into the outer parts of the region as I have described it. It means adoption of a policy by the Federal government of relocating agencies to far outlying sites; and by utility, highway, and transit agencies of deliberately withholding

extensions of service to the areas that are now considered to be next in line for development, and deliberately providing services and creating accessibility in areas that are at a "safe" distance from the District core. It means adoption of a zoning policy by local jurisdictions that is equally revolutionary. It means discouraging higher densities in the District of Columbia, whether for apartment houses or for office buildings; in fact, discouraging the location of new economic activities within a radius of many miles from the Capitol.

But what about the positive aspects? Is such a policy consistent with reasonable peacetime goals? Let us review quickly the other policies I have suggested. First, geometry confirms that there are the four hundred square miles of land needed by our two million additional people, within the region but beyond a twenty-mile radius. Second, given a new circulation system—which is engineeringwise perfectly feasible—the necessary accessibility could be created, to enable new functions or relocated functions, and people, to perform as integral parts of the metropolitan region in such outlying locations, without impairing the efficiency of intercommunications. Third, the ceremonial and symbolic functions of the Capital would be enhanced rather than impaired, by removing the temporary buildings—and relocating an equivalent number of Federal employees. Fourth, many of the desiderata of a good residential environment could be better provided for in new and planned centers of population, than in a

continuation of the gradual accretion at the edges that is progressively depriving the present central population of access to rural areas; and the preservation of accessible public and private natural open space would be made possible. Given the utilities, the work-places and the circulation system, houses and schools and churches and supermarkets can be built and well-planned, anywhere. Fifthly, then, new economic activity—and especially industrial activity of a kind not tied to the presence of the Federal government—can also flourish, on spacious sites, with new labor markets and new inter-regional transport lines.

The final advantage that I offer for this policy is that it would preserve a future freedom of choice and action. The one thing we know is that we cannot predict the future accurately, and may therefore want

to change our minds later. Regional development at low density makes possible a future increase of density; should world situations and planning technologies change, the open spaces can be filled in and low buildings replaced by skyscrapers. But if we plan and build at high densities now, we are committed; the laws of land economics and inertia make reductions of density practically impossible.

The National Capital Region has a choice of alternatives. In very general terms, I have described one. It seems to me that it would be a good policy to adopt—good for the efficiency of the Federal government, good for the people now living here, good for the new people to come, good for the country as a whole—perhaps contributing to the good of the world. I submit it for your judgment.

CMRO Meeting on Metropolitan Areas and the Bomb

The Council of Metropolitan Regional Organizations held its Annual Meeting at the Hotel Statler in Washington, D. C. on Saturday, February 4, 1956, just preceding the National Citizens Planning Conference. Mr. T. Ledyard Blakeman, President of the Council, presided and introduced General Willard Paul, Assistant to the Administrator, Office of Defense Mobilization, who spoke on "Resulting Policies of the Office of Defense Mobilization;" Governor Val Peterson, Administrator, Civil Defense Administration, who spoke on "Metro-

politan Studies for Civilian Defense;" and a panel of three commentators: General Otto L. Nelson, Jr., Vice-President in charge of Housing, New York Life Insurance Co. and Chairman of Project East River Committee; William C. Wheaton, Professor of Planning, University of Pennsylvania; and C. McKim Norton, Executive Vice-President, Regional Plan Association of New York, New Jersey, Connecticut Metropolitan Region.

Albert M. Cole, Administrator of the Housing and Home Finance Agency, spoke at the Lunch Session

on "Importance of Metropolitan Planning." We take pleasure in presenting in this issue Mr. Cole's significant address, coupled with a related talk by Tracy Augur, Director of Urban Planning Assistance, Urban Renewal Administration of the Housing and Home Finance Agency on "Urban Planning Assistance" as part of the National Citizens Planning Conference. At the afternoon session "The Reasons

For and Procedure in Setting up Legislation for Metropolitan Planning in Boston," were discussed by Hon. Harrison Chadwick, Representative of the State of Massachusetts; by Walter Isard, Associate Professor of Regional Economics and Associate Director of Section of Urban and Regional Studies, Massachusetts Institute of Technology; and by Martin Myerson, then Executive Director of A C T I O N.

Importance of Metropolitan Planning

By ALBERT M. COLE, Administrator, Housing and Home Finance Agency

I feel complimented as an amateur—and a relatively new amateur at that—to share today's program with you professional planners from our metropolitan areas.

But it doesn't take a plumber to know when the faucet is leaking. And you don't have to be a professional to know that serious planning problems confront our urban communities. For a number of years most of my attention has been centered on problems that beset our towns and cities, and I know that a number of things are out of order.

This morning you gave very serious attention to the problems posed by the threat of modern bombing. This represents a contingency that it would be *fatal* to ignore.

But allow me now to redirect your attention to some of the urban problems that will still confront us in what I hope is the *likely* event that the bombs never fall. We must concern ourselves with more than survival itself. We want to build a world worth surviving in.

In my three years as Housing Administrator, I have had a responsibility for seeing that the Government does what it can and should to help communities correct the consequences of bad planning and the lack of planning in the past—and avoid making the same costly mistakes all over again.

I have been glad to observe that urban planning has come to better days. Not many years ago planners were viewed as a mysterious cult of impractical theorists. Planning was represented as something to be done *for* the people—not with the people—and Federal planning often seemed to be an excuse for Federal domination and interference.

But during our rapid post-war growth there has been a change. Some of the facts of bad planning, or no planning at all, have caught up with us. The ideal of planning ahead has come to be almost a catch-word in many phases of our urban life.

The builder's best-seller today is the home that is "planned for modern living." Planned sub-

Planning and Civic Comment

divisions, planned industrial districts, planned shopping centers, planned thoroughfares and schools are accepted as commonplace—and people like it better, whether or not the planning itself is always sound, the principles of planning are accepted.

Business men—*practical* business men—have had a lot to do with this change. Business pressures have demonstrated that you cannot have well-planned business development without well-planned community and metropolitan growth. Business leadership has not only supported, but also instigated community and metropolitan planning. There are outstanding examples in Atlanta, Detroit, Chicago, Cleveland, and St. Louis, to name a few. In Pittsburgh the Jones & Laughlin Steel Corporation teamed up with the redevelopment agency to get a slum area cleared at its own expense in order to have room to expand and save its own plant from economic strangulation.

Only recently, T. V. Houser, Chairman of the Sears-Roebuck Board, told an illuminating story of the dilemma that his company faced at their great Chicago headquarters office. Blight was destroying the area, driving away their employees, creating serious economic problems for their operation. Mr. Houser said:

“We gave serious thought to transferring our headquarters elsewhere. But after reviewing the matter carefully, we decided not to move. The launching of the Congress Street superhighway, with all its promise of improvement for the entire area, was an important factor

in reaching this decision. But we also felt that we had a responsibility for the area, one that we should not walk away from.”

That, to me, is an eloquently simple statement of the mutual responsibility of the community for business and business for the community.

Planning is no longer an impractical theory. In its elementary sense, planning is letting the left hand know what the right one is doing. In the urban economy, it means seeing that the many hands that shape community growth work in harmony toward common objectives—that the efforts of some do not cancel out those of others, to the detriment of all.

We have not as yet, however, developed generally an adequate understanding of planning as related to the whole community. And we are only dimly aware of the importance of planning for the whole metropolitan area or urban region. The invisible lines that stop law enforcement, taxing powers, and planning authority in their tracks in the midst of our built-up urban communities are still no barriers to the spread of traffic congestion, blight, and the social and economic effects of metropolitan growth. We need to develop greater linkage between our municipal efforts in metropolitan centers, to extend our thinking over a sufficient range to deal with the problems common to our metropolitan areas and regions.

We are making progress at the community level. The best evidence of that is here in this and similar meetings. To plan is to look ahead—and as a progressive

Planning and Civic Comment

people, we believe in looking ahead. Our problem today is more one of education than of persuasion.

But what about our thinking at the Federal level? There has been a change there too—in the last few years.

Most of my years as Housing Administrator I have spent finding out about the problems of housing and urban living. I met and talked with hundreds of people. For three months during my first year in office I worked with the President's Advisory Committee in shaping definite recommendations for dealing with them.

From that report came the President's recommendations to the Congress, and from those recommendations came the Housing Act of 1954. That Act embodied the concept of the urban renewal program substantially as we have it today.

I believe the most important finding in our studies—later reflected in the legislation—was the futility of attempting to deal with different special aspects of the urban problem as if they had no relation to one another. We found we had been working without a sense of cause and effect—trying to clear slums while the causes of slums went on unchecked. We were frantically trying to bail out the boat without fixing the leaks.

Our planning consisted of fixed Maginot Lines to protect segments of our community investment—only to see the mobile forces of blight outflank and engulf them. This was not planning for modern growth. This was planning for stagnation—if planning it was.

Under the new Act we are under-

taking to treat the urban economy as a related whole. The basis for that approach is a comprehensive "workable program" by the community—a planned coordinated program to deal with its key urban problems—its traffic, community facilities, codes, and overall planning, as well as its slums and housing. This is a prescribed requirement for application of various Federal renewal aids to help the communities on specific undertakings.

We have been genuinely encouraged at the community response to this new obligation. More than 165 communities have developed or are at work on comprehensive workable programs. These programs have served to bring communities face to face with their total problem, to stimulate concern for neglected phases, and to generate action on fronts that were languishing.

In some of these cases communities have presented programs that show a real appreciation of the relationship of the city's problems to those of the whole metropolitan area. In others, this awareness, of course, has not been apparent. We would like to see more of these workable programs—all of them, in fact—developed with a due recognition of the broader considerations that are involved in the whole metropolitan region. This, I think, is a field in which, planning counsellors like yourselves can make a real contribution—as many of you, no doubt, have been doing.

Another result of the new Housing Act has been to convert the Housing and Home Finance Agency, into a

Planning and Civic Comment

broader agency—one that views its particular housing, slum clearance, and community facilities operations in the context of the whole urban economy. We have needed this approach in the Federal Government for a long time, and the new urban renewal concept permits of no other outlook.

And finally, the new Housing Act has recognized urban planning in its own right as an essential basis for sound urban renewal and a proper field for Federal encouragement and assistance. The President's Advisory Committee's studies had revealed two serious deficiencies in urban planning activity for which sources of local financing were inadequate. One was the planning needs of smaller communities. The other was that of metropolitan areas and regions, where the principle that what is everybody's business is nobody's business has made progress difficult.

The Housing Act of 1954 authorized the Federal Government to make planning grants, on a matching basis, to state planning bodies to assist the smaller communities to handle their planning problems. The Act also authorized similar grants direct to authorized metropolitan, regional, or state planning bodies for planning activities in a metropolitan area or in an urban region.

This program, as you doubtless know, is administered through the Urban Renewal Administration under Commissioner James W. Follin, and is under the immediate direction of Tracy B. Augur.

Although the urban planning assistance program has just begun

to reach the commitment stage in recent months, we estimate, on the basis of applications and demand, that the entire \$5 million authorized will be committed before the end of the next fiscal year. Of this amount, we estimate that about \$4 million will be needed for metropolitan, state, and regional planning assistance, and another \$1 million for planning needs in the smaller communities. To date, 16 grants, totaling half a million dollars, have received final approval.

Nearly all of these planning grants have a significant story behind them. I would like to mention one of them because it strikes me as characteristic of what is happening in urban America.

About two years ago the Air Force selected Pulaski County in Arkansas for an Air Base. The principal city in that county is Little Rock, the state capital. Across the river is North Little Rock, and throughout the county are communities of much smaller size.

The coming of the air base was greeted as a great boon to the economy of the county. But it also became quickly evident that it entailed some problems and responsibilities. A Committee of 100, headed by community-minded business men, undertook to see what was needed, and they called in professional planning assistance.

They found out that the county was not equipped, either in administrative machinery or in urban relationships, to provide for the expansion that the new installation would bring, nor was it meeting the requirements of rapid suburban

Planning and Civic Comment

growth already taking place. In the past, it had been every town for itself, with strong rivalries between communities and between the center at Little Rock and the smaller towns. No overall planning existed.

It took some hot argument and bitter discussion to convince many of the people and the business men that the smaller communities needed the metropolitan service of Little Rock and that Little Rock needed the smaller communities. But the plain facts imposed by the Air Base requirements and suburban growth admitted of no other answer.

The result has been an urban transformation in thinking and practice. The Arkansas legislature promptly enacted adequate legislation authorizing municipalities and counties to establish jointly metropolitan and regional planning administration. A county-wide planning group has been established, and every community has its local planning function. In one small community, unable to afford such a luxury, the local business men put up the money to finance it.

A Federal planning grant for the metropolitan area amounting to \$21,775 was granted last July. Something new has been born in this county—a new understanding of urban inter-dependence and community neighborliness. And this is happening in many places.

One other program of planning assistance that is important to community and metropolitan development is the program of Federal planning advances to enable bodies to build up a reserve of preliminary plans for needed public

works and community facilities. Under this program our constituent, the Community Facilities Administration, is making interest-free advances for public works planning to local communities, to be repaid from funds authorized for the project.

The importance of advance planning in this field was such that, at the recommendation of the President, the Congress has now put this program on a continuing basis, with a revolving fund authorized up to a maximum of \$40 million. The Community Facilities Administration also is authorized to make loans for construction of essential public facilities where other financing resources are unavailable.

These are some of the things we have been doing. What more is there to be done? Well, quite a lot.

The Federal Government is not, and should not attempt to be, the fairy godmother of local planning. Urban planning is still a community responsibility. But if our urban renewal responsibilities, given us by Congress, are to serve their real purpose, I think we do have some responsibility for leadership and positive guidance as well as financial help. Working with planning officials like yourselves, with business leaders who have become so acutely aware of these problems, I think we should help to stimulate and expand the horizons of urban planning from the neighborhood to the community, from the community to the whole urban and metropolitan region.

We want to do that. We will have to learn a few things ourselves. We are not going to take over any

locality's planning job or make their decisions for them. But out of the community laboratories where urban and metropolitan planning is going on we can formulate and pass on successful answers to planning requirements that can be generally applied or adapted. We can send out teams of experts to these laboratories, not only to help if we are needed, but more particularly to learn what has been tried, what works, and what meets the desires and the needs of the people.

The more we probe into the causes of blight, the more evident it becomes that the entire metropolitan community is involved. It is not just elimination of the slum itself that is our ultimate objective—it is elimination of the breeding place of slums. And that covers a lot of territory.

A couple of months ago I discussed this same thesis before the American Municipal Association annual convention in Miami. I predicted then that any urban community that does not get a comprehensive plan of action under way—and get it under way very soon—will face municipal bankruptcy ten years from now. If there are exceptions to that statement, they only prove the rule.

I said that the reason was elementary: the tax structure will not be able to support the demands imposed upon it. This is especially true of the city whose tax structure

has already been weakened by net deficits in the slum and blighted areas. I would like to quote further—from myself, if I may:

“What we face is a multi-dimensional problem that extends beyond its several components. It is a problem that cannot be solved solely by clearing slums and restoring blighted areas; nor simply by safer, speedier transportation of all kinds; nor by playgrounds, parks, and various public facilities alone; nor, even, by doing all the individual things that need doing—if we do them separately.

“It can be fully solved only if we recognize that the historic city pattern which has governed our lives right up to the present is largely obsolete. What we have to do is renew our urban pattern—our whole metropolitan pattern. We must gradually reshape that pattern until decent living—by which I mean the full range of civilized amenities, most basic of which is the home—has become a reality for all.”

“Urban renewal can be successfully accomplished only on an area-wide basis.”

But why am I telling you all this? The main thing now, I think, is for you and others like you, and for us—together—to tell it and re-tell it to the people who live in our urban and metropolitan centers. I think they would like to know.

Urban Planning Assistance

The Federal Program Established by Section 701 of the Housing Act of 1954

By TRACY B. AUGUR, Director of Urban Planning Assistance, Urban Renewal Administration, Housing and Home Finance Agency

When the Congress enacted the comprehensive Housing Act of 1954 it included among its provisions a short paragraph headed "Urban Planning" which authorized the Housing and Home Finance Administrator to make grants-in-aid, on a matching basis, (1) to State planning agencies to aid them in providing planning assistance to small municipalities and (2) to official State, metropolitan or regional planning agencies for urban planning work in metropolitan and regional areas.

Thus, in one brief paragraph, the Congress inaugurated a new Federal policy toward cities, a policy of financial aid for the constructive planning of small municipalities (under 25,000) and the urbanized regions and metropolitan areas where the rapid pace of urban expansion is creating such diverse and serious problems all across the Nation.

Why did the Congress inaugurate this new policy? The most immediate basis for it was the recommendation in President Eisenhower's Housing Message of January 1954 that such aid be provided "to enable smaller communities and metropolitan planning agencies to do the planning job which is necessary to arrest the spread of slum conditions." Planning was considered a preventive measure, to help forestall the creation of urban

slums and blight by getting at one of their causes in the areas where new urban structure is being formed.

The President's recommendation was, in turn, based on the recommendation of the Advisory Committee on Government Housing Policies and Programs which he had appointed in the Fall of 1953 to review the whole question of Government policy toward housing and related matters.

Thus the new policy evolved from a concern with housing and city slums. But, like most matters of national policy, it had other roots, too. The Federal Government has long been a big investor in cities. Federal money has gone not only into city housing and slum clearance and urban redevelopment, but also into city streets and water systems and school buildings and hospitals and a dozen other things.

Too often these Federal financial aids have been spent unwisely because there was no adequate plan of local development to guide them. It is just plain good management on the part of the Government to stimulate the production of the general community and metropolitan plans needed to protect the Federal investment.

Then, too, there is a concern at all levels of government for the economic stability of cities. If they are in economic distress, the load is felt all up the line. Progressive

Planning and Civic Comment

businessmen and industrialists are increasingly unwilling to risk their capital on new enterprises in cities that are inefficient or down at the heel. "If you want to attract industry," says the Massachusetts Secretary of Commerce, "you have to be attractive." So sound city planning is coming to be recognized as essential to sound economic development.

These are some of the roots of the new Federal policy and they are nurtured in the soil of increasing nationwide urbanization, in the fact that the United States has now completed the change from a predominantly rural nation to a predominantly urban one, with 80 to 90 percent of its new population growth flowing into its most congested metropolitan areas.

As befits a new born policy, Federal aid for local planning had a modest start. The Congress authorized a total of five million dollars in grant funds and, of that total, three million has thus far been appropriated. The President asked in his recent State of the Union message that the authorization be increased.

Growth of the infant program has been slow, to the distress of parents, guardians and interested friends and relatives. It has learned to walk and has learned that the path of progress is beset with unexpected and annoying obstacles, but it has also learned that most of the obstacles can be overcome.

As of February 1, grants to aid States in providing planning assistance to small municipalities had been made to 7 State planning agencies for assistance to 76 municipi-

palities. The total Federal commitment was \$220,186 and the States put up an equal amount.

The largest grant for this purpose was \$87,509, to the Connecticut Development Commission to help it give assistance to 14 communities damaged by the floods of last August. The smallest grant was \$6,185, to the University of Arkansas, which is carrying on a modest planning assistance program on a limited budget. The Arkansas legislature granted the University authority to serve as the State planning agency for this purpose.

Additional grants have been made to 2 State planning agencies to help them perform planning work in 3 urbanized regions. One, the first made under this program, went to the Rhode Island Development Council for planning work in the urbanized shore region affected by the 1954 hurricanes. The other was made to the Connecticut Development Commission for planning in two of the river valleys hardest hit by the 1955 hurricanes. The total Federal commitment for this work was \$84,200, of which Rhode Island received \$16,000 and Connecticut the rest. In each case the State matched the Federal grant.

Finally, grants for planning work in metropolitan and regional areas have been made to 7 official metropolitan or regional planning agencies in 5 States, for a total commitment of \$196,960. The Detroit region received the largest grant, \$35,000, for this purpose and the Baton Rouge area the smallest, \$16,875. The recipient in each case puts up matching funds.

Planning and Civic Comment

Altogether, as of February 1, 1956, grants totaling \$501,346 had been made to 7 State planning agencies and 7 metropolitan or regional planning agencies, a total of 16 grants distributed among 11 States. Two State planning agencies had received grants both for planning assistance to municipalities and for regional planning.

Applications are now being processed for an almost equal number of grants, with a total amount comparable to that already committed. Furthermore, there is a steady flow of correspondence, telephone calls and visits indicating that other applications are being prepared or that amendments to State legislation are being pushed so that they may be eligible.

It is still far too early to judge the full effect of this program, but there is enough evidence to claim success for one of its primary objectives, namely, the stimulation of urban planning by the States and by official metropolitan and regional planning agencies. The stimulus is in the form of an offer to match any funds that an eligible planning agency will put up to carry on qualified planning work.

The earliest agencies to take advantage of this offer were, of course, those that were already in business, that had the needed authority under their State laws and that had funds with which to match a Federal grant. To them, Federal aid meant an expansion or an acceleration of work already programmed. But many applications and many more inquiries are being received from planning agencies that either did not exist when the program started

or that were inactive or too poorly financed to do effective work. The stimulus of Federal financial aid is working, if one can judge from the country-wide interest that is being aroused in qualifying for it.

Not enough planning work has yet been performed under this program to judge its effectiveness in arresting the spread of slum conditions. It was first necessary to set up the planning machinery at the State and local level through which the problem could be tackled. And it should be noted that the program aims at stimulating the establishment of planning machinery in the areas where it is now most lacking, in the smaller communities that are not apt to have their own planning agencies and in the metropolitan areas where official agencies operating on a metropolitan basis are still rare.

There have been and still are a number of annoying roadblocks that hold the program in check. Many States having state planning and development agencies have not clothed them with power to render technical planning assistance to the municipalities of the State. Many, too, restrict their expenditures to funds appropriated by the Legislature and thus automatically prevent acceptance and use of Federal grants. These difficulties are being overcome through State legislative amendments, but that takes time.

Another roadblock, and one that threatens to become more serious, is the shortage of qualified planning personnel. The profession of city planning is still small numerically and annual additions to its ranks are limited. The supply is not grow-

Planning and Civic Comment

ing as rapidly as the demand. It is, of course, encouraging that the demand is growing. It is also encouraging that this is resulting in an upgrading of planning salaries to more nearly adequate levels. But there is also a lot of shifting of personnel from one locality to another for what appear to be more promising positions, with loss to the continuity of the planning work.

To correct an impression that we frequently find among those interested in this program, let me interject a comment here about the use of technical consultants. As far as the Federal Government is concerned it makes no difference whether a State or local planning agency utilizes its own technical staff or contracts with outside consultants or organizations, so long as the persons performing the work are qualified to do so. The point on which the Government does insist is that the official body to which it makes a grant is itself qualified to administer a sound planning program.

As a matter of fact there is wide variation in the way the planning agencies participating in the program are handling the problem of technical personnel. In Alabama and Tennessee there is a long tradition on the part of the State planning agencies to maintain a qualified technical staff on their own payrolls. In other States, the work is being handled largely through contracts with private consultants and in some cases both methods are used by the same agency. When the floods hit Connecticut, as Mr. Clark will tell you tomorrow, the Con-

necticut Development Commission placed a large panel of private consultants on its payroll and made their services available free to the flood-stricken communities.

In closing, just a word about the way in which this program is administered. The administration was assigned by Housing Administrator Albert M. Cole to the Urban Renewal Administration, under Commissioner James W. Follin. The program is headed by a Director of Urban Planning Assistance on Mr. Follin's staff.

For the first year or so, while policies and procedures were being developed, administration was centralized in the Washington Office. Beginning last August, preliminary contacts between prospective applicants and the Housing Agency were decentralized to the six HHFA Regional Offices.

The process of decentralization is continuing and it is anticipated that in the near future all of the processing of applications and the administration of grants will be handled through the Regional Offices. The actual allocation of funds will remain a responsibility of the Washington Office as will certain other functions, but agencies seeking or operating under Federal grants will deal almost entirely with the Regional Offices. It is hoped that that will result in more expeditious handling of their needs and a closer linking of the Urban Planning Assistance Program with Urban Renewal and other activities of the Housing and Home Finance Agency.

Strictly Personal

Harold S. Buttenheim, after 44 years of editing *The American City*, and now approaching his 80th birthday, has announced that he is now relieved of the major responsibility as Editor (at his own request) and that he now becomes Editor Emeritus. The title of Editor now goes to William S. Foster, who has filled the position of Engineering Editor on the magazine for the last 14 years. Douglas S. Powell is Associate Editor in charge of planning, zoning and related subjects. Mr. Powell is a Yale graduate in civil engineering and has an advanced degree in city planning from M. I. T., with an active record in city planning work. Mr. Buttenheim will continue as Chairman of the Board of The American City Magazine Corporation as heretofore.

James Felt, long active in the Real Estate Board of New York and a member of its Board of Governors for 7 years, was recently appointed Chairman of the New York City Planning Commission, succeeding Col. John J. Bennett who is retiring.

Christopher Tunnard has received a Fulbright grant for research in the Institute of Urbanism at the University of Paris. Coleman Woodbury has been appointed Visiting Critic in the Yale University Graduate Program in City Planning for the Spring Term in Mr. Tunnard's absence.

Lewis Mumford has been elected as an Honorary Member of the American Institute of Planners. In announcing the election, the following paragraph was included in the citation: "His writings on city planning have done more to spread an understanding of the relationship between man and his environment than those of any other person of this century."

Hans Blumenfeld has been appointed assistant planning director of the Metropolitan Toronto Planning Board. He was formerly a planning consultant in Philadelphia, and a member of the staff of the Philadelphia City Planning Commission.

Harold Taubin, Planning Engineer of Montgomery County, Maryland, has accepted a new position as Executive Director of the Savannah Metropolitan Planning Commission at Savannah, Georgia.

William Cheatham, formerly Counsel of the National Capital Planning Commission, is now with the Office of the Sergeant at Arms of the Senate, engaged in legal work.

James E. Lash of San Francisco will succeed Martin Meyerson as Executive Director of ACTION (American Council to Improve Our Neighborhoods) and took office in New York on March 1. Mr. Lash has been serving in the West Coast Office of Harland Bartholomew and

Planning and Civic Comment

Associates. Prior to that he was Director of the Redevelopment Agency of San Francisco.

Gordon Whitnall was honored at a dinner in the Main Dining Room of the University of Southern California which observed the inauguration of the Graduate Curriculum in City and Regional Planning on Jan. 19, 1956. The dinner speaker was Hon. John Anson Ford.

Reikichi Kojima, Director of the Tokyo Institute for Municipal Research, visited the headquarters of APCA following his attendance at the National Citizens Planning Conference. Mr. Kojima is one of the Directors of the City Planning Institute of Japan.

Honorary Doctor of Law degrees were conferred upon two APCA members at ceremonies marking George Washington's birthday, upon Maj. Gen. U. S. Grant 3rd, President of APCA and former Chairman of the National Capital Park and Planning Commission, and Clarence A. Aspinwall, Chairman of the Board of the Security Storage Company, and a member of the Committee of 100 on the Federal City.

Major General Lewis A. Pick, formerly Chief of the Army Corps of Engineers, has been appointed director of the Alabama State Planning and Industrial Development Board. The new agency, authorized by the 1955 legislature, is the successor to the State Planning Board.

Fred E. Hornaday, for 25 years Secretary of the American Forestry Association, was named Executive Vice President at a meeting of the Board of Directors on Feb. 17, 1956, in a reorganization move to strengthen the Association's expanding forestry program. The reorganization followed the announcement that Lowell Besley, Executive Director, will terminate his connection with the Association as of June 1. Mr. Besley will pioneer in the establishment of a new forest research program for Canada under the auspices of the Pulp and Paper Research Institute.

Charles S. Ascher, Chairman, Department of Political Science, Brooklyn College, is to be Associate Director of the Institute of Public Administration in New York.

Maj. Gen. Frederick A. Irving, Ret. USA, has resigned as President of ACTION, after steering the organization during its first year.

Harold Bush-Brown will retire as head of Georgia Tech's School of Architecture at the end of the spring term.

William R. Hall joined the staff of the Office of Chief of Engineers in January as landscape architect in the Engineering Division and Planning Branch, Military Construction. He was formerly Superintendent of State Parks for Maryland.

Zoning Round Table

Conducted by Flavel Shurtleff, Counsel, APCA

MANDATORY REFERRALS

For the first time the Connecticut Supreme Court has decided a case in which a mandatory referral to the Planning Commission was involved.

Acting under the authority of a vote of the town meeting of Guilford to acquire a site for the town dump, twenty-five acres were purchased, and since January 1, 1953 have been operated for that purpose. The location is in a rural area where the operation is permitted under the zoning regulations providing such a use is submitted to and approved by the planning and zoning commission. The site was never submitted.

On February 24, 1953, a town meeting called to act on a resolution prohibiting the dump in this location voted against the resolution.

On March 21, 1953 the planning and zoning commission approved the use of a fifty-acre tract near the town dump for a motor vehicle junk yard where the burning of vehicles was a part of the operation.

On June 2, 1953 a resolution establishing hours for the use of the dump was adopted by the town meeting.

The defendant town admitted the adoption of the state enabling act which created the planning and zoning commission and which contained the provision that no action shall be taken on any proposals involving . . . "the acquisition of land for airports, parks, play-

grounds and other municipally owned properties" . . . until it has been referred to the (planning) commission for a report." But the defendants claimed that the action of the town meeting in authorizing the dump and in approving the appropriation for its purchase, and especially in defeating the resolution prohibiting the use of the dump made referral unnecessary.

The court held unanimously that circumstances and conditions in matters of zone changes were peculiarly within the knowledge of the planning and zoning commission, and since no referral was made, no action taken at any town meeting could legally establish the dump or affirm the legality of its establishment.

It is not unusual in zoning regulations to provide for referrals to the planning and zoning commission rather than to the Board of Appeals especially in cases involving planning policies. The Connecticut case can be cited in support of such referrals wherever the enabling act creating the planning and zoning commission can be interpreted to authorize such referrals.

Teschior et al. vs. Town of Guilford, Dec. 1955 Term Supreme Court of Errors—Reported in Connecticut Law Journal of February 7, 1956.

VARIANCES

Repeatedly the courts have said that variances should be granted sparingly, but the following cases

Planning and Civic Comment

emphasize the court's willingness to recognize exceptional situations.

In *Mowhawk Corp. vs. Board of Appeals of Stamford*—to be reported in 143 Conn., the variance was granted to the applicant because his restaurant which had a permit for the sale of intoxicating liquors, was taken by condemnation for highway purposes. His new site was within 1200 and 1500 feet, respectively, of two other liquor selling places, but under the zoning regulations it had to be at least 1500 feet away. It was noted in the decision that the former location was less than 750 feet from four other similar places. The court found an exceptional situation under the facts of the case and upheld the action of the board which granted the variance.

The case is also interesting because the zoning ordinance of Stamford more strictly limited the granting of variances than the charter of the city. There was an express finding by the court that the broad powers of the charter can not be limited by the more restrictive regulations of the zoning ordinance.

In *Libby vs. Board of Appeals of New Haven*, also to be reported in 143 Conn., the Board had refused a variance to permit the conversion of a one family house for two families. The house was thirty five years old and had thirteen rooms. The owner had tried to sell it for two years. There were other multi-family houses on the same side of the street and only a few houses removed.

In reversing the action of the Board the court found that the change to a two-family house would have no adverse effect on the public interest, nor on the stability of values in the neighborhood. Again the court emphasizes that the justification of a variance depends on the facts of each case.

"Where the Board can reasonably conclude that a zoning regulation greatly decreases the value of a particular piece of property, it may vary the regulation, providing the variance does not materially affect the zoning ordinance as a whole, and providing that such action promotes substantial justice."

Meetings

The first National Conference on Water Resources and Conservation of Water Supplies was held in St. Louis, January 24, and 25. It was held under the auspices of the U. S. Chamber of Commerce. Problems slated for attention included a unified comprehensive national water policy, with the role of government, business, industry and individuals clearly spelled out.

The 8th Annual California Recreation Conference was held in San Diego, February 1956.

The 21st North American Wildlife Conference was held at New Orleans, La. on March 5-7, 1956, sponsored by the Wildlife Management Institute.

The Washington Housing Association of the National Capital sponsored a birthday testimonial dinner for John Ihlder on March 8th at the Cosmos Club. Mr. Ihlder celebrated his 80th birthday on that date and several hundred of his friends assembled to pay tribute to his outstanding career devoted to the cause of public housing. In the nearly 50 years his name has been associated with housing, Mr. Ihlder has come to be nationally recognized in this field. Although he retired from his official post as Director of the National Capital Housing Authority more than three years ago, his interest in housing remains unabated. His professional

activities have been confined almost exclusively to the Eastern part of the United States. In 1910, he was field secretary of the National Housing Association and in the 1920s and 1930s he organized housing associations in Philadelphia, Boston and Pittsburgh. He was an organizer of the Washington Housing Association, but when the Association was barely a year old, he was asked to head the Alley Dwelling Authority, and later the National Capital Housing Authority.

Mr. Ihlder was a charter member of the Committee of 100 on the Federal City and has been a member of the American Planning and Civic Association and its predecessor the American Civic Association since 1919.

The National Housing Conference will celebrate its Silver Anniversary at the Hotel Statler, Washington, D. C., April 11, 12, and 13.

The American Institute of Planners have scheduled their 39th Annual meeting, May 7, 8 and 9 at Providence, R. I. Headquarters will be at the Sheraton-Biltmore Hotel. Registration will begin on Sunday, May 6, with an exhibition of Planning School material, followed by a reception and cocktails. Following last year's successful venture into workshop-type sessions it is planned to use this device at the 1956 meeting. On Tuesday, the subjects to be covered will include: Open Space Standards; Ad-

Planning and Civic Comment

ditional Cost and Revenues in Urban Growth; The Role of the University in the Community; Performance Standards; Highways and Planning; Role of Utilities; Planning Legislation and Administration. On Wednesday the subjects include: Church Planning, Flood Control and Prevention; Municipal Finance; Non-Residential Renewal; Transit Problems; Central Business District. Two plenary sessions will feature "Registration of Planners" and "Education for Planning" and "Government for Planning." A Distinguished Service Award and Honor Awards will be presented as at previous annual meetings.

The American Institute of Architects will gather for the 88th Annual Convention at the Hotel Biltmore, Los Angeles, California, May 15-18, 1956. The theme will be "Architecture for the Good Life."

The National Conference for American Principles in Community

Responsibility announces *new dates* for its Washington meeting at the Hotel Statler: June 13-16.

The American Society of Landscape Architects will hold its Annual Meeting for 1956 at Cleveland, Ohio, with headquarters at the Cleveland Hotel, on June 25, 26 and 27. The Kentucky-Ohio Chapter of the ASLA will be host to the meeting this year.

The theme of the meetings will be the landscape architect's role in the modern world, with Professor Burnham Kelley of Massachusetts Institute of Technology giving the opening address at the Monday morning session. The open sessions will include a number of seminars with special interest in matters of professional and technical interest. The presentation of honors and awards will be made at the Annual Dinner of the Society on Monday evening. On Wednesday, there will be a field trip of interesting projects of land planning in the Cleveland area.

Eivind T. Scoyen Appointed Associate Director, National Park Service

Appointment of Eivind T. Scoyen, superintendent of Sequoia-Kings Canyon National Parks, as Associate Director of the National Park Service, on the recommendation of Assistant Secretary Wesley A. D'Ewart, was announced by Secretary of the Interior Douglas McKay. He assumed his new duties on Feb. 7, 1956.

A veteran of 36 years in the career service of the National Park Service, Mr. Scoyen literally has spent all of his life in the areas of the National Park system, with the exception of 14 months' service in the United States Navy during World War I.

He was born in Yellowstone National Park, October 16, 1896, the son of pioneering Norwegian parents. The park at that time was under Army jurisdiction. Mr. Scoyen's father was serving with the Army. Later he worked as a guide in the park.

Conrad L. Wirth, director of the National Park Service, said the appointment of Mr. Scoyen as his ranking assistant "is extremely gratifying and represents a splendid example of the Department's interest in bulwarking the traditionally high ideals of career service in the National Park Service."

Mr. Scoyen entered the career service when he was appointed a park ranger in Yellowstone National Park on May 21, 1919, shortly after receiving an honorable discharge from the Navy. He had started working in Yellowstone six

years before, however. Starting in 1913 and for three years thereafter, Mr. Scoyen worked during summer vacations as a laborer with trail repair crews in Yellowstone Park. In October 1916 he went to work as a messenger in the Weather Bureau Station in Yellowstone, a position he held until resigning to enlist in the Navy in February 1918.

In 1921 Mr. Scoyen was promoted to assistant chief park ranger in Yellowstone National Park, and in October 1923 was made chief park ranger at Grand Canyon National Park. Mr. Scoyen was appointed superintendent of Zion National Park, Utah, in February 1927, and two years later was given the additional responsibility of superintending Bryce Canyon National Park.

He became superintendent of Glacier National Park in September 1930. In January 1939, he was transferred to the superintendency of Sequoia National Park. He became superintendent of Kings Canyon National Park in July 1941.

In October 1943, Mr. Scoyen became associate regional director of Region Three, with headquarters at Santa Fe, New Mexico. He was superintendent of Sequoia-Kings Canyon National Parks on November 23, 1945.

Mr. Scoyen is a member of the Sierra Club of California, the California Academy of Sciences, and since 1940 has been a member of the American Planning and Civic Association.

Citizen Action for Community Planning

The 1955 Annual Report of the *Greater Milwaukee Committee* has been distributed. This Committee, ten years old, is now looking back "upon a decade of civic progress unparalleled in the community's history." What remains to be done is recounted in the pages of the Report. At a 10th anniversary dinner, Mr. Edward Gerhardy, President of the Committee, said: "Ours is an action group. Our members are dedicated to assist in the achievement of our mutual goal of community development . . . Our history will show that we have met many a challenging situation in the past ten years with success for the betterment of Milwaukee." The report includes Mr. Gerhardy's talk in full, and sub-committee reports of the Civic Center Planning and Development Committee; Traffic-way Committee; Zoo Committee; Museum Committee; Aviation Committee; Lakefront Development Committee; Parking Committee; Urban Renewal Committee; and Metropolitan Problems Committee. Other administrative committees through which the Greater Milwaukee Committee operates are: Project Plans and Budgets; New Projects Screening; Policy; Finance; Membership; Mass Transportation and Executive Committees. Einar Gaustad serves as Executive Director of the GMC.

The Eighth Annual Meeting of the *Greater Dallas Planning Council* was held in the Baker Hotel, at Dallas, Texas on February 2, 1956,

to commemorate Dallas' 100th Anniversary. J. Woodall Rodgers, President of the Council, presided. Mr. D. A. Hulcy, President of the Dallas Citizens Council, spoke on "The New Master Plan for Greater Dallas"; Mr. W. G. Vollmer, Chairman of the Mayor's Long Range Water Survey Committee, on "Long Range Water Supply". Mr. Robert W. Dowling, President of the Investing Company of New York City, was the guest speaker on the subject: "The Economic Value of Distinction." During the past 100 years, Dallas has grown from a small settlement on the banks of the Trinity River to one of the leading metropolitan centers of America, approaching a million people. Tribute was paid to the great civic leaders who led the way through the eventful pioneer years. The slogan is "Hats off to the Past—Coats off to the Future." The Dallas spirit rides again and the citizens are re-dedicating themselves to the task ahead—To make Dallas the finest place in America in which to live and work and serve and play.

A study on enlisting citizen participation in small community urban renewal is to be conducted in Dyersburg, Tenn. Urban Renewal Commissioner James W. Follin has approved a "demonstration" grant of \$13,066 to the Tennessee State Planning Commission as the federal governments' two-thirds share of the cost of the investigation. Results of the study will be published in a comprehensive report. The use

of public meetings, displays, and other educational materials are among the techniques to be tested, as are methods and standards for selecting urban renewal areas and the criteria by which to judge the level of residential living to which various neighborhoods should be raised.

W. Victor Weir, president of the St. Louis County Water Company, has been elected Chairman of the Board of Directors of the Metropolitan Plan Association of the St. Louis Region. W. Phillip Shatts was re-elected president of the Board. The broad aims of the Association for the St. Louis area, restated at the annual meeting, include: Extension of work of citizens' committees on the community, county and metropolitan levels geared to a comprehensive better communities program; a federation of planning commissions of the area to secure cooperation among the rapidly increasing number of official planning and zoning bodies, with emphasis on metropolitan land use and transit planning; a Better Communities Clearing House for cooperating organizations to utilize trained leadership and other available resources and facilities in solving community problems; area-wide coordination of plans for land use, highways, transit, sanitation, housing and redevelopment; systematized community improvement activities in schools; community development research facilities in colleges; and an annual Community Progress Assembly in each community and county and for the area as a whole, recognizing meritorious community progress and citizen

service. The fourth annual Metropolitan Planning Conference was held Nov. 16, 1955, at Washington University in St. Louis. The subject of the meeting was "Mobilizing Citizen Support for Coordinated Community - County - Metropolitan Advance." Harold A. Merrill, Deputy Director of the Planning Assistance Section of the Urban Renewal Administration, was the principal speaker at the meeting on the subject, "Citizen Participation in Metropolitan Planning."

The *Massachusetts Civic League* of Boston is promoting interest in a bill which has been introduced to authorize construction of facilities for housing the State Archives of Massachusetts, (which has more important historical documents than any other State,) according to plans prepared by the well known architects, Perry, Shaw, Hepburn, Kehoe and Dean. The location of the proposed building lies between the central, red-brick part of the original Bulfinch State House and the marble West Wing, but sunk into the ground, level with the basement. The estimated cost is \$950,000.

Travis Park, San Antonio, held Dedicated to Park Uses. Readers of PLANNING AND CIVIC COMMENT for March, 1954, may remember the statement of Mrs. John M. Bennett, Jr., then President of The San Antonio Conservation Society, opposing underground parking below Travis Square, will be glad to learn of the recent Court case in the District Court of the 57th Judicial District of Texas, in which Judge

Planning and Civic Comment

Quin has held that "though the City holds the title to Travis Park in fee simple, in its proprietary capacity, yet said Park has been used as a public square or a public park for over one hundred years, and has thereby been dedicated (by public use) to the public as a city Park . . . Having permitted Travis Square to become dedicated to the public for use as a public park as herein above stated, and since the public is still using said park as a city park, though the city acquired fee simple title thereto in its proprietary capacity, this title is now subject to the rights of the public accruing by reason of the dedication, and cannot be diverted to an inconsistent use . . . For reasons above stated the Court holds that the City Ordinance and lease agreement in question are invalid."

On December 7, 1955, therefore, it was "ordered, adjudged, and decreed, that an ordinance making a lease between the City of San Antonio and H. B. Zachry, Trustee, . . . is invalid, null and void, and of no force and effect whatsoever."

In the February, 1956 *Bulletin of the Citizens Development Committee of Cincinnati* President Howard J. Morgens made a very comprehensive progress report pointing out that the progress of the past year is the result of far more than the past year's effort and is the culmination of twelve or thirteen years' work on the part of many people to secure plans, public support, enabling legislation, and necessary financing. He reported that actual construction has started on the L & N Bridge Approach which is the first part

of the Third Street Distributor; construction has also started on the next section of the Millcreek Expressway. The Ohio General Assembly has appropriated some funds toward these and other sections of the Expressway System. He reported that the Federal Bureau of Public Roads has made its final designations for the "National System of Interstate Highways." The approval by the Covington City Council and the voters of Kentucky County of the Willow Run Expressway will provide a connection with the Millcreek Expressway and the Third Street Distributor across the new Ohio River Bridge. Real progress was reported on the North-South Ohio Turnpike. Tribute was paid to Mr. Fred Lazarus, Jr. for his work in advancing the whole highway program.

President Morgens recorded real progress during 1955 on Urban Redevelopment. The city, he said, had started to use its \$4,000,000 grant from the Federal Government in order to clear a 58-acre area of some of the city's worst slums. The city plans to sell most of the cleared area to private interests who are willing to develop it in accordance with a sound community plan. During the past year construction started on the North Greenhills housing project which eventually calls for 11,000 housing units.

The Cincinnati City Council has directed the City Manager to proceed with six off-street parking sites as recommended in the DeLeuw Report.

In closing President Morgens paid tribute to Cincinnati's very able City Manager, C. A. Harwell and his staff.

Planning Education

The Graduate School of Miami University, Oxford, Ohio, in conjunction with the Department of Architecture, announces a One Year Graduate Program leading to the degree of Master in City Design. The curriculum is concerned with the planning and design of urban areas and building groups with emphasis on the aesthetic and three dimensional aspects. "Problems in City Design" consisting of a series of design problems dealing with the urban community, form the core of the curriculum and is complemented by the following courses: (1) The twentieth century city and its components; (2) Analysis of the evolution of the City; (3) Landscape Design; (4) Urban sanitation and transportation; (5) Seminar in city government; (6) Seminar in urban Sociology. Candidates must be graduates of a school of architecture or city planning. Additional requirements are an undergraduate course in the Principles of Economics and at least three months practical experience in a planning office or the equivalent. (The economic requirements may be made up during residence.) A limited number of tuition fellowships are available. Enrollment will be limited to 15 students. Applications should be made to the Dean of the Graduate School by June 1. For further information write: Prof. Rudolf Frankel who is in charge of the City Design Program.

The Department of City Planning and Landscape Architecture

of Harvard University is pleased to announce the availability of new scholarship assistance for 1956-57. The Alfred Bettman Foundation is offering a scholarship or scholarships during the academic year 1956-57 for graduate studies in City and Regional Planning to a student or students accepted for admissions, or already enrolled in the Department of City Planning and Landscape Architecture at Harvard University. Recommendations for the award will be made to The Alfred Bettman Foundation by the Department on the basis of admissions approved prior to April 1, 1956.

Nature Conservancy, 4200 22nd St. N. W., Washington 18, D. C., offers an award of \$500 as an aid to graduate study during the next school year. To be eligible to apply for this conservation scholarship a student must plan to center his thesis on some aspect of the inter-relationship between conservation of nature and the increasing pressure of human population.

The award is intended to stimulate contributions to the study of an important aspect of man's relation to the land. This is the problem of preserving natural areas and the native aspects of the landscape for their material, scientific, scenic beauty, and open-space values in the face of expanding populations and intensifying land-use.

Applications must be submitted by April 1, 1956. Persons wishing to apply should consult the detailed

Planning and Civic Comment

announcement which may be obtained by writing Nature Conservancy. The scholarship is open to recipients of other financial aid.

The School of Public Administration, University of Southern California at 206 South Spring St., Los Angeles 12, Calif., announces its courses in planning curriculum for the spring semester, 1956. At the Civic Center Division, Pre-requisites include: Government and Administration of Metropolitan Areas; Statistics in Public Administration. Core Courses include: Public Administration Problems (The Community and the Planner); Planning and Zoning Law; State and Local Taxation and its Administration. At the University Park Campus, Pre-requisites include: Community Planning; Planning I; Principles of Real Estate. Core Courses include: Seminar in Planning; Planning II and Seminar in Community Organization.

A Scholarship Program for Exceptionally Able Youth, is a monograph on a community program to identify exceptionally able high school graduates and to provide scholarship aid for study in colleges and universities. It describes the work of the Buhl Foundation, the Civic Club of Allegheny County and the Allegheny County Joint Committee on Scholarship Aid and makes a detailed evaluation of the results of this pioneering program which has continued for four decades. Grants totaling \$329,000 have been invested in this project by the Buhl Foundation, of Pittsburgh.

We have received from Professor Howard Menhinick, Regents' Professor of City Planning at the Georgia Institute of Technology a most interesting set of leaflets on the contributions of various professions to planning, as set forth by Guest Commentators in the Graduate City Planning Program at the Institute. They include American Studies as preparation for graduate study and a career in city planning by Norman Holmes Pearson, Director of the Undergraduate Program in American Studies at Yale University; Civil Engineer by Harland Bartholomew; Public Administrator by John M. Gaus, Professor of Government at Harvard University; Business Administrator by James W. Martin, Director of the Bureau of Business Research, University of Kentucky and distinguished Professor of Economics; Fine Arts by Walter L. Creese, Associate Professor of Fine Arts, University of Louisville and Chairman of the Louisville & Jefferson County Planning and Zoning Commission; Landscape Architecture by S. Herbert Hare of Kansas City, Mo.

Norman Williams, Jr., Director, Division of Planning, Department of City Planning, City of New York, outlined The Role of the Attorney; Edwin S. Burdell, President of Cooper Union for the Advancement of Science and Art in New York City, outlined the Role of the Sociologist; Alvin H. Hansen, Lucius N. Littauer Professor of Political Economy at Harvard University outlined the Role of the Economist; Henry S. Churchill, Architect-Planner, outlined the Role of

Planning and Civic Comment

the Architect; and Harold V. Miller, Director of Tennessee State Planning Commission sketched the Role of the Geographer. These leaflets carry to the public as well as to students of City Planning some conception of the contributions of these many professions to the realization of City Planning.

Urban Design is the subject of an invitation conference sponsored by the Faculty and Alumni Association of the Graduate School of Design of Harvard University, on April 9 and 10, 1956. The meetings will be held in the Fogg Museum and the Conference Dinner and Lunch in Memorial Hall. The Conference is intended to be exploratory, not didactic, and to try to find a common basis for the joint work of the Architect, the Landscape Architect and the City Planner in the field of Urban Design. The sponsors, conscious of large scale projects ahead, have been doing considerable work in analysis and programming of urban development, providing the indispensable basis for the next stage: the shaping (or reshaping) of the American urban scene. Among those scheduled to participate in the program are Dean Jose Luis Sert of the Graduate School of Design, Mayor David L. Lawrence of Pittsburgh; Richard J. Neutra, Walter F. Bogner, and Reginald R. Isaacs; Executive Director Edmund N. Bacon of the Philadelphia City Planning Commission; Leon Zach, President of the American Society of Landscape Architects; Frederick

Adams, Head, Department of City and Regional Planning at MIT; Francis Violich, Professor of City Planning, University of California; together with Sydney H. Williams, Charles Abrams, Ladislav Segoe and others.

Resources for the Future has authorized a grant of \$25,000 to the University of California to make a *Study of The Impact of Urban Expansion on Natural Resources in California*. The sum of \$15,000 will be allocated to finance the work of a team at University of California in Los Angeles under the direction of Professor Ernest Engelbert, and \$10,000 will be employed to finance research by the group at Berkeley campus, led by Professors C. Bauer, M. Weber and D. Foley. Coordination of the research and sponsorship of the project will be by the University-wide Committee on Western Development. The research will focus on the urban-rural fringe areas of the Los Angeles and San Francisco Bay regions. The displacement of agriculture will be traced, including projections based on various growth assumptions and analyses will be made of agricultural conservation in the fringe areas; open space for community protection; urban amenity and recreation; and the provision of community services. These studies should be useful, not only in California, where population growth is proceeding at a rapid pace, but also in other fast growing rural areas throughout the United States.

Watch Service Report

National Parks

H. R. 3383 (Aspinall) introduced Feb. 2, 1955. To authorize the Secretary of the Interior to construct, operate, and maintain the Colorado River Storage Project, was passed on Feb. 29, 1956, by a record vote of 256 yeas to 136 nays, as recommended by the House Committee on Interior and Insular Affairs in its Supplemental Report 1087, Part 2. The bill was committed to the Committee of the Whole on the State of the Union on Feb. 16, 1956 and the Echo Park Dam was omitted, but it was provided that the Secretary of the Interior shall take adequate measures to preclude the impairment of the Rainbow Bridge National Monument and it was further stipulated that it is the intention of Congress that no dam or reservoir constructed under the authorization of the Act shall be within any national park or monument. The passage was subsequently vacated and S. 500 (which was passed by the Senate on April 20, 1955) and authorized the Echo Park Dam, was passed by the House after being amended to contain the House-passed language. When the Senate Bill, as amended in the House reached the Senate, the Senate was unwilling to accept all of the House amendments and the bill was sent to Conference on March 2.

H. R. 5299 (Engle) introduced on March 30, 1955. To authorize the establishment of the Virgin Islands National Park. This bill was reported out favorably by the House Committee on Interior and Insular Affairs without amendment with a report. Its enactment was recommended.

H. R. 7965 (Smith) introduced on Jan. 3, 1956. Authorizes the National Park Service to make a survey of the Indian mounds in the Yazoo-Mississippi Delta area of Mississippi to determine if it should be included in the National Park System.

H. R. 7976 (Thompson) introduced Jan. 3, 1956. Appropriates \$50,000 to the National Park Service for the purpose of completing the nation-wide survey of historic and archeologic sites, buildings, and objects as authorized by an act of August 21, 1935.

S. 3060 (O'Mahoney and others) introduced Jan. 26, 1956. Authorizes a ten-year program for the construction and improvement of roads, trails, buildings, and utilities in national parks and monuments and for the construction and improvement of parkways authorized by acts of Congress. Under three separate headings the appropriation of \$16 million annually through fiscal year 1958 is authorized for (1) construction and improvement of roads and trails, (2) construction and improvement of buildings and utilities and acquisition of privately owned lands and water rights, and (3) construction and improvement of parkways, making a total proposed or authorized program of \$48 million annually. (H. R. 8939 introduced in the House by Rep. Engle on Jan. 31, 1956 is a companion bill.)

H. R. 8949 (Karsten) introduced Jan. 31, 1956. Appropriates \$5 million for construction of the Jefferson National Expansion Memorial at St. Louis, Mo., as authorized by Act of May 17, 1946. Same as H. R. 8832 and H. R. 8858 introduced earlier in the House.

S. 3055 (Bible) introduced Jan. 26, 1956. Clarifies and delineates the authority of the Secretary of the Interior to administer the Lake Mead National Recreational Area in Arizona and Nevada as a unit of the National Park System. Referred to the Committee on Interior and Insular Affairs.

Conservation

H. J. Res. 540. National Conservation Memorial Commission. This and many other Senate and House Joint Resolutions provide for commemoration of the 50th Anniversary of the Conference of State Governors called by Theodore Roosevelt in 1908 to consider conservation problems. The legislation provides for the establishment of a national conservation memorial commission to be composed of the President as honorary chairman; the President of the Senate and four Senators appointed by him; the Speaker of the House and four other Representatives. The Commission members would select a Chairman and would have authority to extend the membership to include 15 representatives of national non-profit organizations dedicated to conservation of various natural resources, plus 10 citizens at large from private life. The Commission would be directed to "prepare and carry out a comprehensive plan for the observance and commemoration of the 50th anniversary of the Theodore Roosevelt conference on conservation."

Planning and Civic Comment

Flood Protection

H. J. Res. 459 (Dodd) introduced Jan. 5, 1956. Establishes a Northeastern United States Watershed Development and Flood Protection Commission. The Commission would be composed of twelve members, and it would be directed to study the land and water resources of Connecticut, Delaware, Maine, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island and Vermont, and to prepare a comprehensive program for the development and use of the land and water resources with special emphasis on protection against hurricanes and floods.

S. J. Res. 106 (Bush and others) introduced Jan. 5, 1956. Same as House Joint Resolution.

Reclamation

H. R. 412. Authorizes construction and operation of the Fryingspan-Arkansas project proposed by the Bureau of Reclamation in Colorado. The construction, estimated to cost about \$156 million, would include a series of covered canals and tunnels for the purpose of diverting water from the western slope of the Continental Divide to the Arkansas River Basin on the eastern slope and various other canals, power plants, reservoirs, etc. Reported favorably on Feb. 7, 1956 by the House Committee on Interior and Insular Affairs.

Compacts

H. R. 7898 (Ford) introduced Jan. 3, 1956. Grants the consent and approval of Congress to a Great Lakes Basin Compact between any and all of the States of Illinois, Indiana, Michigan, Minnesota, New York, Ohio, Pennsylvania, and Wisconsin and the Canadian provinces of Ontario and Quebec. Establishes a Great Lakes Commission. The purpose of the Compact would be to promote the development, use and conservation of the water resources of the Great Lakes basin and a proper balance among industrial, commercial, agricultural, water supply, residential, recreational and other legitimate uses of the water resources.

Soil Bank

S. 2949 (Aiken and others) introduced Jan. 17, 1956. This is the Administration's Soil Bank and farm relief measure. The measure authorizes the Secretary of Agriculture to formulate and carry out an "acreage reserve program whereby farmers would receive payments for reducing their acreages of wheat, cotton, corn and rice." The bill would set up a soil bank program which would establish and maintain protective vegetative cover or water storage facilities on a specifically designated acreage of cultivated cropland on the farm. The farmers would agree to devote the tract to conserving crops or uses, not to harvest any crop from it, or to pasture it. Hearings have been held by the Senate Committee on Agriculture.

Water Pollution

S. 890, the bill to extend and revise the federal Water Pollution Control Act was removed from the Union Calendar of the House on Jan. 23, 1956 and recommitted to the House Committee on Public Works. The existing federal law on water pollution, the Taft-Barkley Act of 1948 will expire June 30 of this year. Unless new legislation is enacted the important pollution-control activities of the Public Health Service will lapse. S. 890 was passed by the Senate with amendments last year and reported by the House Committee. It failed in the House in the closing days of the 1955 session. Representative Blatnik has introduced a new bill to revise and extend the expiring federal Water Pollution Control Act. Designated as H. R. 9540 it incorporates most of the provisions of S. 890. A new feature of the Blatnik bill is a provision for federal grants to States or cities for the purpose of speeding up the lagging construction of sewage treatment works. Hearings are scheduled for March 12, 13 and 14.

S. 3162 (Butler) introduced Feb. 8, 1956—H. R. 8108 (Broyhill, Va.) introduced Jan. 5, 1956. To provide for the development of a comprehensive master plan to abate and prevent water pollution in the District of Columbia and areas immediately adjacent thereto. Referred to the Committee on Public Works. Designates the Interstate Commission on the Potomac River Basin as the coordinating agency and authorizes an appropriation of \$250,000 for the preparation of a master plan.

Planning and Civic Comment

Power

S. 1923 directs the Federal Power Authority to issue a license to the New York Power Authority for the development of the United States share of the hydroelectric potential of the Niagara River. Reported favorably by the Senate Committee on Jan. 19, 1956.

Highways

H. R. 8836 (Fallon) introduced Jan. 26, 1956. To amend and supplement the Federal Aid Road Act approved July 11, 1916, as amended and supplemented, to authorize appropriations for continuing the construction of highways. Referred to Committee on Public Works. Executive sessions of the Sub-committee on Roads were held in February and March.

H. R. 9075 (Boggs) introduced Feb. 6, 1956. To amend the Internal Revenue Code of 1954 to provide additional revenue from the taxes on motor fuel, tires, and trucks and buses. Referred to the Committee on Ways and Means.

Wildlife Refuge

H. R. 5306 and H. R. 6732, identical bills introduced at the last session of the 84th Congress by Congressman Metcalf (Mont.) and Reuss (Wis.) would require the approval of Congress before the Secretary of the Interior could dispose of lands from the National Wildlife Refuges. Hearings were held on Jan. 19 and 20, 1956 to encompass an inquiry into the whole matter of administration of the National Wildlife Refuge system. H. R. 8839 (Fulton, Pa.) introduced Jan. 26, 1956 is another identical bill.

Housing

S. 3158 (Lehman) introduced Feb. 8, 1956. To amend certain laws relating to the provision of housing and the elimination of slums, to establish a National Mortgage Corporation to assist in the provision of housing for families of moderate incomes. The bill would authorize the construction of 200,000 public housing units a year for three years, provide a sound non-subsidized middle-income housing program with low-interest long-term loans for cooperative, non-profit rental.

S. 3159 (Lehman) introduced Feb. 8, 1956. To provide for the establishment in the executive branch of the Government of a Department of Housing and Urban Affairs. This bill would reorganize the various agencies concerned with housing into a Cabinet-level Department.

H. R. 9516 (Thompson) introduced Feb. 23, 1956. To provide for the establishment of a Commission on National Housing Policy.

H. R. 9537 (Widnall) introduced Feb. 27, 1956. To extend and amend laws relating to the provision and improvement of housing and the conservation and development of urban communities. This is the Administration's housing bill and calls for a liberalized Federal support of home improvement loans, housing for the aged, and dwellings for those displaced by slum clearance.

Historic Preservation

H. R. 7975 and H. R. 7976 (Thompson) introduced Jan. 3, 1956. That the sum of \$50,000 is appropriated to be expended by the Secretary of the Interior through the National Park Service in making a survey of historic sites, buildings and objects owned by the United States for the purpose of determining which possess exceptional value commemorating or illustrating U. S. history.

Federal City

S. 3052 (Neely) introduced Jan. 26, 1956 and H. R. 8950, 8957 and 8965 to extend the time within which the D. C. Auditorium Commission may submit its report and recommendations with respect to the civic auditorium to be constructed in the D. C. and to provide that such Commission shall continue in existence until the construction of the auditorium has been completed. An appropriation of \$150,000 is appropriated to be used by the Auditorium Commission in formulating plans for the construction of the civic auditorium.

Commentaries

Yosemite Nature Notes, the monthly publication of the Yosemite Natural History Association, has presented in four parts, its 1955 October, November and December issues and January 1956 issue, a condensation of Dr. Hans Huth's "Yosemite, The Story of an Idea" and Frederick Law Olmsted's "The Yosemite Valley and the Mariposa Big Trees" under the title, *The Origin of the National Park Idea in America*. Douglass H. Hubbard, Associate Park Naturalist has prepared the condensation.



Five distinguished citizens—Walt Disney, Laurance S. Rockefeller, David E. Finley, Harland Bartholomew and Frederick Law Olmsted—have been presented with the Department of the Interior Conservation Award for outstanding service to the National Park Service in the field of conservation. The certificates and letters of presentation from Secretary McKay were transmitted by Director Conrad L. Wirth of the National Park Service, who had recommended the awards.



The National Housing Conference announces its silver anniversary meeting, April 11, 12, 13, 1956 at the Statler Hotel, Washington, D. C. Support will be brought to an over-all housing and redevelopment program that doubtless will be in the legislative mill by mid-April.



More than 300 officials of local, state and federal agencies, public and private, concerned with recreation took part in the dedication program for the new permanent home of the National Recreation Association at 8 West Eighth Street in New York on January 25.

Principal speaker for the occasion was Dr. Luther Gulick, President of the Institute of Public Administration. Dr. Gulick referred to his recent trips to

Europe for public administration conferences and observed that in the most advanced countries there was more recreation engaged in, on an individual or small group basis. In the less advanced countries, mass recreation activities were more prevalent.

Dr. Gulick urged the National Recreation Association to encourage more recreation research at the national level. More effective recreation organization and administration at the local level is one of the important challenges the recreation movement faces, Dr. Gulick said.

The dedication of the new headquarters building of the Association is one of a series of special events planned in observance of the 50th Anniversary of the organization.

Other events planned for the 50th Anniversary Year include a nation-wide inventory of the recreation resources provided by public agencies at all levels of government, a National Recreation Month in June, and an International Recreation Congress to be held in Philadelphia, September 30 to October 5.



Downtown Shopping Districts, a new publication of the Business and Defense Services Administration of the Department of Commerce (Service Bulletin No. 135, December 1955) has just come off the press. The bulletin contains basic information material on governmental and nongovernmental publications which contain articles or other material relating to problems in central business districts. A listing of articles on Central District Studies, Expressways, Public Transit, Related Zoning Publications, is included as well as a bibliography.



A preview of the City of Philadelphia Urban Traffic and Transportation Board's forthcoming report was issued in December before the retirement of Mayor

Planning and Civic Comment

Joseph Clark. The 20-man advisory board was appointed by Mayor Clark early in 1954 to search out ways of solving the mounting mobility problems in the Philadelphia area. In sharing the advance statement, Mayor Clark said that he feels "we have no time to lose in preparing ourselves for the tasks it outlines." The three-part preview covers: The Problem; The Task Ahead; and Conclusions and Recommendations.



On September 7, 1955, Section 600.5 of the Vehicle Code of the State of California became effective. This section is commonly known as the Anti-Litter Law which provides:

It shall be unlawful to place, deposit, or dump, or cause to be placed, deposited or dumped, any garbage, swill, cans, bottles, papers, ashes, refuse, carcass of any dead animal, offal, trash, or rubbish or any noisome, nauseous, or offensive matter in or upon any public highway or road, including any portion of the right of way thereof. The penalty for violation of this act is by fine not exceeding \$40.00 or by imprisonment in the county jail for not exceeding five days. Subsequent violations and convictions draw greater penalties. The California Highway Patrol diligently enforces the provisions of this section. In addition, private citizens may report the license number of a violator of the act with a statement of the facts concerning violation to the California Highway Patrol and indicate their willingness to appear as witnesses.



Expansion of the County Planning Commission was reported in the Akron (Ohio) *Beacon Journal* of Feb. 1, 1956. The article states that the county is facing unprecedented industrial expansion and home building and that government heads hope to channel the activity into orderly and efficient lines. The tentative 1956 budget contains \$52,000 for the work of gathering maps showing all land uses, drainage areas, sewer and water lines, traffic movement,

school locations and needs, and data pertaining to where people live and work. This expansion comes after a decade in which the County Planning Commission, largely with volunteer services, has examined all allotment plans and insisted that streets connect properly with adjoining lands. H. S. Wagner, Secretary-Director of the Metropolitan Park System, was a former member of the Board of the County Planning Commission. He recently retired from the Commission.



A comprehensive planning program for Long Branch, N. J. has recently been concluded by Community Planning Associates, Inc. of Princeton, N. J. of which Herbert H. Smith is Executive Director. A summary Master Plan report has been prepared for general distribution to the people of the community. Nine separate technical studies for the Planning Board on all phases of community development were also prepared to popularize the plan and present information to the public. A complete set of all reports may be obtained for \$15.00.



The National Council for Community Improvement and the General Federation of Women's Clubs are sponsoring a National Conference for American Principles in Community Responsibility at the Hotel Statler, Washington, D. C., June 13 to 16, 1956. The objectives sought by the conference are an increase in community responsibility and a strong recognition of basic American principles as they effect the development of our communities. A major feature will be Work Shop sessions, with work manuals and operating guides developed for publication and availability to communities throughout the country. After the national conference, the delegates from each State will report back to their state committees which can then outline the appropriate steps to be taken for organizing local councils in the communities. The announcement of the meeting stresses cooperation and co-

Planning and Civic Comment

ordination through national associations, non-government and Government groups and civic workers in States and communities.



The Chicago Plan Commission in its December 1955 newsheet states that the hottest planning topic for 1956 is likely to be the question of how Chicago-land can best meet the vexing problems inherent in the explosive expansion of metropolitan population, industry and commerce. Metropolitan areas have become the workshops of the nation's economy, the dwelling place of most Americans. In the last Census period the U. S. as a whole grew in population by 14.5 percent, but metropolitan population increased by 22 percent. Chicago-land's share of national growth since 1940 amounted to an increased 1,160,000 persons, an increase that equals the combined 1950 population of Milwaukee and Cincinnati. This growth to a population of some six millions has been borne on both war-time and post-war waves of industrial expansion of phenomenal proportions. Chief "How-To-Do-It" Agency will be the Northwestern Illinois Metropolitan Area Local Services Commission created by the 69th General Assembly, a 21-member commission which includes 5 state senators, 5 state representatives, 5 members appointed by the Governor and one each by the Mayor and the presidents of the County Boards of Lake, Will, Cook, McHenry and DuPage. The Commission is charged with making a thorough investigation and study of the problems and will report to the 70th Assembly. Leverett S. Lyon, former chief executive officer of the Chicago Association of Commerce and Industry, has been retained as Consultant.



"The City and Its Surroundings" will be the theme of the 23rd International Congress for Housing and Town Planning, scheduled to convene in Vienna, Austria, July 22-28, 1956.

Sponsored by the International Federation for Housing and Town Planning,

the program calls for a circulation in advance of a volume of reports on the general theme, recording the experiences of many nations; introductory papers on the subject at the opening session—one by Lewis Mumford and another by Professor Franz Schuster of Austria; a series of small group discussions on various aspects of the subject; reports of these discussions to the general session; and consideration of recommendations prepared by the committees, by the full Congress. Special events planned for the Congress include an international housing and planning film festival, with a prize for the best film; tours of Vienna and environs; an exhibition on the subject of the Congress; and a six-day post-Congress tour of Austria and Germany. Fees are \$11.20 for Federation members and \$14 for non-Federation members (including reports and proceedings). Registration may be made with Headquarters, International Federation for Housing and Town Planning, Laan Copes van Cattenburch 123, The Hague, Netherlands—checks payable to the *Amsterdamsche Bank, Lange Vijverberg 4, The Hague.*



A grant-in-aid of \$2400 will be made to a Cornell University graduate student to carry on a program of research in some phase of zoning administration during the academic year 1956-57, was announced by Richard J. Seltzer, Philadelphia, chairman of the J. C. Nichols Foundation of the Urban Land Institute.

Students seeking the grant should submit descriptions of a specific research program they propose to undertake. The student to receive the assistance will be selected by the following committee of the Cornell faculty: Chairman John W. Reps, associate professor of regional planning; Glenn H. Beyer, director, housing research center; A. Miller Hillhouse, professor of public administration; Edward A. Lutz, professor of public administration, and Thomas W. Mackessey, dean, college of architecture.

Planning and Civic Comment

This award is made annually by the ULI in memory of the late J. C. Nichols, a ranking United States authority on city planning and community development who attained world renown as a developer and builder. His famed Country Club District in Kansas City became a model for the finest type of planned community. In previous years, the J. C. Nichols award has been made to students at the University of Kansas City, Michigan State University, the University of California, and the Georgia Institute of Technology.



The 88th Annual Convention of the American Institute of Architects will be held in Los Angeles, California, May 15-18, 1956. There will be a pre-convention program of technical and professional problems on May 10 and 11 and on Saturday, May 12 the Association of Collegiate Schools of Architecture will meet. The Conference is replete with Councils, Round Tables and Seminars and special tours are arranged in and about Los Angeles, Pasadena, Santa Barbara and Hollywood. The Southern California chapter of the AIA will act as host.



The Reader's Digest for March, 1956, reprinted a condensed version of an article from the *National Municipal Review* for February 1956, entitled, "One Way to Stop Slums." The article by Murray Teigh Bloom is the story of Los Angeles and how a big stick was used legally to win voluntary action in blighted areas through home owners.



Recreation Policy—Publication 55-4 of the State of California, December 1955, is a new booklet which presents an inventory of state policy on recreation policy. The policies which have been established by the people of California over a period of 106 years through

enactments by the Governor and the Legislature have been compiled by Mrs. Rollin Brown, State Recreation Commission Chairman, in this 88-page booklet, the first compilation of its kind in the Nation. Copies are available at \$1.00 from the Documents Section, State Printing Office, Sacramento, Calif.



The Singing Wilderness by Sigurd F. Olson, is a new book announced by the Alfred A. Knopf Publishing Company. This is a vibrant book of discovery that re-creates the sights and sounds of the Quetico-Superior country and explores with deep insight the permanent values of this great wilderness area. It is illustrated by Francis Lee Jaques, with 38 black-and-white drawings. To anyone who contemplates a vacation in the lake country of northern Minnesota and adjoining Canada, this book is the perfect *vade mecum*.

For more than thirty years, the author has been a wilderness guide in the Quetico-Superior country, and no one knows with the same intimacy the mysteries of the lakes and forests of that magnificent primitive area, which is one of the few great primitive areas in this country which have withstood the pressures of civilization.



The International Union for the Protection of Nature, which maintains headquarters at 31 Rue Vautier, Brussels, Belgium, announces Vol. II of the Pro Natura Series on the subject: Hydro-Electricity and Nature Protection—Stating the Case. The Union collected a considerable number of reports on this subject at the time of its General Assembly in Caracas in 1952. Some were prepared by conservationists and other papers were written by engineers who had been approached by the Union for advice. Their arguments and points of view are presented in this important work in the field of water conservation.



The new 300-room Jackson Lake Lodge in the Grand Teton National Park, which will be the headquarters for the 1956 meeting of the National Conference on State Parks.

Thirty-sixth Annual Meeting of the National Conference on State Parks

September 7-11, 1956

At the Stowe, Vermont meeting of the National Conference on State Parks in September, 1955, it was decided to accept the invitation of the National Park Service to meet in the Grand Teton Mountain National Park, in 1956, and arrangements have been made for headquarters at the new Jackson Lake Lodge, the dedication of which was presented graphically in the September, 1955 **PLANNING AND CIVIC COMMENT**. Recently installed park facilities will be in-

spected and explained as of special interest to state park administrators. The Northwestern States are in charge of the program and arrangements and it is hoped that state parks in some of the Western States where agencies have recently been established will be stimulated by the program.

The Committee on Arrangements consists of John R. Vanderzicht, Washington, Chairman; Harold Lathrop, Colorado, Coordinator; Ashley C. Roberts, Montana; Earl P.

Hanson, California; Howard W. Baker, National Park Service, Region II, Omaha, Nebraska; Harlean James, Secretary, Washington, D. C. and other officers *ex officio*. The Program Committee consists of Harold Lathrop, Colorado, Chairman; John R. Vanderzicht, Washington, Coordinator; J. V. K. Wagar, Colorado; Jack F. Lewis, Wyoming; Chester Armstrong, Oregon; Howard W. Baker, National Park Service, Region II, Omaha, Nebraska; V. W. Flickinger, Ohio; and Harlean James, Secretary and other officers *ex officio*.

Preliminary Programs will be issued in May in time for delegates to plan summer and early autumn vacations, as it is expected that many families traveling by automobile will attend the Conference. Many will stay at the Lodge but arrangements may be made to stay at nearby Coulter Bay Campground, administered by the National Park Service.

This Conference offers an unusual opportunity to see the Grand Teton and Yellowstone National Parks and the new Jackson Hole Lodge. A record attendance is expected.

Jackson Lake Lodge Dedication

Summary of Address of Conrad L. Wirth, Director, National Park Service, at a Dinner dedicating the Lodge, June 11, 1955 to supplement the account presented in the September, 1955 PLANNING AND CIVIC COMMENT

The national concept—which brought into being an entirely new form of land use—was born of the principle that the most inspiring of God's creations should be preserved by the free people of the United States for their everlasting enjoyment. National parks tell the story of the land much as our forefathers saw it. Later we decided that our historic areas should also be preserved. The pre-historic and the historic sites are tangible and visual records of man's life here. They remind us of the struggles and hardships the pioneers endured to build the vigorous Nation we have today, conceived in liberty and freedom. I sincerely believe that, as long as we preserve these areas for public enjoyment and inspiration, they will help us remain a strong, liberty-loving Nation.

This concept was born of the West. The small group of Westerners exploring the Yellowstone country in 1870 could well have staked out claims for the great fabulous country just north of here and claimed it for their own, but they did not. They waived their rights to personal gain, because they felt such wonders should belong to every American.

Yellowstone was established in 1872 as the first national park in the world. I am sure it was the inspiration derived from the wonders and beauties of that country

and the feeling that such sights as they had seen would instill the spirit of adventure and courage and strength of character to all who would behold it, that caused these western men to take the action they did. All America is grateful to them. But just setting aside Yellowstone was not enough. As the States were established, one after another, the people in these States had the same idea. They had their Representatives in Congress put through bills to preserve equally valuable lands as a national heritage for the people. They followed through on the proposals advanced by the pioneers who discovered the Yellowstone country. California Representative Vandever's bills in 1890 established Sequoia and Yosemite; Washington's Senator John L. Wilson's bill in 1899 established Mount Rainier; Oregon's Representative Thomas H. Tongue's bill in 1902 established Crater Lake; Montana's Senator Thomas H. Carter's bill in 1910 established Glacier; Colorado's Senator Charles H. Thomas's bill in 1915 established Rocky Mountain; Arizona's Senator Henry F. Ashurst's bill in 1919 established Grand Canyon; Wyoming's Senator John B. Kendrick's bill in 1929 established Grand Teton. You people of the West have made a tremendous contribution to your country by your actions.

Planning and Civic Comment

One who has been most helpful is John D. Rockefeller, Jr. His son, Laurance Rockefeller, our host tonight, has the same energy, vision and desires that prompted his father to do the things that he has done in the field of conservation. He has undertaken to help us establish a new park in the Virgin Islands on the Island of St. John. It is an area long past due for national park status, and if it were not for him we would not now be underway with this project.

I came into the Federal Park work in 1928, and Mr. John D. Rockefeller, Jr. interested himself in the National Park System in 1924. So you see I have had the opportunity to observe his activities for 27 years. Beside the help he has given to the Grand Teton National Park, he has been of great assistance to the National Park Service as an organization and has helped in the improvement of many of the areas that go to make up the System. Some of the areas that come readily to my mind are Mesa Verde in Colorado; Yosemite in California; Grand Canyon in Arizona; your own Yellowstone; George Washington's Birthplace and Yorktown in Virginia; Acadia in Maine; Great Smoky Mountains in Tennessee and North Carolina; and last year he helped many areas, too numerous to name, by donating \$500,000 to match a similar amount of Federal funds for the purchase of lands within the boundaries of established parks. While he has been able and willing to help with large sums of money, I firmly believe that his biggest contribution has been his counsel and ability to

inspire others to great accomplishments in the conservation field. Mr. Rockefeller believes in the same concept and principles that caused the early pioneers to petition Congress to establish the Yellowstone National Park and the same reasons that you and the other people of the Western States had when they petitioned Congress to establish the parks I have already mentioned.

The people of our country will make 50,000,000 visits of varying durations to the areas of the National Park System this year, the opportunities of which I speak will be theirs, and we will be a stronger, prouder and a more forward looking Nation because of their visits.

May I say that every person on the staff of Superintendent Frank R. Oberhansley is a devoted public servant and a neighbor of yours and a citizen of your State and county, who has the same basic beliefs I have tried to express. The Service, as a whole, is dedicated to carry out the national park concept, and, because we are a truly democratic Nation, every individual in your community and in the State, has a responsibility to help and also to be sure that we do a good job. There is one thing that I can promise you and that is that we shall always guard the Grand Teton National Park and the other parks of the System to the best of our ability so that you and your children and your children's children will inherit an inspiring heritage.

The country is grateful to the West for the National park concept; to the people of Wyoming for the Grand Teton and other park

areas in your State; to the people of this community for the help they have given, and the many sacrifices they have made; to your Governors and Representatives in Congress; to the County Commission; to your Mayor and other leaders in the community; and to you and your father, Laurance Rockefeller for your help. This beautiful building is only one example of the many fine things you have done. We are also thankful to Kenneth Chorley and your other associates in the Jackson Hole Preserve and the Grand Teton Lodge and Transportation Company.

In closing I wish to quote a statement that appeared in *Business Week Magazine*, because there has been throughout the country a general awakening to the point it makes:

"Spending money on leisure is no longer considered an economic waste. In fact the future economy of America will be built upon leisure-time spending. There is just so much food and clothing and shelter and other things needed for bare existence. There is no foreseeable limit to what we need and can use as our leisure time increases."

But, let us not get any wrong ideas on commercialized recreation insofar as it pertains to the national parks. The national parks are of value to the extent that they preserve the best of the long association of man and Nature, or man and his own history. To the extent that we save these places, not commercialized, to that very extent will we succeed in saving also their commercial value in terms of travel. This is a unique paradox of the national park idea.

The 1955 Yearbook on Park and Recreation Progress

The 1955 Yearbook on Park and Recreation Progress, published as a public service by the National Conference on State Parks, is ready for distribution and may be secured for \$3.00 from the headquarters of the Conference at 901 Union Trust Building, Washington, D. C.

This volume contains an up-to-date list of the administrative agencies for state parks and related recreation areas. Recent state park

trends are outlined and analyzed.

Most of the States have contributed three-year progress reports. A full tabulation of State Park Areas, Acreages and Accommodations, prepared by the National Park Service, covers practically every state park in the United States.

The volume is profusely illustrated with state park scenes in the different States.

State Park *Notes*



PERSONALS

William P. Saunders, a retired industrialist, has been appointed as Director of the North Carolina Department of Conservation and Development by Governor Hodges. He replaces Ben E. Douglas who has served since 1953, but resigned to look after his business interests.

Lonnie C. Fuller, member of the Texas State Parks Board, died on December 8, 1955. Many years ago he was instrumental in arranging the gift of the site for Bonham State Park to the State. As an employee of the National Park Service, he cooperated with the State in conducting a state-wide park, parkway, and recreation-area survey in the late thirties. In 1941 and 1942, he headed a small staff for the Service at Denison which developed a comprehensive recreation plan for Lake Texoma. He first served on the Texas State Parks Board to fill an unexpired term succeeding H. G. Webster of Denison, and was re-appointed in 1951 to a full six-year term. He had been active in planning Eisenhower State Park on Lake Texoma and acted in an advisory capacity for improving the Eisenhower birthplace in Denison.

W. H. Drinkard has recently succeeded Earl M. McCowin as

Director of the Department of Conservation in Alabama.

The first state park superintendent in Connecticut, Arthur V. Parker, died last November. He served as head of the state park organization from 1919 to 1947, when he retired. During his administration, the number of parks rose from 15 to 54 and the acreage rose from 3,700 to 15,000 acres. He was well-known in park work, and was a former chairman of the New England State Park Superintendents and former vice-president of the American Institute of Park Executives.

HONORS

The award of the three Pugsley Medals for 1955 for outstanding park service were presented by the American Scenic and Historic Preservation Society to Thomas C. Vint, Chief of the Division of Design and Construction of the National Park Service, who received the gold medal; to Mrs. Ruth E. Peeler, of Mercer Island, Washington, formerly a member of the Board of the National Conference on State Parks, who received the silver medal; and to Loring McMillen, Vice President of the Staten Island Historical Society, who received the bronze medal.

Planning and Civic Comment

Dr. Garrett G. Eppley, Chairman of the Department of Recreation, Indiana University, was honored with the presentation of a colorful Indian headdress by Chief Tsai-ahai-saul-da, a full blooded Kiowa Indian and was adopted into the Kiowa tribe at the Southwest Park and Training Institute held at Lake Murray, Oklahoma, on Feb. 8, 1956.

MEETINGS

A short course for state park personnel including superintendents, rangers, and office staffs of 15 southern States was held from February 5 to 17 at the University of Mississippi. Categories presented included operation for public use, maintenance, interpretive programs, protection and law enforcement, business management, information and education, personnel administration, and planning, development, and construction. Field trips in conjunction with the subject matter were made to Lake Sardis, Spring Lake and Grenada Lake State Parks.

The annual Tennessee State Park Superintendent's meeting was held at Montgomery Bell State Park, December 5 and 6. Areas of discussion included job classification, civil service examinations, property, maintenance and improvements, and a new interpretive program. A motion was made and carried by the superintendents recommending that the Conservation Commission appoint a committee of authorities on forest recreation to formulate guiding policies for the Division of State Parks.

The Southwest Park and Recreation Training Institute held its first

meeting at Lake Murray Lodge in Lake Murray State Park, Oklahoma, from February 6 to 10. The sessions were sponsored by the American Institute of Park Executives and the Oklahoma Planning and Resources Board and were conducted by the Horticulture and Park Management Department, Texas Technological College. Nine southwestern States were invited, and a total of 114 persons were in attendance. Talks and discussions were held on the general topics of public relations, park labor, and plant materials which occupied one-half day each. Among other talks delivered were "The State Park Visitor" and "Recreational Development on Federal Reservoirs". Topics discussed in seven workshop groups included mostly park maintenance problems. The banquet speaker was Dr. Garrett Eppley of Indiana University.

LEGISLATION

The Massachusetts General Court in its last session enacted legislation for a 90 to 100-acre extension of Walden Pond State Reservation. A portion of the area will be purchased by eminent domain and 50 acres are being donated.

Additional legislation passed was a bill authorizing a state-backed bond issue of \$2,000,000 to construct an aerial tramway to the summit of Mt. Greylock. Proponents of the idea hope that the tramway will pay for itself in twenty years. For it to do so, about one-quarter of a million people would have to use the tramway annually.

An announcement has been made

by Governor Williams of Michigan that he is submitting to the Legislature which meets every year, a request for \$1,000,000 for land acquisition for state parks and \$2,000,000 for capital improvements. Outlining the crucial need, he listed areas where land should be purchased and stated reasons why capital improvements were needed. Nearly a third of the parks are without modern sanitary facilities, and lack of some facilities caused closing of a few parks last year.

A law passed by the Pennsylvania Legislature in December, 1955, provides that "all rents and royalties from oil and gas leases of any land owned by the Commonwealth (Pennsylvania) except game and fish lands" shall be placed in an Oil and Gas Lease Fund and used "exclusively for conservation recreation dams or flood control or to match any Federal grants which may be made" for such purposes. The need for and location of the projects is to be determined by the Secretary of Forests and Waters. The amount collected from such rentals and royalties in 1955 exceeded \$4,000,000.

PUBLICATIONS AND ARTICLES

State Parks—Areas, Acreages, and Accommodations is the title of a publication prepared recently by the National Park Service. The publication lists all state parks and shows acreage and accommodations for each. Findings in the survey compared to a previous survey four years ago showed an increase of 18 percent in the number of areas to a total of 2,030, and an increase

in acreage of 9 percent to a total of 5,077,331 acres. Three types of overnight accommodations all rose slightly during the four years, and tent and trailer campsites rose 32 percent. The publication is available from the Washington Office of the National Park Service free of charge.

In the January issue of *Recreation*, an article entitled "Safety Programs for Parks" by Polk Herbert describes the protective steps advisable to a park organization to avoid accidents. He emphasizes the importance of training programs, inspection programs, and methods of obtaining ideas on safety needs and practices from personnel in the employ of the park.

The *Tennessee Newsletter* for December, 1955, contains an article by Raeburn F. Hay, representing a firm of industrial plant relocation consultants, listing points that a firm such as his would consider for location recommendations. He discusses the increase of leisure time and the concern of industry that adequate recreation facilities are available near a plant site. He states, "The proximity of well kept, properly supervised state and national parks is a distinct plus value to any community seeking to attract industry". He further adds, "The community or State that caters to this trend by providing or preserving the beauty of its natural resources will find itself amply repaid".

An article entitled "Should Trees be Cut in State Parks" in the *Connecticut Woodlands* magazine for January makes stimulating reading. The author, Dr. H. H. Chapman,

retired Professor of Forest Management, Yale University, brings out both sides of the issue of tree cutting in parks. He summarizes: "The cutting of timber in state parks should be permitted, but its objective should be entirely different from that on state forests. On the latter, a commercial crop is being grown, to be harvested and reproduced. On parks the life and health of the existing stands are to be protected and their age prolonged, to grow the largest possible trees for maximum public recreational use. This means *care* and *management* not *neglect* and reliance on unguided natural forces. Trees should be cut in state parks whenever and wherever a direct benefit results to the forest and consequently to its patrons, the public".

To accompany the presentation to the Legislature of a five-year capital outlay program, the Parks and Recreation Division in Michigan has prepared a pamphlet showing the facts presented in a clear manner with cleverly illustrated graphs. A comparison of Michigan with other leading States was made on the basis of total dollar expenditures and also of expenditures per visitor. The point is made that the two States leading in expenditures for parks also attracted the greatest number of tourists. *Michigan's State Park Situation* is an excellent graphic review of public use and resulting needs in state parks.

NEWS FROM THE STATES

Arizona. A report relating to the establishment of state parks prepared by the Arizona Development Board has recently been issued and

contains the survey and recommendations requested by the State Legislative Council in May of 1955. The Board recommends the establishment of a system of state parks to provide needed outdoor recreation areas, to develop interest in natural history, to attract business to meet tourist needs, to obtain areas now while they are available, and to preserve notable archeological and scenic areas. The Board further recommends that a park agency of high standards be set up "above political shortcomings", that funds be appropriated for a study to determine recreational needs and make an inventory of archeological, scientific, and historical areas of the State, and that appropriations be sufficient to provide for two working examples for future state parks. Proposed legislation was included in the report as were descriptions of areas of possible suitability for state park status.

In his message to the Legislature early in January, Governor MacFarland recommended establishment of a state parks organization.

House Bill 20 which was introduced on January 12, provides for the creation of an Arizona State Parks and Recreation Board, and an appropriation of \$100,000.

California. State parks in northern California will be a long time recovering from what has been termed "the most destructive storm" in the history of the area. Northern redwood parks suffered severe destruction with ranger residences flooded, a District Office flooded and records damaged, picnic and camping areas under several feet of silt, nearly all roads closed,

water systems destroyed, and many other destructive evidences. The parks reporting the heaviest rain were D. L. Bliss and Emerald Bay State Parks with 27 inches each during one week. No lives were lost. It is doubtful whether some of the flooded parks will be available for public use during the coming season.

A bill introduced into the last State Legislature to repeal the Winter Park Authority Act, which provides for building a tramway up Mt. San Jacinto in the state park of the same name, is under consideration by a committee of the Assembly. Members of this committee, the Interim Subcommittee on Beaches and Parks of the Assembly Committee on Conservation rode to the top of the peak on horses in October after conducting hearings at Idylwild and Palm Springs.

Planning is under way by the Division of Beaches and Parks and approval has been given by the State Park Commission to present a five-year program of park acquisition and development to the State Legislature. A list of priorities for land acquisition has been prepared and that cost will account for one-half of the proposed total cost. Oil royalties will provide most of the funds for land acquisition. It is hoped that appropriations of over \$60,000,000 will be made for the five-year period.

Some of the criteria for inclusion of additional areas in this State Park System are listed by Chief Drury as follows:

1. Worth of the project.
2. Urgency from the standpoint of perishability.

3. Urgency from the standpoint of meeting expanding public needs.

4. Urgency from the standpoint of increasing costs.

5. Proportion as to types of areas (scenic, historical, or recreational).

6. Proportion as to location of areas, in the interest of a statewide system.

The State Park Commission reports that acquisition of 320 acres of federally owned land purchased for \$2,080 is the nucleus for the new Butano State Park. The park will ultimately include over 2,000 acres. In 1945 the Butano Forest consisted of 4,500 acres of virgin redwoods. Efforts over many years were spent attempting to obtain a large portion of this acreage through cooperation of the State, two counties, the City of San Francisco, and other groups. When funds were included last year in legislation for the State to purchase 1,020 acres of remaining virgin redwoods, the omnibus state park bill was vetoed and no funds were available. Logging began immediately and thus, less than a third of the virgin redwood acreage remains and it will be added to the park through purchase by the two counties. Further acreage to be acquired will include a large acreage of second and third growth redwoods.

Iowa. Some of the smaller state parks in Iowa have been kept clean and in repair by local groups of businessmen where no resident custodian is available. Bixby State Park in Clayton County has for 10 years had the benefit of volunteer work groups to trim trees, cut grass, repair roads, and pick up litter.

Park attendance reached a new high in the year 1955, with parks

Planning and Civic Comment

containing swimming facilities showing the greatest use. The figure for July in all Iowa State Parks exceeded that of the 1954 total figure for Yellowstone National Park. The prison labor program has raised the hopes of park officials that at least facilities in the parks in the eastern part of the State can be kept in repair to keep pace with the growing attendance.

Kansas. The contract for a 94-acre state lake which is to be built near Syracuse will soon be let and it is hoped that construction will be completed by early summer. The State will install campgrounds, picnic areas, and boat docks. The Hamilton County Sportsman's Association plans to beautify the area and make it more attractive for tourists using nearby highway U. S. 50.

Kentucky. Laban Jackson is the new Commissioner of the Department of Conservation, replacing Henry Ward, who is now in Washington, D. C. in the office of U. S. Senator Earle C. Clements of Kentucky. Mrs. Ben Kilgore is now Director of State Parks, replacing Mrs. Lucy Smith, former Director.

Louisiana. The people of Northwest Louisiana will have an area of historical as well as recreational value in the opening of the Mansfield Battle Park, just three miles south of Mansfield, Louisiana, where the Southern forces stopped the Yankee drive on Shreveport.

This 44 acre tract of natural woodland was deeded to the State of Louisiana last spring by the Kate Beard Chapter of the Louisiana Division of UDC.

Plans for this Park were begun

in 1924 when the local UDC Chapter acquired the first 4 acres by personal donation so that a monument could be erected to General Camille de Polignac, the French prince who saved the day by leading General Mouton's forces after he fell in action. Later on, 40 additional acres were acquired and other monuments were added.

Construction is to begin immediately on the museum building which will be completed by June. Its entrance to the Southwest overlooks the battleground proper. The 4,800 square feet of floor space will be divided into four main rooms: museum, assembly room, lobby, and kitchen. Featured in the museum will be an electric map telling the story of the entire Red River campaign which had its end on this historic site.

Maine. The State Park Commission has reduced the area of Mt. Blue State Park 3,646 acres by transferring the land to the Forestry Department. This was an experiment designed to open that acreage for hunting which was not developed or used for recreation purposes. It was felt that previously the park being closed to hunting had caused a large acreage of adjoining private lands to be posted. Results during the first hunting season showed that little change was made in the number of private areas posted against hunting and that poor supervision in the transferred area resulted in much unauthorized camping, litter, and damage to trees.

Maryland. The State reports that during 1954 charcoal was prepared at Cedarville State Forest and distributed to forest picnickers

Planning and Civic Comment

there and at four state parks. Over 25,000 pounds of charcoal was produced and about two-thirds of it was sold to park and forest picnickers and campers.

Michigan. A new program of marking historic sites with descriptive signs denoting statewide or just regional importance is being initiated by the State Historical Commission. Suggestions by communities, organizations, or individuals for areas to be marked are examined by the Commission. If approved, those groups or individuals who made the suggestion then purchase and install the markers. The Commission plans to request an appropriation from the Legislature to be used to erect markers at selected historic places on public properties. It is hoped that this will give added incentive to local groups and stimulate a well rounded program.

Missouri. The State Park Board recently received a donation of 2,400 acres in eastern Missouri including Taum Sauk, the highest mountain in the State. The donor stipulated that the area be made available for public use promptly. The State Park Board states that the area will be open by summer, though it is not known to what extent it will be developed. Although only 135 miles from St. Louis, the area is very rugged and contains deep narrow rock formations called "shut-ins" as well as the mountain itself which rises in the St. Francois range to an elevation of 1,772 feet above sea level.

New Hampshire. A proposed state park on the shores of Lake Winnepesaukee is now being considered by the General Court. Be-

cause much of the lake shore is already in private cabin development, the cost of obtaining the proposed several hundred acres will probably be high. A state park on this lake has been advocated for many years, and it is thought that this particular area includes many of the features usually considered as desirable for one.

New York. The announcement of plans for the fifth season at Jones Beach State Park Amphitheater includes a production of "Showboat", produced by Guy Lombardo. Oscar Hammerstein, 2nd will do the special adaptation. The theater is expected to draw 500,000 persons this year and the entire park is expected to draw 10,000,000 or more.

Oklahoma. The first of the five new lodge developments to be completed under the State's current \$7,200,000 construction program is in Roman Nose State Park. By late spring it is contemplated that the other four lodges being constructed under the revenue bond program will be open for occupancy. Besides the lodges, the building program includes the completed 500-capacity convention hall at Lake Murray and modern swimming pools being constructed at Lake Murray, Sequoyah, Texoma, and Quartz Mountain State Parks.

Tennessee. A new state park in the northwest tip of Tennessee named Reelfoot Lake State Park was recently established, bringing the state total to 18 parks. Reelfoot Lake was formed in 1811 in a location where land subsided as a result of earthquake action and was filled with water from the Mississippi River. The water area measures

14,500 acres, one-third of which is a national wildlife refuge. The park will total 50 acres to provide recreation accommodations for the public.

In line with many other States which frequently have reservations for park cabins filled far in advance, Tennessee put a limit on cabin applications for the popular Cumberland Mountain State Park stating that only those postmarked from January 1 to January 10 would be considered, with those having the earliest postmark and deposit fee having preference. Those employees sorting the mail on January 4 found that almost the entire summer's accommodations were booked from letters dated 12:30

A.M., January 1, 1956. Many deposit fees had to be returned to applicants for whom there was no space.

Texas. Monument Hill State Park which contains the tomb of men killed in two military actions in early Texas history, is now to be enlarged and provided with improved facilities. Up to this time, the area consisted only of the tombs on an area of one-half acre. There was no provision for the parking, picnicking, or comfort facilities which are to be added when the four-acre addition is obtained. The La Grange, Texas, Chamber of Commerce is working to obtain funds to purchase the necessary land.

Timber Cutting at Little Mountain State Park, Alabama

Conservationists have reason to be grateful to the Junior Chamber of Commerce of Guntersville, Ala., which sounded the alarm about the unjustified cutting for revenue of forests in the 4,000 acres of forested land on the east side of the Guntersville Reservoir given to the State for park purposes by the Tennessee Valley Authority. The Alabama chapters of the Nature Conservancy and the Izaak Walton League investigated and joined in the protest. The National Parks Association and the Wilderness Society came to the rescue. Fred Packard, Executive Secretary of the National Parks Association attended the hearing on Jan. 25, 1956 and reported that "Commissioner Drinkard presented a letter announcing that his De-

partment and the contractor had agreed to stop the cutting of timber permanently. He promised protection would be taken against erosion, the slash would be removed, the loading pits filled, tall stumps would be cut off near the ground, and denuded areas would be replanted. He admitted the cutting had been a mistake, and he acknowledged public opinion had led to its cessation." Mr. Packard presented to the hearing the Suggested Criteria for Evaluating Areas Proposed for Inclusion in the State Park Systems and A Suggested Policy Statement Relating to Development, Use and Operation of State Parks, published in 1954 and 1955 in *PLANNING AND CIVIC COMMENT* by the National Conference on State Parks.

Detroit Regional Planning Conference

The 6th Annual Planning and Zoning Conference sponsored by the Detroit Regional Planning Commission was held at the Fort Shelby Hotel on Thursday and Friday, February 23d and 24th. The two day Conference was concerned with "What Makes A Good Place To Live" in the dynamic Detroit Region. Conferees were welcomed by Max Osnos, Chairman of the Commission. T. Ledyard Blakeman, Executive Director, and Paul M. Reid, Planning Analyst, also were speakers at the opening session.

Attendance at the Conference exceeded 350, which indicates the real concern of people in the Region for planning. Some 64 citizens accepted assignments in the program, representing townships, cities, villages, and counties, as well as business and industry.

Highlight of the Conference was a luncheon address by Richard E. Dewey, Associate Professor of Sociology at the University of Illinois, who spoke on "The Determining Factors in Urban Development." Professor Dewey brought to the Conference his experience in the field of teaching, which began in Butler University in 1941. He also engaged in practical planning work with the Milwaukee County Regional Planning Department from 1944-1946, and with the Illinois Post-

War Planning Commission in 1946.

Professor Dewey has written several articles and books on such sociological aspects of urban development as population and urban attitudes. Along with other research projects, he is presently studying suburban migration in Indianapolis and Marion County in the state of Indiana. The study is designed to test the validity of certain assumptions made by many city planners in designing actual plans for cities.

The Thursday morning program included panels on taxation and planning, zoning, planning commissioners' problems, and water, sewers, and drainage. Thursday afternoon featured round table discussions on governmental problems of development faced by counties, cities and villages, and townships.

At the first general session on Friday, Alger F. Malo, Director of the Department of Streets and Traffic and a member of the Detroit Metropolitan Area Traffic Survey, discussed the "Future Expressway Pattern." Panels were held throughout the day on building codes, industrial development, plats and subdivisions, and recreation. At the closing general session Edward Connor, Chairman of the Supervisors' Inter-County Committee, spoke on "Planning On A Wider Scale."

IN MEMORIAM

WILLIAM B. GREELEY {1879-1955}

On November 30, 1955 William Buckout Greeley died leaving a full lifetime of service to forestry. He was born at Oswego, N. Y. Septem-

ber 6, 1879, educated at the University of California and the Yale Forestry School. From 1904-1917 he was in the field working for the U. S. Forest Service; from 1919-1928 he was Chief Forester in Washington, and then in 1928 he went with the West Coast Lumberman's Association, and for nearly thirty years he devoted his life to the education and inspiration of the forest industry. He had been trained in the forestry movement under Gifford Pinchot; but he became convinced that *controls* of the Forest Industry were not enough. He believed that the lumber industry could change its philosophy from timber mining to timber cropping. It is said that the National tree farm program and the "Keep Green" organizations owe more to William B. Greeley than to any other pioneer of American forestry. In 1951 he published "Forests and Men," Doubleday & Co., with a foreword

by James Stevens, who has written an eloquent tribute in the January, 1956 *American Forests*. (Reviewed in December, 1951 PLANNING AND CIVIC COMMENT.) In "Forests and Men" the story is told of the devastating fires and forest practices which took their toll of American forests, and the pioneer movement to save and replace America's forest heritage is brought to a dramatic climax. William Greeley paid tribute to Gifford Pinchot but always retained his objective attitude toward the problems with which he was struggling. In 1953 he published a text book on Forest Policy, McGraw Hill.

When the American Forestry Association met in Portland, Oregon in 1954, it was William Greeley who presided at the dinner and with him were Mrs. Greeley, his helpmate for nearly a half a century and his son Arthur W. who was earning an enviable reputation as a forester in Alaska.

MRS. MALCOLM J. EDGERTON

In the death of Edna Fischer Edgerton on January 28, 1956, conservation lost one of its most vital, able and valued workers.

Mrs. Edgerton was known for her wide range of interests and activities in behalf of national, state, civic and charitable causes. She served as Chairman of the Conservation Committee of The Garden Club of America from 1950-1953. During that time she originated the idea of the Conservation Packets, thousands of which are still being shipped to schools and scouts throughout this country. She directed the 1953 Forum with dis-

tingtion. In 1954 she was elected a Director, and served on the Executive Committee at the time of her death.

She held membership in the American Planning and Civic Association from 1938.

Connecticut will ever be grateful for her contribution to its welfare, as President of the Federated Garden Clubs for three terms, for her leadership of the Stamford Garden Club, for her three terms as Representative in the State Legislature and as Vice Chairman of the Republican Central Committee in 1948.

Book Reviews

THE LAW OF ZONING. By James Metzenbaum. 3 vols. Baker, Voorhis & Co., Inc., 25 Broad Street, New York 4, N. Y. Price \$49.50. (6 percent off if cash in full accompanies order.)

The first edition of this voluminous work was published in 1930 but has long been out of print. Mr. Metzenbaum is said to have spent ten years on this greatly enlarged, revised edition. The result has given us an exhaustive factual study of zoning ordinances and court decisions. One chapter is devoted to setting forth court decisions State by State.

This is a valuable reference book for attorneys, zoning board members, city, town and county officials and planning board members and staffs; but it is so well organized and indexed that laymen can use it to advantage. Police power and eminent domain are defined and applied. A distinction is made between non-conforming uses and nuisances. The function of Boards of Zoning Appeal is described.

A *New York Times* Editorial recently commented: "While Mr. Metzenbaum is by no means the father of zoning, he has helped to rear it, and by collecting, quoting and variously indexing all the important court decisions, state and Federal laws, he has made a uniquely useful contribution to the cause of what Justice Harlan once called the 'tranquility of every well ordered community.' . . . This manual charts the way—and the shoals to be avoided—toward better community planning."

No planning library is complete without these three volumes.

FROM THE GROUND UP. By Lewis Mumford. A Harvest Book. Harcourt, Brace and Co. Twenty-six essays from *The New Yorker* never before published in book form. Price \$1.25.

These observations on contemporary architecture, housing, highway building and civic design include ten under the general title "Make No Little Plans," four characterized under "Blight and Beauty," and four on "The Roaring Traffic's Boom." In his preface, Mr. Mumford explains that though these reviews are confined to New York, the issues they raise are universal ones; and on the understanding of these issues by the ordinary citizen, as well as by the architect, the builder, the municipal administrator, and the financier, the health of our whole civilization depends. Shall we produce order or chaos? spaciousness or congestion? aesthetic delight or depression? townscapes and landscapes designed for living or cells and prison blocks for automations? These are some of the questions this book raises and tries, in some degree to, answer.

Like the real estate that must be seen to be appreciated, these essays must be read to be valued. The pungent criticisms of existing conditions will seldom rectify mistakes, but thinking people do profit by mistakes and sometimes do better on a second try. A man of imagination is Mr. Mumford and the essays are all good reading and betray an intimate knowledge of architects and architecture as well as that technique we have come to recognize as city planning.

Planning and Civic Comment

ECHO PARK COUNTRY AND ITS MAGIC RIVERS. Alfred A. Knopf, 501 Madison Ave., New York 22, N. Y., \$5.00.

This book edited by Wallace Stenger is a compilation of the work of a number of writers. Joseph Penfold and Olaus Murie, writing "The Natural World of Dinosaur" tell vividly about the area as a wildlife habitat. Robert H. Lister weaves a thrilling story of prehistoric civilization in the area. "A Short Look at Eden" is a word picture of the monument in all its grandeur as told by David Bradley. The history of the Green and Yampa rivers as wilderness trails from the time of the explorer and pioneer to today's visiting recreationists is told by one of the canyon country's best river men, Otis Marston. Beautiful illustrations in color depict the grandeur of the canyons.

FLOOD PROBLEMS AND THEIR SOLUTION THROUGH URBAN PLANNING PROGRAMS. By Robert Wilson Siler, Jr., Tennessee State Planning Commission, Cordell Hull Bldg., Nashville 3, Tenn., 1955. Publication No. 262. Price \$1.

This 48-page report (mimeographed) attacks the fundamental philosophy of Federal and local programs to discover the cause, prevention and cure of disastrous floods. In the preface it is stated that in some cases the vast expenditures for constructing protective works have proven justified, but there is evidence that funds expended on some of the projects were wasted or of limited benefit. Said the author:

Basically, the problem of preventing flood damage is one of adjusting land use to flood conditions. This may be done in a number of ways: by reducing the volume of water through storage dams; by keeping water off the land by dikes and other pro-

TECTIVE works; by using areas subject to flood in ways that damage will be kept to a minimum; or by a combination of two or more of these methods.

Concerning the national flood control policy under the Flood Control Act of 1936 the Corps of Engineers through the fiscal year 1952 received appropriations in excess of three billion dollars and projects authorized at that time by Congress were estimated to cost nearly seven billion dollars in addition. In addition to those authorized by this Act other flood control measures were authorized in the Tennessee River area by the TVA Act of 1933, under which a system of multi-purpose dams and reservoirs which encompass the entire Valley region have been completed.

Because, to be fully effective, comprehensive flood prevention programs must be based on an understanding of local flood conditions and the Bureau of the Budget is quoted with good effect:

If the head of the agency preparing (a flood control project) report finds that flood damage can be prevented most effectively and economically through adoption by States, local governments, or districts of programs for flood plain development and redevelopment, relocation, and zoning, or other similar measures either is substitution for, or as a supplement to, construction of flood control works, he shall include in his project report information as to the extent to which it may be feasible to enter into arrangements with such States, local governments, or districts providing for Federal assistance to them in carrying out such measures.

And finally, Mr. Siler warns that if these surveys are to be of value to planning agencies, they should be directed toward an understanding of the nature of the problem rather than toward developing specific projects for its solution.

Recent Publications

- THE LAW OF ZONING AND PLANNING. By Charles A. Rathkopf. Clark Boardman Co., Ltd., 11 Park Place, New York 7, N. Y. Third Edition. \$42.50.
- THE DYNAMICS OF GROUP ACTION: (1) Citizens Committees. 1954, 48 pp. (2) Leadership and Morale. 1955. 55 pp. (3) Leadership in Action. 1954, 54 pp. (4) Make Your Staff Meetings Count! 1954, 59 pp. By Daniel R. Davies and Kenneth F. Herrold. Arthur C. Croft Publishing Co., New London, Conn. \$2.50 each.
- SOUTHERN PINES PLANS FOR ACTION. Town Manager, Town Hall, Southern Pines, N. C. 1955. 22 pp. \$1.00.
- CLEAN AIR FOR CALIFORNIA: Initial Report of the Air Pollution Study Project. Department of Public Health, State of California, San Francisco. 1955. 57 pp.
- THE BIG BEND COUNTRY. By Virginia Madison. Albuquerque, N. M. University of New Mexico Press, 1955. \$4.50.
- THE METROPOLIS IN MODERN LIFE. Edited by Robert Moore Fisher, Columbia University Bicentennial Series. Garden City, N. Y., Doubleday & Co., 1955. \$6.00.
- AMERICAN SKYLINE. By Christopher Tunnard and Henry Hope Reed. Boston, Houghton Mifflin Co., 1955. \$5.00.
- REPORT OF COMMITTEE ON ZONING AND PLANNING. By Fred G. Stickel III, to National Institute of Municipal Law Officers. Available from the author at 571 Pompton Ave., Cedar Grove, N. J. 1955. 16 pp.
- SELECTED REFERENCES ON URBAN PLANNING METHODS AND TECHNIQUES (Revised June, 1955). University of North Carolina. 27 pp. mimeo., \$2.00 (Checks should be made payable to Patricia Baber, Box 1290, Chapel Hill, N. C.)
- A REPORT ON THE RENEWAL POSSIBILITIES OF THE HISTORIC TRIANGLE OF THE CITY OF SAN JUAN, PUERTO RICO. By Nathaniel S. Keith and Carl Feiss, 730 Jackson Place, Washington 6, D. C. May 1955. 64 pp.
- FLOOD PROBLEMS AND THEIR SOLUTION THROUGH URBAN PLANNING PROGRAMS. By Robert Wilson Siler, Jr. Tennessee State Planning Commission, Cordell Hull Bldg., Nashville 3, Tenn. 48 pp. 1955. \$1.00.
- ITALY BUILDS. By G. E. Kidder Smith. Reinhold Publishing Corp., 430 Park Ave., New York 22, N. Y. 264 pp. \$10.00.
- THE MERIT SYSTEM—An Essential of Good Government. By Murray Seasongood. Reprinted from the Vanderbilt Law Review, Vanderbilt University Press, Nashville, Tenn. 1955. 15 pp.
- VIRGIN ISLANDS—PROPOSED VIRGIN ISLANDS NATIONAL PARK. Prepared by National Park Service, U. S. Department of the Interior., Washington, D. C., illus. 15 pp.
- THE PUBLIC SCHOOLS AND OTHER COMMUNITY SERVICES. Edited by Theodore L. Reller. Philadelphia, The American Academy of Political and Social Science, *The Annals* November 1955. 148 pp. \$2.00 (clothbound \$2.50).
- PUBLIC WORKS AND EMPLOYMENT: From the Local Government Point of View. A Report of the W. E. Upjohn Institute for Community Research. By Eugene C. McKean and Harold C. Taylor. Chicago, Public Administration Service, 1955. 274 pp. \$5.00.
- THE NEED FOR A METROPOLITAN-AREA APPROACH TO THE FIVE-COUNTY KANSAS CITY URBANIZED AREA. Kansas City, Missouri, Community Studies, 1954. 57 pp.
- PLANNING FOR THE ECONOMIC GROWTH OF SOUTHERN CALIFORNIA. First Annual Conference, Southern California Planning Institute. Edited by Ernest A. Engelbert. University of California, California Chapter of the American Institute of Planners, Berkeley, Calif. 1955. 118 pp. \$2.00.
- PUBLICATIONS RELATING TO URBAN RENEWAL for the Year ending November 1955 with a Special Section on Washington, D. C. and Vicinity. (To supplement the Urban Renewal Bibliography, New York, American Council to Improve our Neighborhoods, 1955.) Washington, D. C., The Public Library of the District of Columbia, 1955. 23 pp.
- NATIONAL FORUM ON PLANNING AND DEVELOPMENT PROBLEMS AND TECHNIQUES. Proceedings of the Tenth Annual Convention of the Association of State Planning and Development Agencies, 1026 17th St., N. W., Washington 6, D. C. 1955. 176 pp. \$3.00.
- ADVENTURES OF A SLUM FIGHTER. By Charles F. Palmer. Upper and Love, Inc., Atlanta, Ga. 1955. 272 pp., illustrated end pieces. \$4.00.

Planning and Civic Comment



Official Organ of American Planning and Civic Association and
National Conference on State Parks

CONTENTS

	Page
Use of the Mass Media to Educate for Better Planning	1
Editorial Comment	9
Congratulatory for the National Park Service	
The Future of Washington, the Federal City	
Zoning Round Table	11
Strictly Personal	14
Buhl Foundation an Aid to Planning	17
Some Sidelights on the "Litterbug" Problem	19
Early History of Planning in Michigan	25
Commentaries	32
Watch Service Report	38
Planning Education	40
Book Reviews	42
State Park Notes	43
An Innovation in State Park Financing	51
Suggested Statements of State Park Policy	54
36th Annual Meeting, National Conference on State Parks, Jackson Lake Lodge, Wyoming	Facing page 56
Park Service to Enlarge Cooperative Activity	62
Two Reports on Citizen Organizations Available	63
Citizen Action for Community Planning	63
Meetings	66
In Memoriam	69
Miss H. Marie Dermitt	
Mrs. John Charles Olmsted	
Louis Bromfield	
Kenneth A. Reid	
Recent Publications	72

JUNE 1956

PLANNING AND CIVIC COMMENT

Published Quarterly

Successor to: City Planning, Civic Comment, State Recreation
Official Organ of: American Planning and Civic Association,
National Conference on State Parks

SCOPE: National, State, Regional and City Planning, Land and Water Uses, Conservation of National Resources, National, State and Local Parks, Highways and Roadsides.

AIM: To create a better physical environment which will conserve and develop the health, happiness and culture of the American people.

EDITORIAL BOARD

HARLEAN JAMES

FLAVEL SHURTLIFF

CONRAD L. WIRTH

CONTRIBUTING EDITORS

FREDERICK J. ADAMS
HORACE M. ALBRIGHT
HARLAND BARTHOLOMEW
RUSSELL V. BLACK
HAROLD S. BUTTENHEIM
GEORGE L. COLLINS
KENNETH R. COUGILL
S. R. DEBOER
CHARLES DETURK
NEWTON B. DRURY
V. W. FLICKINGER

S. HERBERT HARE
JOHN IHLDER
THOMAS H. MACDONALD
THOMAS W. MORSE
MARVIN C. NICHOLS
JOHN NOLEN, JR.
F. A. PITKIN
HUGH R. POMEROY
FRANK D. QUINN
ISABELLE F. STORY
BEN H. THOMPSON

TOM WALLACE

MANAGING EDITOR

DORA A. PADGETT

Entered as second-class matter at the Post Office at Washington, D. C. under the Act of March 3, 1879. Additional entry at Harrisburg, Pa.

EDITORIAL AND PUBLICATION OFFICE, 901 Union Trust Building, Washington 5, D. C.

Printed by the Mount Pleasant Press, J. Horace McFarland Company, Harrisburg, Pa.

Planning and Civic Comment

Vol. 22

JUNE, 1956

No. 2

Use of the Mass Media to Educate for Better Planning

An address given at the National Citizens Planning Conference, Sponsored by the American Planning and Civic Association, Hotel Statler, Washington, D. C., on February 8, 1956.

By **RAYMOND H. WITTCOFF**, Chairman of the National Citizens Committee for Educational Television, St. Louis, Mo.

Most public officials, politicians and civic leaders are well aware of the power of the mass media in winning public approval for their plans. In some cases a higher premium is put on the services of the publicity expert who sells the plans than on the planning expert who conceives them. Success has been achieved in many important campaigns in recent years through extraordinary resourcefulness in using all the mass media. High-powered publicity has become the motive power that turns the wheels of political action and civic progress just as it does the factories that make consumer goods. Sponsors of political candidates and plans for public improvement seem to be learning a lot from those who know how to use the mass media to guide us in the wise selection of tooth-paste, lipstick, and soap-suds.

I welcome your phrasing of the subject which you have invited me to discuss: Use of Mass Media to Educate the Public for Better Planning. The use of the mass media for educational purposes (as distinguished from mere publicity or propaganda uses) takes on great

importance in the light of what seems to me to be the critical issue concerning democracy today. This is an issue that goes deeper than the question of whether there can be government by the consent of the governed. The issue is whether the consent of the governed is given or withheld as a result of discussion that is informed, reflective, and free . . . or is the consent contrived by subtle manipulators of mass emotions, by the so-called "engineers of consent." Is the mind of every man to be cultivated to render carefully reasoned judgments on public questions or is the mind to be coerced by the constant drumming of some dominant mood, some pervasive prejudice that compels conformity?

Since our Republic was founded, two developments have combined to make education for citizenship a matter of vital concern: government has become complicated almost beyond anyone's comprehension, and the franchise has been extended to a point where nearly everyone now has a right to participate in the control of government.

The small farmers who comprised our earliest electorate would be be-

Planning and Civic Comment

wildered by the range of problems which now affect the prosperity of the farm and the peace of the world. Thomas Jefferson's fear that popular government would not survive life in large cities would not be relieved by the memorable remark made by one of his recent successors, Warren G. Harding, who said: "Government, after all, is a very simple thing."

Most eighteenth century advocates of a republican form of government were not democrats in the sense that they believed that the franchise should be extended to everyone. They usually favored property qualifications for voting. Only recently have women been given the right to vote and the poll tax is still an issue in some places.

The competence of an electorate whose membership is universal to handle problems which are hard would seem to depend on the excellence of civic education and the extent to which it is made available to everyone.

The schools and colleges alone cannot be relied on for this. Our civic responsibilities usually start at the time that our formal schooling stops, and civic education should be a continuing process throughout adult life. There are civic and educational agencies in most communities that give people the opportunity to learn about public affairs and to discuss the issues. But we know that only a small fragment of the population of our large cities takes advantage of these opportunities, and it is usually the most enlightened fragment. A local Council on World Affairs will probably attract to its meetings the

few people in town who know most about world affairs. A Council for Better Housing will stress the importance of better housing at meetings attended by those already well disposed toward better housing. How can communication be achieved with the masses of men who rule the democratic metropolis?

Aristotle believed that the population of a city should not be larger than the number of people who can assemble within range of a man's voice. The media of mass communication have made possible a vast extension in the size of the community which Aristotle would regard as politically feasible. But are we really taking advantage of the opportunities which the mass media present for civic education? Education is a process that involves more than the dissemination of news. Its aim is understanding rather than information or excitement. It involves the systematic exposition of knowledge and the critical discussion of issues.

A newspaper's duty was simply defined by a Chicago editor many years ago: "It is to print the news and raise Hell." Any community is fortunate which has a paper which does those two jobs effectively. In St. Louis the *Post-Dispatch* has been demonstrating for many years that a paper can do both of those things well and in addition be an educator. The *Post-Dispatch* has provided many impressive examples of how a newspaper may educate a community for better planning. On the general theme of Progress or Decay it published various series of articles in recent years on problems of the metropolitan area which

Planning and Civic Comment

were distinguished by a treatment far more analytic and systematic than is usual in daily journalism. First-rate writing, research, and photographic documentation went into extended series which were as penetrating as they were powerful. They were undoubtedly a factor in preparing the leadership to develop and the general public to support in the last couple of years splendid plans for St. Louis' future. This sustained treatment over a period of years stimulated thinking and discussion in the community that was possibly of more fundamental importance to the actions taken than was the flash publicity associated with the particular elections.

The significant fact about the *Post-Dispatch* in this connection is that it is exceptional. Few newspapers perform a serious educational service, and many cannot even be counted on to print all the news and to raise hell. Most American communities have only one newspaper, and it is frequently one which cannot be relied upon to report all the facts and both sides of the issues. What does this do to responsible discussion in the community?

The advent of broadcasting, especially television, brought the greatest opportunity for civic education on a scale commensurate with the challenge.

The television networks have given dramatic proof on several occasions of the great good they can do in drawing our attention to important events and in stimulating discussion of public matters. They have served the processes of democracy brilliantly in occasional broadcasts. But when do they provide

time for the sustained and systematic treatment of a subject in an extended series of programs which would have solid educational value? They will go all out to cover the most spectacular events, such as, the nomination of Presidential candidates and the adventures of Private Schine. They can't find time for the systematic penetration of some of the issues that aren't very dramatic but which count most. If the immense power of television could be harnessed for serious educational purposes, many of our dreams for better communities might come true.

The opportunity was given to many communities in 1952 when the Federal Communications Commission reserved television channels for non-commercial educational use. Eighteen educational television stations are now on the air. Several more will start soon. Some of the largest cities have not activated educational stations as yet because of special problems arising from the fact that Ultra-high Frequency channels were reserved for them.

The educational television station in St. Louis began broadcasting in the fall of 1954 on VHF Channel 9. It functions as a community station. It is owned and operated by the St. Louis Educational Television Commission, an independent non-profit corporation which represents the interests in television of all of our principal educational institutions without being controlled by any one of them. Funds to build and equip the studio and to cover one-half of the annual operating expense were raised from private sources (large gifts from foundations

Planning and Civic Comment

and business firms and many thousands of small donations by interested citizens.) The other half of the annual operating expense is met by payments from more than twenty school systems in the metropolitan area at the rate of one dollar per year per student.

Several of the educational stations have done programs in the area of civic education in which you are interested. Although our St. Louis station has barely scratched the surface of the possibilities in this area, I shall touch briefly on some of the things already done which suggest what those possibilities are.

The first week that the station was on the air a program was broadcast on an issue about building an express-highway. The city has been in desperate need of more express-ways for years. Action was frustrated because any decision by the planning authorities as to where a highway should be put would provoke intense opposition from property-owners in the area. This telecast began with a comprehensive description of the facts about the traffic situation. Motion pictures and graphic presentations showing traffic flow projected in vivid terms the dimensions of the problem. Planning officials and traffic engineers presented their reasons for the placement of the proposed express-way. Then two groups of citizens representing the disturbed property owners and a citizens committee concerned with better planning in the whole area began a vigorous debate. They exchanged opinions with each other and shot critical questions at the panel of

experts who were on hand.

This program was broadcast at a choice evening hour. It did not suffer the frequent fate of public-service broadcasts of appearing when most people are working, eating, or sleeping. When the half-hour allotted for the program was up the discussion was still going strong. Free from a commercial compulsion to get on to something else, the program director signalled for the discussion to continue. It generated increasing interest for about an hour and a half. The *Post-Dispatch* commented editorially the next day that this was the very stuff of which democracy is made and that it could only have happened on a non-commercial educational television station. There was evidence that it may have had some effect in strengthening the forces for better planning in the community.

Within a few hours of the outbreak of a serious riot in the State Prison at Jefferson City, Channel 9 broadcast a special program on prison riots. All the mass media gave attention to the riot in proportion to the sensationalism involved. The community television station, omitting elements of sensationalism, invited a penologist, psychiatrist and the appropriate public officials to discuss with the community the causes of the epidemic of riots and the kind of planning that might help avert them in the future.

A series of programs was broadcast on the problem of slum clearance and better housing. The eyes of the community were focused on the slums. There was time to give more than a glimpse of what sub-

Planning and Civic Comment

standard housing is like. We saw the shabby interiors, the outdoor toilet facilities, the children playing in crowded streets. Later we visited the new public housing units and playgrounds which are rising in areas where slums are being cleared. A group of women who still live in slum-dwellings and another group living in new housing units came to the studio to discuss the housing situation before the cameras. All of this was preliminary to the appearance of sociologists, city planners, representatives of the public housing authority and the real estate dealers association who joined in spirited discussion of the controversial issues involved in getting better housing for the community. This series won for our St. Louis station the Ohio State Award last year for doing the best public-service programming of any television station in the country, commercial or non-commercial.

On one occasion an entire meeting of the County Council was telecast in which a zoning ordinance was being debated. Several of the educational stations have provided examples of how television may be used to bring the public into the meetings of public bodies. The Houston Station broadcast the regular meetings of the Board of Education, and the San Francisco station broadcast all the meetings of the Tenth Anniversary session of the United Nations General Assembly which convened there last year.

Television may be used to promote the cooperation of the public in the implementation of plans. In St. Louis a special effort has been made to enforce the Minimum

Housing Standards Ordinance. City officials selected a neighborhood for pilot work in this connection in the hope of providing a model to stimulate the entire community. The community television station reported on the progress and problems encountered in the area. Officials joined with residents of the neighborhood in a television meeting in which the meaning of the plan and disputes arising from its implementation were aired. Constructive action by citizens in other neighborhoods was stimulated.

There was a series of programs on racial integration in the schools which was successfully achieved in our community during the past year. There have been programs on juvenile delinquency, off-street parking, rat control, mass transit and sewer problems. National authorities on planning appeared on telecasts in connection with a meeting of our Urban Land Institute.

This year, as in the past, the educational station will provide free time to candidates for offices on federal, state, and local levels who are willing to appear on the same program with their opponents to answer questions raised by a panel of citizens. This program, known as "Soap Box," may not be used by the candidates to give speeches.

Later this month a new kind of program aimed at neighborhood improvement will be launched on our educational television station. There will be regular bi-weekly programs extending through the spring. About seventy-five neighborhood listening groups are being organized throughout the metropolitan area. The television pro-

Planning and Civic Comment

grams will deal with specific problems which will then be discussed by each neighborhood listening group. There will be a kind of two-way communication. Between the broadcasts the listening groups will communicate with a committee which plans the programs. The Committee is headed by the Executive Director of our City Plan Commission.

Only a modest beginning has been made. Our people have much to learn about how to use television effectively for civic education. But some of the characteristics which should distinguish an educational program are apparent. There must be time to treat problems systematically and in depth. Capable professional television producers should collaborate with subject-matter specialists so that the full potentialities of this new medium may be exploited in productions which are appealing as well as penetrating. Mass media with educational objectives will do more than provide a stimulus for citizen action. The uniqueness of their contribution should be in impressing upon the community that a certain discipline as well as a stimulus is required for the solution of community problems. This discipline can be suggested by a systematic approach in the programming that would be a model of rationality. First, there should be a projecting of the goals of the community, a clarification of the enduring principles which form the tradition in the light of which we should meet our changing problems. All of the relevant facts and the emerging trends should be reported compe-

tently and fully. And there must be critical discussion of the alternative solutions.

It is essential in an educational program, as distinguished from a mere publicity effort, that all sides of controversial issues be explored in a way that will stimulate discussion. The educational stations can best serve their communities if they are respected as centers of independent and critical thought which are prepared to risk unpopularity in the way that educators should and advertisers cannot.

The particular programs which I have mentioned relate to your interest in civic education. These programs represent just one of the many facets to educational broadcasting. May I touch briefly on one or two other types of service which these new stations can perform?

I mentioned that about one half of the operating expense of our St. Louis station is met by the schools. This is in consideration for the daytime programming which is intended for the school children. Several hundred elementary and secondary schools in the metropolitan area have installed television sets. The in-school broadcasts during the first year were aimed at supplementing the regular course of instruction as a means of enriching the curriculum. Through the power of television children in hundreds of school buildings may be taken simultaneously on field trips, they may witness scientific demonstrations, attend performances of fine music, and visit with civic leaders.

A significant experiment is now being undertaken in St. Louis and

Planning and Civic Comment

Pittsburgh to determine how television may be used to help meet the serious crisis in education that is developing with the rising birthrate. There was a shortage of 165,000 teachers in America this past fall. It has been estimated that 8,000,000 more students must be accommodated by 1960, and that if the present ratio of teachers to students were to be preserved it would be necessary in a few years for one-half of the college graduates to become teachers. Research that has been done recently in several institutions has proved that students can learn some subjects at least as well from a teacher over television as when they are in the actual presence of the same teacher. What if the teachers are not the same? Is it reasonable to assume that students will absorb more of some subjects when taught by the ablest available teacher over television? Some light should be shed on these questions from the experiments now going forward in Pittsburgh and St. Louis where the educational television stations are broadcasting entire courses in several subjects to large classes in several schools. The problem of rising enrollments is of such magnitude that it may compel the bold use of television with the consequence that there may be an unprecedented diffusion of excellence in teaching.

College courses are now being telecast in many parts of the country. Our St. Louis station has broadcast college courses in the evening in American history, politics, music, comparative religion, sociology, the plays of Shakespeare, home economics, English composi-

tion. St. Louis and Washington Universities are now collaborating with the St. Louis Educational Television Commission in developing a College of the Air Plan. If this materializes the station will broadcast courses which when taken together would constitute the equivalent of two years of liberal education at the college level insofar as the elements of that education may be transmitted in the form of lectures and demonstrations. The lectures would be presented by the best teachers. Students enrolled in our two colleges through the College of the Air Plan would be given vigorous reading assignments and they would be required to attend seminars on the campus in order to get credit toward a degree. This plan for broadcasting the lectures might help make it financially and physically possible for the colleges to accommodate the enormous enrollment rises that are anticipated in the future. It is expected that children already born may cause a doubling of college enrollments in the years that lie ahead.

In a Nation committed to the principle of equality of educational opportunity nearly one-half of the adult population has never attended high school and only 6% of the adults have been to college. The successful evening High School of the Air which the Pittsburgh educational station has been operating during the past year and the College of the Air Plan being developed in St. Louis suggest new possibilities in educational planning that may help us fulfill our democratic commitments.

The many different purposes that

Planning and Civic Comment

may be served by educational television challenge the imagination. New types of non-violent entertainment programs have been developed for children to see in after-school hours which have educational value. Imagine how these stations could be used to facilitate the extension services performed by universities in agricultural areas, and to promote an understanding throughout the land of what is required for the conservation of our natural resources. All of the educational television stations are served by a National Educational Television and Radio Center, with headquarters in Ann Arbor, Michigan. The Center arranges for the best programs produced anywhere to be recorded on kinescope film for distribution to the whole network of educational stations.

The media of mass communication may have a special meaning for our large cities that we are only beginning to perceive. Richard Neutra, in his stimulating book, "Survival Through Design," suggests that the very size of the modern metropolis may make it impossible for it to function as a true community. He points out that "in our humdrum cities there is lack or poverty of gravitational centers—and they often seem of doubtful character, location and permanence." We no longer have the monumental public square around which the cultural life of the community centers. Neutra observes that the truly monumental thing about the metropolis is the traffic jams. The image of the area as a whole which is impressed on the mind of the inhabitant is that

of "a shapeless agglomeration of subdivisions, in monotonous blocks, streets, and lots" in which personal contact is characterized by physical congestion rather than intelligent communication. His hope for a really human type of community life is based on the development of facilities for social and cultural activities around many small neighborhood centers.

The metropolis would be a galaxy of separate cores of communal life. He points to the barriers in the way of a physical centering of community activities in a metropolitan region. Neutra refers to the awful ordeal of travelling to and from the vastness of the Hollywood Bowl and its car-parks to listen with twenty-five thousand others to a concerto which he could better have heard and enjoyed in a very small group.

The community television station may have a unique role in the metropolitan region of the future. It may help the metropolis become a community. What distinguishes a community from a herd is that the inhabitants are communicating with each other. They draw on a common stock of ideas for the solutions to their problems. They are participants in a common pursuit of high values. Since specifically human activities involve more than locomotion and vegetation, the well-planned metropolis will provide for the effective flow among its parts of knowledge and opinion as well as traffic and sewerage disposal. Educational television stations can be important civilizing influences in the well-planned communities of the future by illuminating our lives with the best in art and thought.

EDITORIAL COMMENT

CONGRATULATIONS FOR THE NATIONAL PARK SERVICE

Eighty-six years ago, when the Federal Government owned millions of acres in the Public Domain, a little group of pioneers around a camp fire were inspired to propose that the marvelous Yellowstone Country be made a national park. And two years later Congress did in fact create the Yellowstone National Park of more than two million acres, "dedicated and set apart as a public park or pleasuring ground for the benefit and enjoyment of the people." In 1906 Congress passed the National Antiquities Act providing for the setting aside of national monuments by Executive Order.

In 1908 at the Governors' Conservation Conference called by President Theodore Roosevelt, Dr. J. Horace McFarland, President of the American Civic Association, organized in 1904, made an eloquent plea in favor of protecting the incomparable scenic resources of the Nation. And, in cooperation with Frederick Law Olmsted, he worked unremittingly for a Federal agency to administer these national parks and monuments. It was 1916 before Congress acted, after Stephen T. Mather and Horace M. Albright, who had been brought to Washington by Secretary of the Interior Franklin K. Lane, joined forces with Dr. McFarland.

In 1916 there were 16 national parks and 21 national monuments administered in the Department of

the Interior, 11 national monuments in the Department of Agriculture and 2 in the War Department. The legislation of 1916 authorized the creation of the National Park Service in the Department of the Interior:

To promote and regulate the use of the Federal areas known as national parks, monuments and reservations . . . by such means and measures as conform to the fundamental purpose of said parks, monuments and reservations, which purpose is to conserve the scenery and natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.

By June 30, 1956 the areas administered by the National Park Service comprised nearly 22 million acres, with 28 national parks, 6 national historical parks, 84 national monuments, half a hundred other types of parks, memorials and sites, with 6 national parkways and the system of National Capital Parks.

Thus, over a period of 86 years, the original concept has persisted and since 1916 Federal legislation has given us authoritative definitions which have enabled the National Park Service to hew closely to the line in accepting only qualified areas.

For a quarter of a century the National Park Service built up the system and protected and administered this extensive domain, and then came World War II, with its

Planning and Civic Comment

drastic cuts in appropriations. After the war, modest additional sums were added, but the traveling American public provided twice as many visitors to the parks, and there was widespread criticism of the lack of adequate accommodations to care for the public.

It was then that the National Park Service conceived "Mission 66" which was a ten-year program for improving facilities for park visitors, and this, with the blessing of the Department of the Interior, the President and his Cabinet has been recognized by Congress. It now seems reasonably certain that by the 50th anniversary of the National Park Service, the facilities for visitors to the national parks should be adequate.

But this program of "Mission 66" does not in any way modify the objectives of the Service as set forth in the legislation of 1916 and amendments. Indeed, there is every indication that the high standards for national parks and monuments will be maintained.

Thus, the National Park Service, profiting by the concepts of 1870 and throughout its 40 years of administrative experience, has proven consistently the responsible custodian of a superb system of national parks and monuments.

We congratulate the National Park Service for its past performance and its wise plans for the future.

THE FUTURE OF WASHINGTON, THE FEDERAL CITY

At the May meeting of the Committee of 100 on the Federal City

of the American Planning and Civic Association, Harold M. Lewis, zoning revision consultant employed by the District Commissioners, made it quite clear that he recognized the Federal status of Washington, that in his recommendations he was taking into account the kind of a city which the capital of the Nation should be. He pointed out how the city had profited by the L'Enfant Plan, the report of the McMillan Commission and the Comprehensive Plan of Washington prepared by the National Capital Planning Commission.

At the meeting which was held in the Conference Room of the National Capital Planning Commission in the Department of the Interior, Mr. Lewis was assisted by George S. Gatter his local representative at the District Building. John Nolen, Jr., Director of Planning, showed how the Comprehensive Plan of Washington had been used as a base, and Charles Woodman, who has been delegated by the Planning Commission staff to work with Mr. Lewis, exhibited maps of existing conditions and planned changes in each of the neighborhoods into which the city has been divided.

The cordial cooperation between the planning staff and the zoning staff was reassuring and promises well for the future. If the District Commissioners approve of the recommendations advanced by Mr. Lewis, no new legislation will be required except for the provisions to limit non-conforming uses. Generally, it is Mr. Lewis' idea to keep the city within present employment and population levels and to raise

(Continued on page 13)

Zoning Round Table

Conducted by FLAVEL SHURTLEFF, Counsel, APCA

SHOPPING CENTERS

Applications for zone changes from residence to business in order to permit shopping centers are increasing. Shoppers like them because their varied shopping needs are satisfied in a limited area. The community generally is relieved of traffic problems by the provision of ample parking space. Rightly located they produce a net income to the community far in excess of most of the uses which are allowed in a residential zone.

But against these reasons for granting the zone change in the public interest, the applications too often have no relationship to the need for more business area. They may be made in cities and towns already overzoned and overdeveloped for business. If presently occupied business areas which are generally unattractive to shoppers, and others where values are falling could be eliminated and occupied for residential use, it would be a happy solution to the problem presented to the zoning agency, but such rezoning of business areas would only produce non-conformity and speed a depressed condition.

Some very recent applications for shopping center locations show the difficulties with which the zoning agency is faced.

Case 1. In a considerable housing development, the owner applied for a neighborhood shopping center of 10 or 12 acres which he proposed to limit to six or eight stores. It would serve not only his development but a much larger community of from two to three hundred homes. It was about a mile and a half from the main

street business center and the site was otherwise well located and provision was made for ample parking. An elementary school was located on the same street about a half a mile away. Almost to a family the application was opposed by home owners and their principal argument was "It's no advantage to us, and it will be an additional distraction and actual hazard to our school children." The zoning commission voted four to one against the change.

Case 2. The application covered 40 acres on the corner of a heavy traffic street and a street zoned for residence, one side of which was occupied by homes averaging about \$20,000 in value. Residential development of the tract was probably not of economic advantage either to the developer or to the town. A considerable business center was about half a mile away and an elementary school was located in the same general area. In the opposite direction and about a mile away a site had been purchased for another elementary school.

The case came before the elected town council of a town of about 60,000 from the Planning and Zoning Commission which had unanimously recommended the change to business. In the argument for the change before the council the economic advantages of a business site were excellently presented, and against the change the points made were that the town was well supplied with business areas, one of which was less than ½ mile away, but most stress was put upon the invasion of a residential zone. The council voted unanimously against the change.

Case 3. An area of 40 acres on a main traffic artery with a large neighboring home community and with no business center within two miles, but with an elementary school next door. Buffer provisions between the proposed shopping center and the school were adequate and permanent. The site was unusually well planned and provided a parking area containing seven feet to every foot of floor space devoted to customer service. The decision in this case is pending.

It seems likely that the decisions in these cases will rest on factors

Planning and Civic Comment

other than the relationship of business area or business frontage to population. Assuming that from 50 to 100 feet may be the average retail business frontage per 100 population, this ratio has little or no bearing on shopping centers even though the new center with all its attractions will make existing business areas of little value. The advantage to the whole town, traffic-wise and tax-wise, may well overcome the damage to existing business areas. The nearby existing school and the danger to children or the injury to an existing residential area are much more apt to be the decisive considerations, but if applications for shopping centers continue to increase, they may be rejected either because the town cannot support more, or cannot support sites so near together.

Parking Lots in Residential Zones

The New Haven Post of the American Legion, located in a Residence B Zone, applied for a variance to permit the use of part of its property for a private parking area. It proposed to rent the space to physicians and dentists whose offices were nearby for daytime parking of from 30 to 40 cars and to use the space in the evening for cars of the members of the Post. The property is in the center of a group of 86 medical and dental offices, and there was evidence presented of a definite lack of parking space resulting in cars parked in the street, traffic jams and a special hazard to infirm patients.

The plaintiffs, protesting property owners nearby, had been

granted for one of their properties a variance for its use as a funeral home.

The Board of Appeals granted the present application on the theory that traffic conditions would be relieved and that a denial would make the effect of the application of the ordinance "arbitrary."

The New Haven ordinance was peculiar in authorizing a variance not only for "practical difficulties and unnecessary hardships" but "where the effect of the ordinance is arbitrary." Consequently, under this specific provision of the ordinance the variance seemed to the Board of Appeals warranted.

The lower court sustained the decision of the Board of Appeals and on this appeal three judges of the supreme court sustained the lower court, finding that it could not be said that the effect of the ordinance would not be arbitrary if the use of the premises as a parking place was precluded, but the dissenting chief justice said "the granting of the variance can be supported only on the ground that the application of the ordinance to the property in question is arbitrary" and that "arbitrary" meant "without reason."

One of the purposes of zoning is stabilization of property values, and the reason for prohibiting parking in residential zones is that adjacent properties would depreciate. This reason applied to the land in issue just as much as to any other land zoned for Residence B and therefore it could not be concluded that the operation of the ordinance was arbitrary.

Devaney vs. Board of Zoning Appeals of

Planning and Civic Comment

New Haven, March 1956. Conn. Law Journal for April 24, 1956.

A fair conclusion from the case may be that the right result was probably reached but that the situation should be covered in the ordinance by permitting the use as a special exception.

The Methodist Church of West Hartford applied for a special exception to use its two acre lot for a new church, the remodeling of an existing house on the lot for a Bible School and for a parking lot to accommodate 150 cars. The property was in a highly developed residential area where houses ranged from \$20,000 to \$30,000 in value.

The West Hartford ordinance is unique in prohibiting churches in a Residence A Zone. Unconstitutionality of this provision was argued in the lower court and was overruled by the presiding justice, and

the claim of unconstitutionality was withdrawn.

Under the West Hartford ordinance a special exception can be granted only

- (1) If the public convenience and welfare are served;
- (2) If the appropriate use of the neighboring property is not substantially or permanently injured.

In its decision the court agreed that public convenience was served by the parking area but held that property values would fall, traffic would increase on residential side streets, the privacy of homes would disappear because of the parking lot, and that therefore the lower court in overruling the denial of the application was in error.

West Hartford Methodist Church vs. West Hartford Board of Appeals—Conn. Law Journal March 20, 1956.

THE FUTURE OF WASHINGTON, THE FEDERAL CITY

(Continued from page 10)

new construction standards to provide healthier neighborhoods that can compete with the suburbs. He recommends the easing of traffic congestion by requiring offstreet parking in new construction.

These zoning recommendations, if adopted, would make Washington a worthy capital of the Nation and provide superior living conditions in the Federal City.

Strictly Personal

Dean Buford Pickens of the School of Architecture, Washington University, St. Louis, will assume a new post as architectural planner and adviser for the University's Second Century Development Program. Formerly Dean of Tulane's College of Architecture, Dean Pickens joined Washington College in 1953.

As a tribute to retiring director Harold Bush-Brown and his predecessors, at Georgia Institute of Technology, the School of Architecture has organized a photo exhibition of works of alumni and former students, "A Half Century of Architectural Education." Professor Paul M. Heffernan is expected to succeed Professor Bush-Brown as director.

Kenneth P. Pomeroy has been appointed Chief Forester of the American Forestry Association effective July 1. He succeeds Lowell Besley. Mr. Pomeroy is at present a forest management research specialist in the U. S. Forest Service. Fred E. Hornaday, formerly Secretary, will become Executive Vice-President of the Association.

Carl D. Shoemaker, Conservation Consultant and Editor of *Conservation News Service*, publication of the Natural Resources Council of America, has been elected an honorary vice-president of the American Forestry Association.

Frank E. Masland, Jr., business executive and conservationist of

Carlisle, Pa. has been appointed a member of the Advisory Board on National Parks, Historic Sites, Buildings and Monuments to succeed Dr. Charles G. Woodbury, whose term expires on June 30. Mr. Masland's wide knowledge of the parks and their problems will be of great value to the Board in its deliberations. He has lectured extensively on the national parks.

C. Melvin Sharpe, Chairman of the Committee of 100 on the Federal City, and President of the Board of Education of Washington D. C., received a citation for services toward furthering the aims and needs of the Health School of the D. C., presented by the Parent Teachers Association.

Walter H. Blucher was elected president of the American Institute of Planners to succeed John T. Howard, at the recent annual meeting of the Institute in Providence, R. I. Mr. Blucher served as Executive Director of ASPO from 1934 to 1953 when he became ASPO's consultant. The AIP presented its distinguished service award to Charles B. Bennett, former planning director for Milwaukee and Los Angeles, for general excellence in city planning.

A change in four members of the Philadelphia City Planning Commission under the administration of the new Mayor Richardson Dilworth involves the incoming of

Planning and Civic Comment

Albert M. Greenfield as Chairman, and G. Holmes Perkins, Dean of the University of Pennsylvania's Fine Arts School; Dr. James Creese, President of Drexel Institute of Technology; and Robert McKay Greene, a member of Mayor Dilworth's law firm. The only two holdovers of the six members of the ten-man commission who are not ex officio are Carl Metz, builder and Joseph F. Burke, business agent of the AFL Sheet Metal Workers.

Clarence Stein has been chosen to receive AIA's Gold Medal, its highest honor, at the Los Angeles meeting on June 17th, at which Mr. Stein is the principal speaker.

Ernest J. Bohn was honored with the Governor's Award in Ohio for his public service in housing.

Thomas J. Allen, Assistant Director of the National Park Service, has been named Superintendent of two national parks, Sequoia and Kings Canyon National Parks in California. Mr. Allen has been in the Service since 1920 and has been Assistant Director since December 1951. He will be succeeded by Jackson Price who has been Chief of the Lands Branch of the Park Service since September 1954. They assumed their new posts May 1.

Russell Van Nest Black has won a Progressive Architecture Design Award for his work on Salhaven Health and Welfare Village, Palm Beach, Florida. Mr. Black is site planner for this Village near Jupiter

where his general plan will be carried out on 614 acres. With expansion areas, the village will have space for more than 500 homes for retired people. Mr. Black is currently busy on a revision of the zoning law of Solebury, Pa.

Dr. Fairfield Osborn, President of the Conservation Foundation, has been asked to write the foreword for the world atlas of national parks and nature reserves to be published shortly by the International Union for the Protection of Nature.

The appointment of James F. Steiner as Manager of the Construction and Civic Development Department of the U. S. Chamber of Commerce has been announced. Mr. Steiner has been assistant manager and urban development specialist in the Department since 1953. He succeeds F. Stuart Fitzpatrick whose death occurred on March 2 after a long illness.

Harold Taubin, formerly with the Upper Montgomery County, Md. Planning Commission at Rockville, Md., is now Executive Director of the Metropolitan Planning Commission of Savannah, Ga.

Leon Zach, President of the American Society of Landscape Architects, has authored an article in *Landscape*, Volume II, February, 1956, publication of the International Federation of Landscape Architects, on the subject: "Professional Collaboration in the De-

Planning and Civic Comment

velopment of the National Capital, Washington, D. C., U. S. A." Mr. Zach traces the historical development of the city according to L'Enfant's Plan of 1791 with subsequent developments resulting from the impact of later-day "improvements." Mr. Zach urges the collaboration of the design professions to develop a city according to the long-range plan for the District of Columbia and its environs.

At a recent election of Officers of the Town Planning Institute of Canada, the following were elected: President, A. P. C. Adamson of Toronto; First Vice-President, P. Alan Deacon of Toronto; Second Vice-President, Burroughs Pelletier of Quebec; Secretary-Treasurer, Hugh T. Lemon of Toronto.

John A. Remon was reappointed to the National Capital Planning Commission by President Eisenhower for a second six-year term. Mr. Remon is Chairman of the District Redevelopment Land Agency, a member of the National Capital Housing Authority and a member of the Committee of 100 on the Federal City.

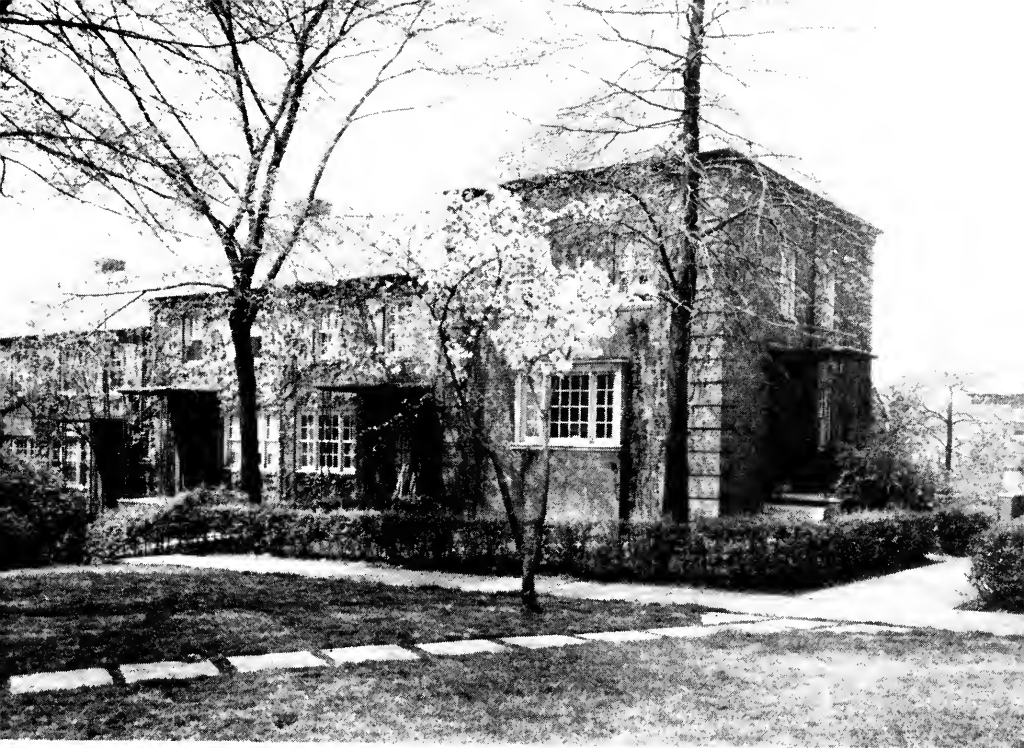
Robert L. Hoke in late 1955 was appointed Director of Public Relations for Jackson Hole Preserve, Inc., a nonprofit educational and conservation organization. Founded by John D. Rockefeller, Jr. in 1940, the organization is active in the development of Grand Teton National

Park in the Jackson Hole area and the establishment of non-profit visitor facilities, including the Jackson Hole Lodge opened in 1955. A native of Williamsburg, Va., Mr. Hoke was associated for nine years with the public relations aspects of Colonial Williamsburg. When he left Williamsburg, he was Director of the Press Bureau which he established.

Pierre M. Ghent announces in a release under date of April 3, 1956 approval of the development plans for Thorncliffe Park, a \$100,000,000 "City Within a City", four miles to the northeast of downtown Toronto, Canada, which is the first international commission of Mr. Ghent and Associated Engineers, Inc., of which Col. F. T. Norcross is President.

Carl Feiss began a series of fifteen lectures on Recreation at the University of Pennsylvania late in April, to continue three times a week until the middle of June.

Mrs. Henry Grattan Doyle, Chairman of the District Commissioner's Youth Council, was given the 1956 United Community Services Corrections Section award at a luncheon meeting in Washington, D. C. She is the first chairman of the Council. Her membership in APCA and the Committee of 100 on the Federal City dates back for many years and is another of her many civic affiliations.



FROM THEIR GEORGIAN HERITAGE, HOMES DERIVE SIMPLICITY AND GRACE

CHATHAM VILLAGE, PITTSBURGH, PA.

SKILLFUL SITE PLANNING ADAPTS HOMES TO TERRAIN





RUSTIC VISTAS GIVE CHARACTER TO CHATHAM GARDENS

Photographs courtesy The Buhl Foundation

Buhl Foundation an Aid to Planning

EDITOR'S NOTE:—Piecemeal, some of the information presented here has been known to our members; but never before have we seen it gathered together into a consistent story. We are glad to learn that Chatham Village is not only a social but a financial success. We congratulate Charles F. Lewis, Director of the Buhl Foundation, for a most encouraging report.

In a five-year report for the period ending June 30, 1955, the Buhl Foundation, created by the will of Henry Buhl, Jr., augmented by other bequests, and dedicated to charitable, educational and public uses and purposes, made grants totaling \$3,624,823. Since its establishment in 1928 total grants amount to \$9,807,037. The report lists a wide variety of grants for education, natural science and engineering, social science and for research into the history and culture of Western Pennsylvania. We are particularly interested, however, in the grants for housing and planning and in the development of Chatham Village.

Listed are (1) A Study of Metropolitan Planning Problems in Allegheny County where there are 129 separate and autonomous cities, boroughs and townships and almost as many distinct and independent school districts. It seems that in 1951 the General Assembly of Pennsylvania created a commission to study these problems but provided no funds. Early in 1953, therefore, the Buhl Foundation made \$50,000 available. In 1955 the Commission reported its recommendations to the General Assembly and sought to give them wide publicity. An earlier Buhl grant in 1936 of \$22,500 to the Pennsylvania Economy League assisted in the establishment of a Western headquarters for the League.

(2) A Study of the North Side

of Pittsburgh which had been the heart of the former city of Allegheny was made by the Regional Planning Association and the City Planning Commission with a Buhl grant of \$16,450 to supplement the \$30,000 pledged by the citizens' committee. An earlier Buhl grant to the Regional Planning Association provided \$23,750 to meet one half of the cost of a planning survey of the Pittsburgh region, directed by Robert Moses.

(3) To assist in financing a meeting in Pittsburgh in 1951 of a national planning conference, the Buhl Foundation made available a grant to the Allegheny Conference on Community Development which acted as host to the American Society of Planning Officials.

(4) For the preservation of a natural area in Western Pennsylvania, the Buhl Foundation in 1952 made a grant of \$10,000 to the Western Pennsylvania Conservancy for the acquisition of 7,000 acres, of which 3,900 acres have been acquired. The principal support for this undertaking came from the A. W. Mellon Educational and Charitable Trust of Pittsburgh. The Conservancy is the successor to the Greater Pittsburgh Parks Association to which the Foundation has made grants over a period of years amounting to \$24,500. It is planned to transfer the title and maintenance of this McConnell's Mill natural area to the Common-

Planning and Civic Comment

wealth of Pennsylvania as a State Park.

(5) For training in town planning, an early grant by the Foundation went to the Carnegie Institute of Technology to provide \$6,500 for a project in the School of Architecture.

But perhaps the most extensive and important project has been the building and operation of Chatham Village which is described in an illustrated chapter of the report. "The success of Chatham Village over twenty-three years, as an economic and social demonstration, was attested to in 1955 by the decision of the Board of Managers of the Buhl Foundation to construct a third unit, which will increase the community in size to 216 families and the Foundation's investment in this trail-blazing undertaking to more than \$2,100,000." It will be recalled that the entire property near the heart of Pittsburgh, consists of 46 acres of which 17 have been built upon, with four acres devoted to playgrounds and 25 to a woodland green belt. The first unit of 129 homes was opened in 1932. A second unit of 68 homes, in a setting of ancient oaks, was added in 1936. It is significant to note that "the Chatham Village program was undertaken because of the Foundation's desire to have its funds, in part at least, do double duty; first by investment in a socially valuable demonstration without undue risk to principal and without sacrifice of income; and, second, by application of the net yield, after depreciation, to the Foundation's general philanthropic program. Chatham was the first planned, garden homes, urban com-

munity built in America to be retained in single ownership and managed as an investment." Those who have visited Chatham know that the homes face away from the streets and look out upon pleasant, spacious gardens. According to the report, "The beauty of the environment has been assured by landscape planning and all planting and lawns are maintained exclusively by the management. Mellowed by time, the gardens of the Village reached their finest beauty in the present year." Modern improvements give a high degree of modernity with the charm of the Georgian architecture of the buildings.

Chatham Village was designed to be self-contained, but with full realization that it is part of a great city. It has its own small shopping center. It has extensive outdoor recreational facilities and the century-old Chatham Hall has been modernized as a club for the social activities of the residents. Chatham Wood is a 25-acre woodland with two miles of trails.

Rentals, ranging from \$75 to \$124 a month for houses varying in size from five to eight rooms—average about \$16 a room a month. Tenant turnover has been low.

A number of national and international leaders have given words of praise for the achievements of Chatham Village—the late Sir Raymond Unwin, Edward J. Meeman, Editor of the *Memphis Press-Scimitar*, Lewis Mumford, Catherine Bauer, Louis Brownlow, Harold S. Bottenheim, Clarence S. Stein and the late Electus D. Litchfield, all good friends and some board members of our two organizations.

Some Sidelights on the "Litterbug" Problem

By Brooks E. Wigginton, Department of Landscape Architecture,
University of Georgia

A talk given to the Athens Women's Club of Athens, Georgia.

Almost everyone who opens his eyes to the "American Scene" is distressed by the tawdry quality of what he sees in many portions of our cities and towns, both at the outskirts, littered with filling stations, cheap places of entertainment and multitudes of billboards, as well as nearer the heart of congestion where run-down buildings and a general appearance of neglect prevail. All this is garnished with a frosting of trash, odds and ends of paper, candy wrappers, soft drink bottles, beer cans, brightened here and there with sparkles from the metal foil wrappers of chewing gum and cigarettes, like an icing on a cake!

Here there are two separate but closely related earmarks of urban growth which are (1) urban litter, and (2) urban decay. They do not pass unnoticed. Attempts are launched almost every year by planners, civic clubs, and various community leaders to eliminate these offenses. For years a leading Georgia utility has urged us to take more pride in our public appearance through the means of a home town improvement contest. These efforts have helped, to be sure, but there remains a big job to be done.

Now we have a more recently organized campaign called "Keep America Beautiful, Inc." which focuses its energies on the nuisance of trash alone, attempting to shame us all into proper behavior with the slogan "Don't be a Litterbug!" The theory behind this course of

action is, apparently, that if our trash scattering carelessness can once be brought under control, then other forms of civic improvement may well follow quite simply. It is encouraging to see that the effort will be backed not only morally by national organizations of garden clubs, civic clubs, and all sorts of public officials, but also financially by some of those very concerns whose business it is to produce the cans, containers, and wrappers which characterize to a large degree the public litter.

It is fairly obvious that in order to meet this situation, a long period of time will be required. It is equally clear that the first point of attack might well be the money involved. Mr. Edward K. Walsh of the American Can Company has said that the litter nuisance is "far more extensive, more complex, and more costly than most people realize." It seems that almost no one considers how much our thoughtless freedom with trash costs us, because, if we did we should be almost certainly more careful, so vital is the connection between the pocket book and human behavior. We have often heard the Bible quotation "Where thy treasure is, there thy heart is also," and there is certainly gold in all those bits of whatnot on our streets and highways, bus stations, movie houses, parks, and other public places. According to "The American City," a five month study was recently

Planning and Civic Comment

taken showing that the annual cost of picking up litter in the U. S. is in excess of \$30,000,000!—not including the cost of regular garbage and trash collections in towns and cities.

There are many who believe that if everyone can be made clearly and positively conscious of his own personal responsibility for this nuisance through the medium of an intensive advertising campaign, then there will be some grounds for believing that our public properties will become more neat. Furthermore, if this objective can be accomplished as a first step, then the next logical development might well be an attack on the generally chaotic conditions which prevail in certain urban areas which might be made more habitable and less offensive to the judicious eye.

All this seems a not unreasonable conjecture when it is considered, as it must be, that these are two aspects of one and the same problem. Both might be said to be signs of "immaturity" in social adjustment and physical expression. The word is not used here in the sense merely of a righteously indignant parent smacking the wrist of a disappointing child. Rather it is felt to be descriptive of a state which simply and fundamentally exists, and which might as well be recognized and more or less understood in connection with these matters of civic uplift. To call immature that fellow who throws his beer can into one's hedge is certainly charitable but it may be to over-simplify matters. To designate as immature those questionable land uses in both the interiors and the outskirts of our

towns does have some interesting sidelights involving broader aspects of city betterment.

The problem of urban improvement, or city planning if you like, has been approached in the past chiefly from an architectural point of view. Indeed almost everything tangible which we have in the way of a prized heritage from the past has been given to us by physical planners who had the vision to build in the grand manner. The boulevards of Paris, the squares of Rome, and the classic stateliness of Washington, D. C., come to mind at once as stirring examples of architectural planning at the urban scale.

But there has been a growing feeling that architectural planning may not solve all problems. The great plans that were made early in this century for such cities as Chicago and Cleveland, and also for hundreds of smaller places, bear little relation to the really pressing community problems of today which are congestion, urban blight, inefficiency, sanitation, schooling, and that wholesale public delinquency symbolized by the "litterbug." True had it been possible to carry out both the letter and the spirit of many of these plans, some of our present problems might have been alleviated at least. It is also true that some of our major cities are still building along the lines suggested in this way through some far seeing architectural thinking.

However this may be, it was a botanist named Patrick Geddes who was one of the first men of our time to suggest that a human community may be something more than a mere aggregation of physical ele-

Planning and Civic Comment

ments and that we may be dealing here with something resembling a living organism. Mr. Geddes was a professor in a succession of English universities who taught, among other things, that human beings, as well as plants, reflect strongly the influences of environment. Thus, to put his thesis very simply, the people who live in mountainous regions usually turn to the occupations of hunting and shepherding, and they, both as a group and as individuals, exhibit, by and large, certain common characteristics in behavior, in customs, and in their community building. The same might be said of valley and plain-land communities and also of those built by the sea.

An interesting thing about Mr. Geddes' provocative line of reasoning is that he, as a botanist, was also one of a special group of scientists accustomed to study not only the structure and physiology of individual plants, but also the relations of plants to each other and to their environment. This branch of their science they call "plant ecology." They have found that within a certain set of environmental conditions, the plant communities, or associations, are generally very similar. They know, about as certainly as we know anything, that the composition of such communities is governed by natural law, producing for any given type of situation a peculiar expression in plant life which they call a "climax" association. This is, we might say, the *mature* manifestation of the "life force" for any particular combination of environmental circumstances. The word "mature" is apt here be-

cause such familiar climax associations as the "temperate hardwood forest" or the "grasslands" of our western prairies have come to present their characteristic aspects as the result of an evolutionary process covering long periods of trial, adaptation, and natural selection. Furthermore, these climax associations display a picture of peace, serenity, stability, and order which are, and always have been, the standard of landscape beauty to all men. Few have been able to walk the forest primeval or survey the unspoiled desert without sensing an overriding intelligence and design.

Before returning to the problems of human associations it may be worth while to study certain other behavior patterns in the world of plants. These natural communities, such as the climax associations mentioned above, do in fact express a delicate yet inexorable balance of forces. But occasionally there occur events to disturb this order. A fire sweeps the forest, or the lumberman cuts it away. At once the picture takes on aspects of ruin, confusion, and disarray which are all too familiar. Following the portable sawmill's progress, the clear stately aisles of the woodland are quickly choked with a chaotic upsurge of weedy species as nature seemingly hastens frantically to cover her bare land with anything at hand. For years after such a disaster, the place remains a waste, a riotous jungle, untidy, disorderly, spoiled, and repulsive, until at last, once again a pattern emerges. A species, or a group of species, after a long struggle, appears once more in dominant numbers, and again, ac-

Planning and Civic Comment

cording to natural laws, the succession to the climax takes its course. The plant ecologist, versed in the laws of his science, can predict the course of these events with some degree of accuracy, and his knowledge is used to advantage in forestry, soil conservation, and in all sorts of land operations.

Such conceptions and discoveries on the part of the plant ecologist may seem to be far removed from the affairs of the human community, but it may also be that his basic observations may shed some light on human endeavors. The zoologist has long since enlarged his view to demonstrate the precise and definite place of animals in the total life picture of any given environment. Since this is true, then we may well ask, does man too, fit into this natural harmony? There is certainly some evidence, at least, to suggest that he might, particularly in the case of primitive people. Perhaps it is not too much to say that the American Indians living here when the first settlers arrived, the Eskimos in the far north, and certain jungle tribes of Africa and South America have established a balanced relation to their environment. Possibly the same might be said of communities of peasants and herdsmen which have maintained themselves for centuries in remote valleys and hills and sea-coasts of Europe, the Orient, in the deserts of Arabia, and even in our Southern Appalachians. In such places there is little change over the years in the population, in customs or manners, or the standard of living. Long ago a pattern was established, a balance reached, and

the relationships of men to animals, to earth, to environment, were set in equilibrium. In some instances it may even be said that the rise and fall of civilizations recorded in our histories may be interpreted in terms of an overstraining of such a balance as in the case of the Maya of Central America.

Of course a difficulty arises very soon in comparing the course of human communities with those of plants and animals because the record of man's time on earth has been uniquely dynamic. While a balance has been struck in one locality, new outbursts of energy and inventiveness in another have brought forth advances in the control of environment which have enabled ever larger concentrations of population. Plant and animal communities also may be said to modify their environment to suit their needs to a surprising degree, but in the scale of their operations, the communication of knowledge, and the building of traditions, humans stand alone. Cultures are constantly being born. They develop and mature, and then they are destroyed by advances and changes in new directions. So it is that the Industrial Revolution and the accompanying improvements in agricultural production, in public health, in the standard of living, and the advances in almost every field of human activity, together have set us on a new cycle of cultural development, the end of which no one can foresee.

But the impact of these new forces on older ways of life is destructive in much the same way as the invasions of fire and the lumber-

Planning and Civic Comment

man terminate the established state of affairs in the forest. The old, balanced maturity is swept away, and there ensues a time of confusion and a frantic, searching struggle for a new order. In such a time the old customs and beliefs are challenged, the old houses are outgrown and new ones built, the old cities are outmoded and new ones are demanded to meet new needs. Following such disasters, or revolutions as we often speak of them, there is a time of trial, readjustment, and much grasping at straws. These are all signs of an immaturity which must lead to a new harmony and balance.

Most of us have witnessed within recent years the effect of such an upheaval in our own South. While new industrial developments have sprung up all about us, our population has increased, our cities have grown, our schools are overcrowded, our suburbs have bloomed, our water and sewerage systems are overtaxed, our streets will not carry the new traffic, and there are no parking spaces. But these physical symptoms of immaturity do not tell the whole story, and social standards too are creaking under the strain. People have more money to spend and they have more leisure time. Many of the old standards of conduct are being challenged, as is also the social leadership long furnished by established families which are being pushed aside by aggressive new leaders chiefly from the fields of the new business activities.

Many of our towns and cities, not only in the South but over the entire country, are passing through

a period of more or less chaotic transition which is in some ways similar to that which follows the destruction of the established order or climax development in any natural community of living beings such as the forest community, the grass community of the prairie, or the desert community. The older agricultural system based on cotton, which was the dominant feature of this region, produced a rather stable social order. This had many shortcomings, to be sure, but these need not be discussed now inasmuch as it is only necessary here to recognize its existence. There are many people who look back on the simple qualities of those days with longing and regret. But the industrial expansion of this country has made a turning back impossible. There will have to be a struggling through this transition stage until at last new dominant and cohesive forces emerge to give shape and order and design to the social fabric.

Meanwhile, here and now, there is confusion and we have to live with it. In the older portions of our towns property owners do not want to spend money keeping up houses which they hope to sell to expanding business at what they hope will be significant profits. The less spent now on upkeep the greater the future windfall. Who can blame them in this shifting, formless time? The outskirts of town, especially along the highways, sprout overnight with cheap shops of all kinds, filling stations, eating places, and billboards—all sorts of gim-crack devices designed to snare the easy dollar. This is a time for opportunists. Nothing is so important as

Planning and Civic Comment

to seize and make the most of opportunity as it comes. Such abstract ideals as order, design, beauty, cleanliness and neatness are of little importance unless they promote business and material advancement. We live in a society in which standards of values are changing, are not fixed, are immature. Our trashy surroundings are only physical symptoms of the social instability, the same kind of thing which will prompt a man to buy a TV set for a house which has a leaking roof, or another to buy an automobile which he doesn't need when he has unpaid bills at the grocery store. When people do this kind of thing, and it is very common, is it any wonder that they are irresponsible in the matter of throwing beer cans on our streets?

It is, of course, impossible to say with certainty that the progress of human affairs corresponds with the sequence of natural events involving other living beings of field and stream as discovered by the science of ecology. Still it may be helpful, or at least it may be interesting, to note how in nature the life force

seems to drive toward an orderly, balanced, beautiful relationship with environment; and how change is accompanied by confusion, frantic snatching after anything that will do, a time of trial which leads to a new stability and order. And then when we look at a dilapidated neighborhood, it might be challenging to consider that the land uses here are immature, they are undergoing a change, a revolution, possibly to commercial or industrial or more dense residential uses which in turn reflect a change in the social needs for more of these facilities. Maybe these anticipated needs will never be fulfilled, but that is another problem. So too the "litterbug" symbolizes this revolution, this change, this immaturity, and lack of responsibility. All these are closely related problems of our time, and they need to be understood in relation to each other and to the picture of life. Only then can our educational efforts be soundly based as we see that we are trying to achieve physical order and moral maturity in a society disturbed by economic and social change.

Commercial Intrusion Battled by Citizen Homeowners

The Saturday Evening Post in its March 24, 1956 issue, presents a story entitled, "The Revolt of the Homeowners." The article, written by Robert M. Yoder, tells the story of the citizens of the Dickinson neighborhood of Grand Rapids, Michigan, who were threatened with an expanding industrial development which endangered their home properties. It took the Dickinson

neighborhood five years of planning and work to complete its program. Scott Bagby, then director of the City Planning Commission, proposed a plan involving closing streets and ripping out paving. Five streets were blocked, dead-ends instituted, with turn-arounds, little islands, to force traffic to turn. This is a demonstration that real estate values can not be sustained.

Early History of Planning in Michigan

By HARLOW O. WHITTEMORE, Chairman, College of
Architecture and Design, University of Michigan

Presented to the Michigan Academy of Science, Arts and Letters

The whole story of planning in Michigan is long and involved, with many chapters. I propose, therefore, to present a mere outline of the subject.

The aboriginal period shows Southern Michigan and the nearby Ohio and Mississippi Valleys inhabited from very ancient times by mound building, village building, and garden-planning Indians who had since been driven southward by the more warlike hunting-fishing tribes like the Shawnees, Pottawattomies, Chippewas, Fox and Sauks, who in turn were pushed out temporarily by the Iroquois.

The first visit of a white man to Michigan was by Etienne Brule, sent out by Champlain, and who in 1622 discovered the Rapids which were later named Sault de Ste. Marie. The Jesuit missionaries, under Father Jacques Marquette, established a mission and village in 1668, Michigan's first white man's town, where in 1671 in the pageant of the Sault, Francois Daumont Sieur de St. Luson took possession, for Louis XIV, of all of North America, north to the Northern Sea, south to the Southern Sea and west to the Western Sea.

The layout of the central section of the Sault is typically French. Several streets parallel the river front, other streets and old farm property lines extend back at right angles to the river.

The Sault developed slowly. Portage Street with its wide rail-

road for carrying ships around the rapids was added in 1839-40 and Engineer Harvey's Michigan State Ship Canal in 1855.

The French later centered their missions and fur trade at St. Ignace and at Michilimackinac, St. Ignace eventually developing 2 miles along a long curving waterfront street.

The settlement at Detroit in 1701, by Cadillac, shows the French pattern at first confined to the Fort Pontchartrain de Troit, but with extensive settlement by French farmers and gentlemen the narrow strip farm pattern with boundaries normal to the river shows from below Monroe to Mt. Clemens and from Lake Erie to Lake St. Clair on the Canadian side. The story of gardening, farming, and home building by the French colonials in Detroit is full of surprises, telling of the finest farms, orchards, vineyards and country homes in North America outside of Virginia, Carolina, and Louisiana. We see the plan patterns of Detroit, Monroe, Grosse Pointe, Windsor, and Sandwich set thereby long before the Revolution.

The English did nothing for Michigan except to build Ft. Mackinac in 1783, start Mackinac Island Village and leave only a few new family names. General Anthony Wayne's victory at Fallen Timbers near Toledo in 1796 gave the U. S. full control over Detroit, but the fire of 1805 destroyed the thriving community. This was the opportunity for Judge Augustus Wood-

Planning and Civic Comment

ward to have prepared in Washington and to bring with him the so-called Governor's and Judge's plan for Detroit, the layout of which was begun in 1807 by the surveyor Abijah Hull. The new plan, probably the offspring of L'Enfant's fertile brain, and free of the restraining influence of Presidents Washington and Jefferson, was the most astounding city planning proposal since Wren's plan for London in 1666 and possibly of all time.

The Governor's and Judge's plan proposed a compound radial system based upon a series of large "round points" or circuses or half circuses, to be connected with each other by great avenues 200 feet wide, which followed the main compass directions.

Interspersed among them were other radials and streets, normal to the river or paralleling the river or the French farm boundaries. These were to be 120 feet wide. The interconnection of all of these streets made large triangular areas or super blocks which contained in the center a triangular park or public building site surrounded by 8 private building blocks, and served by minor streets.

The disastrous limitation of this plan by the land owners is one of the tragedies of civic history, but it was fortunately not a total loss as we will see.

This time was a period of the great land settlement syndicates; Connecticut Land Co. at Cleveland in 1796 et seq., the Society of Cincinnatus at Cincinnati in 1789; the Holland Land Co. at Buffalo in 1804, and the Pontiac Land Co. syndicate, headed by Col. Stephen

Mack of Detroit who founded Pontiac in 1818. Indianapolis was founded in 1821. Later the Michigan-Illinois-Mississippi Canal Co. founded Chicago in 1829-30. All of these syndicated settlements had a city plan of one kind or another, and did not simply grow up, willy-nilly.

Following the War of 1812, the great western land rush was renewed; and was accompanied by the classical revival in architecture and town planning, with the De Witt Clinton plan of Manhattan in 1811 having its influence. So we see Ann Arbor in 1824 (Roman), Dexter in 1826; Marshall in 1830 (Greek).

The plan of Pontiac is mainly functional based upon the main line of the Saginaw trail and other roads running up and down the Clinton River and between the many lakes, a total of 11 radials. Ann Arbor is a Roman scheme, with a bit of Manhattan or the Greek long blocks, and then 14 radials based on country roads. Dexter is unique with its large, square blocks and 99 feet wide streets and adjustment to topography. Marshall is a definitely Greek Revival plan, a most attractive city. A similar plan at a larger scale was adopted for the new Capital of Michigan at Lansing in 1847. Battle Creek goes back to a functional river valley pattern, with streets parallel to the Kalamazoo River and Battle Creek stream, but later confused and complicated by the two main trunk line railroads.

Three other river towns show complex development but based upon river front streets; they are Allegan, Saginaw, and Bay City.

Planning and Civic Comment

The latter two are actually assembled from separate villages, 3 in the case of Saginaw and 4 lumbering settlements, Portsmouth (1838), Lower Saginaw (1838), and West Bay City, and Salzburg made up present-day Bay City. The street systems, bridges and many planning problems of today were the result of this assembly of these separate communities. Bay City shows the greatest river influence, with its Water Street, and at a right angle to it is Center Ave. which was for many years one of Michigan's finest residential thoroughfares.

Another type of city was found springing up which we will call the main street town, located on the territorial highways or pikes. The main street was made wide, usually 100 feet, to allow for the parking problem of those days. Examples of these are Tecumseh, on the Toledo-Jackson Road; Clinton, Coldwater, and Sturgis on the Chicago Pike; and Flint on the Ft. Saginaw military road. In each case the town was stretched out along the highway as a backbone.

O. C. Simonds of Chicago did yeoman work in his quiet way, especially around Grand Rapids and Western Michigan. He planned the Ann Arbor Park System and Nichols Arboretum, in 1907, and helped establish the Landscape Design Dept. at the University of Michigan in 1909. Among notable examples of his work are Palmer Woods and Huntington Woods in Detroit. Olmsted Brothers made planning studies in Detroit, a plan for Ann Arbor and for other cities.

So far as I know, the first com-

prehensive plan for any Michigan City since the 1870's was that prepared for Grand Rapids, submitted April 7, 1909 by John M. Carrere, Architect, and Arnold Brunner, Traffic Engineer, of New York City. This was essentially a sound scheme but no provision was made to carry it out except gradual accretion and no zoning ordinance was available till about 1924. The attempt shows clearly the inspiring influence of the McMillan plan of Washington, 1902, and Burnham Plan of Chicago, 1908.

One of the first national city planning conferences in the U. S. was held in Detroit in 1915, at which time there was presented a master plan for Detroit made by Edward H. Bennett of Chicago. Bennett had been the assistant to Daniel Burnham in preparing the monumental plan of Chicago in 1906-1908. This Detroit plan was too rich for the economic digestion of Detroit at that time, so a pay-as-you-go policy was developed later to make certain appropriations and do a certain amount each year. T. Glenn Phillips was made secretary, consultant, and executive of the Commission. Various consultants were brought in, among them the late Arthur Comey and the late A. D. Taylor, who made a monumental study and plan for the entire Detroit River front.

The outstanding event of the 1920's in Detroit was the appointment and the work and report of the Rapid Transit Commission who were to study primarily a rapid transit subway system. They soon found out that subways would cost \$5,000,000 a mile and instead, made a bold plan proposal which

Planning and Civic Comment

was presented in 1923 (January). This called for widening the six primary radials as well as primary thorough-fares like Livernois, Mack Ave., and Vernor Highway to 120 feet within the city, and outside the city to 204 feet with cross super highways located about 3 miles apart. Two new radials, the Northwestern Highway and Sunset Highway were proposed. The section line roads were to be 120 feet wide and the quarter line roads 86-90 feet or more. Rapid-transit railroads were to be located on center strips 86 feet in width and to be ultimately put into subways within the city if traffic demand seemed to warrant. This demand for suburban rail service, however, faded almost completely with the added facilities for the automobile. The report was a bold stroke and the first real recognition in the U. S. A. of the automobile age. The plan was accepted by city and county but, as far as I know, not voted as a legal master plan. However, from year to year, under the guiding genius of such men as Le Roy Smith, chief engineer of Wayne County Road Commission, and T. Glenn Phillips of the Planning Commission, the plan has been carried out. The total sum was staggering, but quiet, though forceful pressure of the citizens' boards and grim necessity, plus the popularity of the improvements, kept it going. By personal persuasion of these men and others, nearly all the lands needed for the 204-ft. highways were donated to the county and city by the adjacent land owners.

Glenn Phillips was planning consultant for a number of other Mich-

igan cities, among them Pontiac, Plymouth, Saginaw and Bay City in the 1920's and later.

Other prominent planners who worked in the 20's and 30's were or are: John Nolen, Sr. of Cambridge, Mass. with his comprehensive plan of Flint in 1920. Nolen had been preceded, however, by Mr. Warren H. Manning of Boston, who served the park board from 1907-1920.

Now we must go for some years back. The public land survey proposed in 1784 by Senator Thomas Jefferson and General George Washington was adopted and was pushed by President Jefferson, 1801-05, and used to lay out the land in all States west of the 13 colonies, omitting Kentucky, Tennessee and the Spanish land grants of Texas, New Mexico, and California. This did not affect the layout of early towns, but it did determine the plan of Chicago and, in Michigan, the outer areas of nearly all Michigan cities outside of the original plans. The best examples of this effect is in Holland, Mich., Grand Rapids, Battle Creek, Sault Ste. Marie and the outer sections of Detroit.

I would like to call attention to two very interesting town site plans; Tawas City, laid out in 1854, and Alpena, in 1855-56. Tawas City has a main waterfront street S.E. to N.E. between the river and the bay, attached by bridges to a survey plan N., S., E., & W. in which two streets 100 feet wide intersect and lead out to important country highways. All other streets are 80 feet wide. At the N.W. corner a diagonal highway leads 5 miles into the country to the high plains.

Planning and Civic Comment

This is called the plank road because it was entirely paved with pine planks, the first paved road in northern Michigan. Thus we have a town, with a harbor-front street and with 5 convenient radial thorough-fares. The lumber mill, built here in 1854, was the first steam saw mill in Northern Michigan. Surrounding the city on West and North was and is a green belt consisting of a sand ridge covered with a forest of fine large white and red pines and other trees creating a town limit, affording attractive surroundings, recreation areas, a cemetery site, and providing a deep wind break that has considerable mollifying effect on winter winds. With a few minor improvements Tawas City would have one of the best city plans in Michigan. Alpena, with similar situation, developed a somewhat similar plan, with the Thunder Bay River flats forcing some modification but leaving it essentially convenient.

About the year 1830 an important step in planning Detroit and Southeastern Michigan was taken by territorial Governor Lewis Cass and the U. S. Army in extending the great military highways from the center of Detroit to Toledo (Fort Street) to Lake Michigan at St. Joseph (Michigan Avenue and Chicago Pike) to the Grand Rapids (Grand River) to Ft. Saginaw (Woodward) to Ft. Gratiot (Gratiot) to Grosse Pointe (Jefferson) following mainly existing territorial routes. The main radial system in Detroit is the result.

Frederick Law Olmsted was the first landscape architect to act as town planner and the first (since

Judge Woodward) to introduce a new concept in Michigan planning. His work at Central Park in New York in 1857 et. seq. and the residential communities of Riverside Hts. New York, and Riverside, Ill., in 1868, followed by the planning of the grand boulevard of Chicago and connected parks in 1871, recommended him for the planning of Belle Isle and the Grand Boulevard in Detroit. His was the first bold concept of a ring of large rural type parks connected by ring boulevards or parkways and made the park system an integral part of the city plan.

Beginning at this time there was a vast surge of layout of lumbering and mining towns in Northern Michigan. Being dependent upon limited resources many of them, 50 years later, became, or were well on the way to becoming, ghost towns. They are coming back to life now because of the new surge of recreational travel in spring, summer, and fall; and now, even in winter. The plans in general show no imagination or planning ability with some exceptions previously mentioned and to be noted later.

The 20th Century brought welcome changes including a new interest in civic improvement and planning, to be credited to patriotic and far-seeing groups of citizens and to the landscape architects and the newly established planning profession.

Mr. Manning was known, also, for his planning in the Upper Peninsula for the Cleveland Cliffs Iron Co. He made plans for Ishpeming; improvements for Munising, Grand Island and the new mining town of

Planning and Civic Comment

Gwinn. The last major work of Manning's was a very fine regional planning report on the Upper Peninsula, made privately for Cleveland Cliffs. Jacob L. Crane, then of Chicago, made a master plan report, among others, for Niles and for Sault Ste. Marie. Irving S. Root made a plan for Midland and also a supplementary plan for Flint, following John Nolen. Bartholomew and Associates of St. Louis have done good work in Michigan notably for Lansing and Grand Rapids.

I will no more than mention the large number of zoning ordinances, residential neighborhood plans, regional studies, together with the continuing activities of the many planning commissions and their planning staffs that we have had since the 1930's, except to say that the work varies greatly in quality from most excellent to rather ordinary.

Two very important contributors to large-scale planning have been and still are the Michigan Department of Conservation and the State Highway Dept. The grasping of the opportunity afforded by the 2,000,000 or more acres of tax delinquent lands in the 1930's to establish more state forests and recreation areas and the setting up of the State Park System under "Pete" Hoffmaster and the establishment parallel thereto of the 5 national forest purchase units by the National Forest Service, the Isle Royale National Park by the National Park Service all have given Michigan ample supplies of public lands for recreation, as well as future forest products. We do

have good regional resource planning.

The importance of coordinating local plans for highways into regional schemes had been often overlooked in the past, simply because there were no regional planning authorities existing and none were employed. The resultant highways were often poorly planned from every point of view. Later, however, under planners like Charles Boehler and the late Harry Coons, the Highway plans had a more than close approximation to good regional development, and have been a source of convenience and pleasure to many millions of users.

Michigan has contributed indirectly to the development of city planning and zoning laws and grants of powers. In 1915, the late Frank Bachus Williams of the N. Y. Bar was invited by the University of Michigan Dept. of Landscape Design to present a series of lectures on "The Law of City Planning and Zoning". These lectures were made the basis of the first book on "The Law of Planning and Zoning", published in 1922. Mr. Williams prepared the nation's first comprehensive zoning ordinance, that of New York City, in 1915.

The surge of interest in planning and zoning in Michigan in the period 1910-1930 called for municipal government participation, which again called for grants of planning and zoning powers, which were not stated in most city charters. To cover these with enabling legislation and to provide a guide for procedure, a municipal zoning enabling act was passed in 1921, and a municipal planning commission enabling act

in 1931. Later, similar powers were given to townships and counties, including the establishment of regional planning agencies. The special act setting up the Huron Clinton Metropolitan Authority in 1939, and its approval by the electorate in 1940 was the most important example of an *ad hoc* regional authority to provide a specific regional public service.

The most important city planning development since the 1930's not only in Michigan but possibly in the Nation has been the studies and

proposals leading to and constituting the master plan for Detroit, under the direction of George Emery. This is, however, so near to the present that it is actually contemporary planning and outside of the scope of this paper.

The moral of all this is that good planning is not the work of one or two superior master minds but the coordinated effort over the years of many intelligent people, some specialists, some amateur, but all willing to work and learn.

Patent Office in Washington to be Converted to National Portrait Gallery

The General Services Administration has announced that it wants to preserve the historic Patent Office Building and plan for its eventual use as a National Portrait Gallery. This position, strongly indorsed by the Smithsonian Institution and the Federal Fine Arts Commission, has been set forth in a report to the House Public Works Committee, which is considering a bill to tear down the monumental old structure to permit the use of its site for a private parking garage.

The building which occupies the block between Seventh and Ninth and F and G streets in Washington is occupied by the Civil Service Commission. GSA plans to keep it in use as a Federal office building for several years until a new Civil Service building is erected and later as office space for other agencies now occupying temporary buildings on the

Mall in process of being torn down.

Dating back more than a century, the Patent Office was designed by Robert Mills, architect of the Washington Monument and the Treasury Building, and has been highly praised as a prime example of Greek architecture. Architectural groups and other civic organizations, including the Committee of 100 on the Federal City, have made it a center of controversy since the demolition proposals were advanced about five years ago. Twice during the last few years, GSA has backed the demolition, contending that the building was inefficient.

The projected use as a portrait gallery controlled by the Smithsonian, has the agreement of the administration, GSA announced. No estimate has been announced when the building can be turned over to the Smithsonian.

Commentaries

Keep America Beautiful, Inc., a National Public Service Organization for the Prevention of Litter with headquarters at 99 Park Ave., New York 16, N. Y., announces that the American Planning and Civic Association and the National Conference on State Parks are among seven new additions to the National Advisory Council of the organization, bringing the present total to 37 influential, public-opinion-forming organizations.



The Christian Science Monitor, beginning with its issue of January 26, 1956, has published a series of articles under the group title, "Our National Parks: A Heritage Worth Saving." The series is being written by Max K. Gilstrap of the newspaper's staff and started with a discussion of "Mission 66." Mr. Gilstrap's articles are based on personal visits, research and extensive discussion with park visitors, staffs and individuals interested in park problems.



Nine national experts from the fields of housing, planning and public administration have been engaged to study *Baltimore's urban renewal machinery*. Those lined up to undertake the study are to make up an advisory board of six, served by a staff of three. Chairing the board is Dr. William L. C. Wheaton, Director of the Institute of Urban Studies, University of Pennsylvania, with the following as Board Members: Dr. Luther Gulick, President of the Institute of Public Administration, New York City; John T. Howard, president of American Institute of Planners and Associate Professor of city planning, Massachusetts Institute of Technology; Carl Feiss, planning and urban renewal consultant, Washington, D. C.; L. Perry Cookingham, City Manager, Kansas City, Mo.; Coleman Woodbury, consultant on planning and metropolitan problems, West Cornwall, Conn. The full-time

staff includes George Duggar of the University of California; Jack Meltzer of the Southeast Chicago Commission; and B. T. Fitzpatrick, former deputy administrator of the Housing and Home Finance Agency. Oliver C. Winston, Urban Renewal Coordinator of Baltimore, will serve as an advisory member of the Board. The study is expected to be finished in four to six months.



Natelle Isley, Librarian of the School of Architecture, Georgia Institute of Technology, at Atlanta, has prepared a Bibliography and Supplement on the Control of Roadside Development. This bibliography was prepared for the Graduate City Planning Program of the Institute and covers the field of roadside development, billboards, overhanging street signs and junk yards. Bibliographies in varied city planning subjects will be prepared subsequently.



The Annual Report of the Director of The National Park Service for the fiscal year ended June 30, 1955, has just been published. Conrad L. Wirth, Director, reports that the past year marked one of the truly noteworthy years in the history of the Service. Two major events included the 1955 appropriation, which provided for the first real increase in seasonal personnel in many years; and by matching a \$500,000 donation for land acquisition and at the same time continuing the established \$250,000 a year purchase item, it made a total of \$1,250,000 available to speed up the Service's land program. The undertaking, given the name of "Mission 66," has as its purpose the formulation of a program to see the National Park System adequately developed and adequately staffed by 1966, the 50th anniversary year of the establishment of the Service.

Mr. Wirth lists as outstanding events, the approval of Region Five in Philadelphia, as a reorganizational result,

Planning and Civic Comment

notable concession developments which include the purchase by Fred Harvey of all Santa Fe railroad interests at Grand Canyon National Park to be followed by modernization of South Rim facilities; the completion of Jackson Lake Lodge at Grand Teton National Park and the decision against lodgings at Flamingo, Florida. Donations of \$500,000 by John D. Rockefeller, Jr. through Jackson Hole Preserve, Inc., to finance various undertakings in park conservation, and financing of the new Jackson Lake Lodge, and the purchase of lands for a prospective Virgin Islands National Park under the direction of Laurance Rockefeller. The Coastal Studies, financed anonymously, bring to completion a 2-year study of the Atlantic and Gulf coasts undertaken to discover the most distinguished areas along these coasts to remain in relatively unspoiled condition. Donated funds are also making possible the thorough study of the geology and history of the Cape Hatteras National Seashore. The Assembly Room at Independence Hall was refinished and refurnished by the General Federation of Women's Clubs at a cost of \$210,000 raised by the Federation and presented to the Service. A limited distribution of "The Fifth Essence" which describes the work and some of the problems of the Service and indicates some of the fields of activity which would benefit from benefactions. It is hoped that the result may be enlargement of the National Park Trust Fund. A member of the Director's staff has been given the responsibility of follow-up to devise means of interesting possible donors in contributing to the fund. These are but a few of the highlights of the operations of the Service during the year which mark the Service's work to preserve and interpret the areas administered by the Service for the enjoyment of millions of persons who visit them annually.



Service, a publication of Cities Service, in its April 1956 issue carries an article, "Keep America Beautiful" which outlines the national campaign in which every motorist can play a part to correct

the litter situation in the States.



Outdoor America, March-April, 1956 issue, presents an interesting article, with an interesting and clever heading, "Visitors are Spoiling U. S. Parks—Litter-ally" The article states that conservationists have worked long and hard on anti-litter, anti-vandalism programs and points out that by the end of 1955 more than 250 million people have visited the National Parks. This is a lot of people to pick up after and it has now become imperative that a cooperative nation-wide program be publicized so that people will join hands to solve the problem.



The citation for *Distinguished Service bestowed by the Secretary of the Interior on Conrad L. Wirth*, Director of the National Park Service on March 12, in recognition of outstanding service in promoting and administering the national park system is stated as follows:

Mr. Wirth entered Government in 1928 with the National Capital Park and Planning Commission. He has occupied positions of increasing responsibility with the National Park Service since 1931 when he became Assistant Director in charge of the Branch of Lands. In 1933 he was given the responsibility of supervising the State Park Emergency Conservation Work of the Civilian Conservation Corps camps assigned to State, county, and metropolitan parks and later was placed in charge of all the emergency activities for which the National Park Service was responsible. Largely instrumental in initiating the legislation known as the Park, Parkway, and Recreation Area Study Act, Mr. Wirth directed the extensive program of cooperative studies which resulted from its passage. He developed a program for land acquisition that is doing much to solve many problems in the park system. In recognition of his outstanding qualities of ingenuity and resourcefulness, his capacity for creative work, his ability for working effectively with others, and his executive skill, he became the Director of the National Park Service in 1951. Early in 1955, Mr. Wirth conceived and launched Mission

Planning and Civic Comment

66, the comprehensive study of the national park system and its requirements. The program, developed over a period of years, is intended to provide such development and staffing as will permit the Service by 1966 to provide the maximum of benefit to the American public while safeguarding its resources. For his foresight, courage, and outstanding leadership, and his many contributions to park conservation, the Department of the Interior bestows upon Mr. Wirth its highest honor, the Distinguished Service Award.



Leon Chatelain, Jr. of Washington, D. C. was elected President of the American Institute of Architects at its recent annual meeting in Los Angeles. Mr. Chatelain is engaged in the practice of architecture in Washington, D. C. the firm being, Chatelain, Gauger and Nolan. He has been a member of the APCA since 1940. Four Americans distinguished in arts and architecture received awards at the Los Angeles convention: Clarence S. Stein, AIA's highest award, the Gold Medal; Theodore I. Coe, the Edward C. Kemper award for outstanding contributions to the architectural professions; Mrs. Hildreth Meiere, the Fine Arts Medal for non-architectural arts; and Harry Berthoin, the Craftsmanship Medal. Among the winners in the AIA contest on architectural journalism was Grady Clay, who is a member of the Board of Directors of the APCA and real estate editor of the *Louisville Courier-Journal*, and was accorded honorable mention for the best article in a nonprofessional architectural magazine on an architectural subject "No More Chinese Walls in Louisville," which appeared in *Arts in Louisville*, last November.



Following recommendations made by the faculty committee of Cornell University for the *J. C. Nichols Foundation Grant-in-Aid 1956-57*, Robert M. Leary of Ithaca, N. Y. has been selected to undertake research under the grant during the coming academic year. Under the Nichols grant, his research will be in the area of zoning administration.

At the annual dinner of the *British Town Planning Institute* held at the Savoy Hotel, London on March 1st, members were addressed by Mr. Duncan Sandys, M. P., Minister of Housing and Local Government, who said that the biggest town planning problem which confronted him today was reducing the fearful congestion in London. Over 100 million pounds has already been spent in providing new towns in the Home Counties for London's surplus population. . . . During the last three years the resident population of Greater London within the Green Belt had decreased by over 70,000. . . . While the number of people who slept at night in London was going down, the number of those who worked in London by day was going up. During the last two years for which figures are available, 1953 and 1954, the number of insured workers increased over 100,000 and was now over the 4½ million mark. . . . Attention was being concentrated upon persuading industry to move out to the new towns. After some industrial reluctance, industrialists were now increasingly supporting this policy. In fact, the majority of the New Towns around London had a waiting list of firms who wish to set up factories there.

But industry was not the main cause of congestion in London. It was primarily due to the enormous movement of office workers, which in turn was due to the fact that so many were largely concentrated in a comparatively small area. This problem was getting more acute all the time. In the city of London, 6 million more square feet of office space were now under construction and planning permission for a further 4 million square feet had already been granted. These additional 10 million square feet would accommodate nearly 70,000 more office workers. Mr. Sandys said that the time had clearly come when commercial firms must be persuaded to follow the lead of industry. He said that the Government has begun to practice what it preaches and a fair start has been made. Some 7,000 officials of the Ministry of Pensions had their offices in Blackpool and 4,000 of the Admiralty at Bath. In all, some

Planning and Civic Comment

25,000 civil servants who would otherwise be adding to the congestion of London were now working in offices outside. And they have a program for moving out a further 14,000.



Continuation of *Nash Motors' Conservation Awards Program* has been announced by George Romney, president of American Motors Corporation.

The program, instituted in 1953, annually singles out 20 conservationists for their outstanding efforts. Ten awards, each consisting of \$500 and a bronze plaque, go to professional conservationists, and 10 awards of bronze plaques go to non-professionals.

Nominations for the awards can be made by letter, and supporting documentary evidence should be included. Nominations should be sent to Nash Conservation Awards Program, Room 1700, 745 Fifth Ave., New York City, N. Y.

Entries will close August 15 and award winners will be announced about November 1. A committee of distinguished conservationists will select the winners.



A report called *Melfort Looks Ahead* which illustrates what may be done to anticipate the development in a community and to guide it into desirable patterns, is the first overall community development program prepared by the Community Planning Branch of the Department of Municipal Affairs of the Province of Saskatchewan, Canada as part of a comprehensive planning service on a fee basis. Briefly, this service entails a five year contract with an annual fee of about 15c per capita the first year and 10c per year after that. The fees, of course, are but a fraction of the cost of the service which is being provided.

The Branch makes the necessary studies and suggestions but final recommendations are made by the local planning groups for policy determination by council. The Branch continues as

consultant to the town during the contract period.

Several towns besides Melfort have asked for similar services and Rosetown will be the first of these to be serviced.



The *National Municipal League* has issued invitations to submit nominations for the 1956 All-America Cities Awards. The awards will be conferred on eleven cities which have made especially noteworthy civic progress as a result of effective citizen action.

Initiated in 1949, the competition has attracted increased public attention year by year until now it is considered "the highest honor a community can achieve" according to George H. Gallup, League president. For the last four years, *Look* magazine has been co-sponsor.

Any city, town or village whose citizens have brought about important civic improvements is eligible to be nominated for an award. The improvements may be in a number of areas of community life, citizen-lead campaigns for better government, better schools, slum clearance, industrial rehabilitation or other civic progress may help a city win. The accomplishment must be brought about through the action of citizens rather than public officials.

Official entry blanks may be obtained from the National Municipal League, 47 East 68th Street, New York 21, N. Y. These must be executed and returned by September 15.

Representatives of 22 finalists selected by a Screening Committee will appear before a jury of distinguished citizens at the National Conference on Government, November 11-14, in Memphis, Tenn. The jury then makes preliminary choices and, when evidence has been carefully verified, selects the winners. Plaques and other awards will then be presented to winning cities at local celebrations.

Last year's winners were: Bellevue, Wash.; Bloomington, Ill.; Cambridge, Ohio; Grand Island, Neb.; Joliet, Ill.; Phenix City, Ala.; Port Huron, Mich.; Reading, Pa.; Riverside, Calif.; St. Paul, Minn.; Savannah, Ga.

Planning and Civic Comment

With the growing of the industrial South, the port of Charleston, S. C. and its metropolitan region anticipates growth with the region's economy. The newly created Charleston County Planning Board has published a report, "How Shall We Grow?" in which it takes a look at the need for planning the area's urban growth and development. A series of illustrations annotated to show principles involved in guiding growth through coordinated street patterns, residential neighborhoods, retail functioning, and sound zoning presents an explanation which can be read quickly and sympathetically by the citizenry for which it is prepared.



The saga of the Tavern-on-the-Green at 67th Street and Central Park West in Central Park and the plans for construction of a parking lot on a half-acre tract which was opposed by a group of West Side mothers, has now come to a climax with the arrival on the New York scene of Robert Moses, who just returned from Europe.

Late in April, bulldozers began to down trees to provide additional area to the parking facilities around the Tavern, a former play area. When the mothers protested in a sit-down demonstration and a picket line of baby carriages, the city threw up a barricade and a city action took the form of a resolution introduced in the city council to insist that Mayor Wagner reconsider the whole project and order the Park Commissioner to restore the area. The Deputy Mayor heard the protest but he ruled in favor of the city. Meanwhile the Supreme Court Justice issued a temporary injunction against the work and ordered a full hearing before the Supreme Court on whether the injunction should be permanent.

The Citizens Union announced that it would intervene in the court action to oppose the Park Commissioner. The Community Councils of the City of New York also protested. Many other organizations have added their protests.

Minority Leader Stanley M. Isaacs, Manhattan Republican, called upon the

Council to appoint a special committee to investigate all financial arrangements concerning the Tavern-on-the-Green in Central Park. Mr. Isaacs questioned the propriety of permitting the Tavern, which he characterized as a restaurant serving food and drinks at high prices for the luxury trade within a city park. And he questioned the propriety of financing the contemplated capital improvements out of rent money that otherwise would become part of the city's general revenues.

Louis N. Field, Counsel for taxpayers opposing the plan of Parks Commissioner Moses, stated that encroachments could lead even to construction of a landing strip for hungry helicopter passengers. "Little by little," he said, "more and more of park land will be taken away and encroached upon, which if not checked will spread until it is completely out of control."

The city is appealing the temporary injunction which bars further work on the project. The Appellate Division on May 22 reserved its decision on dismissal of the plea by the restaurant and the city.

The *New York Times* of June 6, 1956 reported that the Appellate Division upheld unanimously the temporary injunction that restrains the conversion of the Park into a parking lot for the Tavern. The City must obtain permission to appeal.



In *Life* magazine for May 14, 1956 is an article "Mellon's Miracle," an account of renaissance of the city of Pittsburgh under the leadership of Richard King Mellon. In addition to the story of the great civic metamorphosis wrought in Pittsburgh, the story of the Mellon Family is told in words and pictures.

The founder of the family in Pennsylvania was Judge Thomas Mellon. His sons carried on the work of the Mellon Bank after his death, with Andrew Mellon as head until he became Secretary of the Treasury, an office in which he served under three Presidents of the United States. Upon Andrew Mellon's death in 1937, the control of

Planning and Civic Comment

the "empire" passed to his nephew, Richard King Mellon. Richard Mellon spoke out on the desperate needs of Pittsburgh, and found that his worries and desires were echoed by almost all of the eminent men of the city. With them he helped to form the dedicated civic team, the Allegheny Conference on Community Development. This group engaged in a vast program of face-lifting for Pittsburgh, with attention first centered on the Golden Triangle. The bold renovation now is nearly complete. It is a dramatic story of a family whose forebears had helped to make the old Pittsburgh and of a contemporary member of the family sparking the magical civic activity which brought about the rebuilding.

One of the most striking pictures illustrating the article is that of Andrew Mellon, his son Paul Mellon and his nephew, Richard Mellon. Another is a group picture of members of the Allegheny Conference on Community Development, taken at the Duquesne Club in Pittsburgh.



A permanent exhibition of city planning called "Philadelphia Panorama" has been opened to the public free of charge in Commercial Museum, adjacent to Convention Hall. It cost \$250,000 to build.

The exhibition covers about 15,000 square feet of the museum. The museum itself was rebuilt during the last two years as part of a \$3,500,000 program to develop buildings in the area into an integrated trade and convention center for the city.

Harry Ferleger, executive director of the center, described the modernization work as "a clear and dramatic example of the Renaissance of Philadelphia's civic, cultural and commercial life."

The nonprofit, nonpartisan civic enterprise features three-dimensional models and shifting illumination to dramatize what constructive planning means. It was sponsored by the Citizens' Council on City Planning, the City Planning Commission and the Board of Trade and Conventions. They expect 1,000,000 visitors during the next year.

The panorama, the sponsors said, "is dedicated to all Philadelphians in the hope that they, inspired by new pride and enthusiasm for the great possibilities of Philadelphia, will wholeheartedly support intelligent city planning—the only practical means of achieving orderly civic growth and community betterment."

A model of downtown Philadelphia, constructed at a cost of \$75,000, is one of the show's most spectacular features. Built on a scale of 50 feet to the inch, it shows the mid-city section from Spring Garden to Lombard Streets and from the Delaware River to beyond the Schuylkill.

The statue of William Penn atop City Hall is in the center of the model. It's easy to pick out other landmarks such as Penn Center, the Benjamin Franklin Bridge across the Delaware, the Pennsylvania Railroad's Thirtieth Street station.

The model is divided into ten panels that flip over. The front side of each shows conditions of today. The reverse side pictures plans for the future.

The panels turn over in sequence, in accordance with a recorded commentary which tells what is planned for the particular area. When the sequence is completed, they all flip back.

An enormous photomosaic takes in the whole city. This display shows completed improvement projects and new ones under way or being planned. Another feature is a huge photomural of a rundown neighborhood. In this display an oversized hand comes down and lifts out a block to disclose what rehabilitation can do.

Many smaller models pinpoint areas of the city. These models will be changed periodically to present current planning projects.

Albert M. Greenfield, chairman of the City Planning Commission, said:

"The panorama gives the commission a much-sought opportunity to spell out to all of our people those things which, in our considered judgment, will aid the future growth, the sound development, the greater expansion of our city."

The exhibit was designed by Oskar Stonorov, an architect.

Watch Service Report

National Parks

S. 500 authorizing the Secretary of the Interior to construct, operate and maintain the Colorado River Storage Project and participating projects was signed by President Eisenhower on April 11 at Augusta, Ga. The bill now becomes Public Law 485. Controversial Echo Park Dam in Dinosaur National Monument, opposed by conservation organizations as an invasion of the National Park System, had been stricken from the legislation. The final acceptance by the Conferees of Senate and House of the deletion of Echo Park Dam with other agreements meant the end of the long-debated legislation.

H. R. 10614 (Aspinall) introduced April 18, 1956. To preserve permanently as a national park, an area of national significance in Colorado and Utah, such park to be known as Dinosaur National Park, which shall supersede the Dinosaur National Monument.

H. R. 10635 (Saylor) introduced April 18, 1956. (Same as Rep. Aspinall's bill).

The National Park Service has not reported on these two bills, though it is understood that the Service approves of the legislation. In 1953, a bill was introduced by Rep. Leroy Johnson of California, to establish the Green River Canyons National Park in the States of Colorado and Utah from a portion of Dinosaur National Monument. But this legislation did not pass Congress.

H. R. 5299-S. 1604. To establish the Virgin Islands National Park. Passed House and sent to Senate on April 19. Unfortunately, no action in Senate.

H. R. 9490 (Thomson, Wyo.) introduced Feb. 22. Authorizes a ten-year program for construction and improvement of roads, trails, buildings and utilities in National Parks and Monuments; this is authorizing legislation for "Mission 66". Similar to S. 3060 and H. R. 8939, previously listed in P&CC.

H. R. 10107 (James, Pa.) introduced March 21. Authorizes the Secretary of the Interior to proceed with the development of Independence National Historical Park in Philadelphia and further appropriates \$7,250,000 for the work. Same as H. R. 9992, and several identical bills.

H. R. 10535 (Dixon, Utah) introduced April 16. (Same as S. 3106.) Proposes to combine the Zion National Park and the Zion National Monument in Utah to form a single national park unit. Referred to Committee on Interior and Insular Affairs.

H. R. 10540 (Shuford, N. C.) introduced April 16. Provides that the Blue Ridge Parkway shall be toll free. An exception would permit the Secretary of the Interior to charge motor vehicle permit fees within the Shenandoah National Park. Referred to Committee on Interior and Insular Affairs. H. R. 10574 is an identical bill.

H. R. 10960 (Sisk, Calif.) introduced May 2. Revises the boundary of the Kings Canyon National Park in California for the purpose of eliminating 160 acres in one tract and adding a small tract needed for park road maintenance in another location. The lands excluded would become a part of Sequoia National Forest and those added would be taken from the Sequoia Forest. This bill was introduced at the request of the National Park Service. Referred to the Committee on Interior and Insular Affairs.

H. R. 10998 (Hagen, Calif.) introduced May 3. Changes the boundaries of the Sequoia National Park in California to eliminate approximately 6,000 acres along the southern boundary and a small tract of about 10 acres at another location. This bill has the approval of the National Park Service. Referred to Committee on Interior and Insular Affairs.

Water Pollution

S. 890-H. R. 9540. (Blatnik.) To extend and strengthen the Water Pollution Control Act. The House Rivers and Harbors Committee held four-day hearings in March and heard 50 witnesses. S. 890 passed the Senate last session. The Blatnik House Bill has been approved by the House Subcommittee on Rivers and Harbors and the bill was voted upon favorably by the full Public Works Committee on May 17th. Amendments recommended by the Subcommittee pared down the section which would provide sewage-treatment construction grants to municipalities by reducing the total authorization over a period of years from \$100 million to \$50 million. It was voted to increase the annual authorization for grants to state water pollution control agencies from \$2 to \$5 million. The present law expires June 30th.

Planning and Civic Comment

Federal City

H. R. 10209 (Broyhill, Va.) introduced March 27. Amends the act of August 30, 1954 which authorized construction of bridges across the Potomac River. The bill provides that instead of a bridge at or near the Theodore Roosevelt Memorial Island, a four-lane tunnel will be constructed. Referred to House Committee on the District of Columbia. The tunnel would be constructed instead of the E Street Bridge crossing the lower end of Theodore Roosevelt Memorial Island, already authorized by Congress. Hearings were held June 13.

H. J. Res. 599 (Hyde, Md.) introduced April 10. Broadens the authority of the Interstate Commission on the Potomac River Basin to permit the undertaking of a comprehensive master plan designed to end pollution of the Potomac River. Similar to S. 3162. Referred to Committee on Public Works.

H. R. 7228. To amend title II of the act of August 30, 1954 entitled an Act to authorize construction of bridges over the Potomac River. Transfers the responsibility for constructing and operating a bridge over the Potomac River at or near Jones Point, Virginia, from the Department of the Interior to the Department of Commerce. Passed House and Senate and signed by President on May 23. A second bill signed by the President gives the Potomac River span the name—the Woodrow Wilson Memorial Bridge.

S. 3700—H. R. 10740 (Case and Thompson, Jr.) introduced April 23. Authorizes the Administrator of General Services to transfer certain Federal property in the District of Columbia to the Department of the Interior to be available for park and recreational purposes, including the construction of a national athletic stadium. Referred to Committee on Government Operations.

Highway Program

H. R. 10660 (Fallon, Md.) introduced April 30, also H. R. 10661 (Boggs) a similar bill. To amend and supplement the Federal-aid Road Act approved July 11, 1916 to authorize appropriations for continuing construction of highways; to amend the Internal Revenue Code of 1954 to provide additional revenue from the taxes on motor fuel, tires, and trucks and buses. Referred to Committee on Public Works. These bills provide a long-range program for the rehabilitation and improvement of the Nation's highways. Passed House. Passed Senate with amendments.

S. 3444 (Long, La.) introduced March 13. It calls for the establishment of five-member Federal-State Land Study Commission to undertake studies and investigations of land ownership in the States for which they are appointed. The bill provides that upon receipt of the reports, the President shall prepare a plan for land disposal for submission to Congress. Referred to Senate Committee on Government Operations.

S. J. Res. 139 establishes a National Conservation Memorial Commission to plan and direct activities commemorating the 50th Anniversary of the Conference of State Governors which was called by Theodore Roosevelt in 1907 to consider problems relating to the conservation of natural resources. Referred to the Committee on Interior and Insular Affairs. A public hearing was held on May 31st.

Wildlife Refuge

H. R. 9665 (Wickersham) to transfer part of the Wichita Mountains Wildlife Refuge to the Army. The Department of the Interior is opposed to the land transfer and has offered to work out a buffer-zone arrangement whereby part of the Refuge could be closed for safety purposes when the Fort Sill Artillery School was firing its long-range weapons. Opposition to the bill has been expressed by national conservation organizations which points out that the nation's wildlife refuge system is being pressured in many places by military demands.

Planning Education

To review both the administrative and technical aspects of city and regional planning, the Massachusetts Institute of Technology will again present a two-week Special Summer Program on "City and Regional Planning" from August 20 through August 31 during the 1956 Summer Session.

The Program will have special interest for those directly concerned with urban or regional development, including men and women in the fields of building, investment, and industry, as well as for practicing professionals and members of planning staffs and commissions.

This Special Summer Program, in the form of a series of planning seminars, will be under the direction of Roland B. Greeley, Associate Professor of Regional Planning at MIT.

"The primary goal of the series of seminars which comprise the largest part of the Program," says Professor Greeley, "is to provide a general review of current planning techniques and basic planning principles. In addition, several sessions will be devoted to analyzing industrial and commercial development in suburban areas.

"Emphasis will be on factors of transportation, employee-access, 'visual access,' and economic requirements as they relate to decentralization of industry. Discussions will be conducted both by professional planners and by experts in the promotion and development of industrial estates," continues Professor Greeley.

Seminar topics will include modern concepts of planning, public relations techniques, urban renewal, planning for schools and public recreation, planning programs for metropolitan areas, subdivision control, zoning law and administration, population surveys and forecasting, and long-range programming of public works.

The planning seminars are open to practicing professional planners; to members and staff of planning commissions, urban renewal agencies, and housing authorities; and to men and women in such related fields as architecture, public administration, real estate, industrial development, and civil engineering who have specific interest in comprehensive planning.

Registrants for this Special Summer Program may reserve rooms in the Institute's dormitories during the Program. All MIT recreational facilities, including the swimming pool and the popular sailing pavilion on the Charles River Basin, will be available for their use.

Full details and application blanks for this Special Summer Program may be obtained from the Summer Session Office, Room 7-103, Massachusetts Institute of Technology, Cambridge 39.

Syracuse University announces a new summer series of four Institutes of Public Affairs from July 2 through August 24: American Studies—The Legacy of the Founding Fathers, New York State's Economic and Geographic Development, International Relations, and

Planning and Civic Comment

Current Citizenship Issues. The Institute of Citizenship Affairs will feature the problem areas of natural resources and political policy, civil liberties, and loyalty and communism. These two-week, advanced study courses will feature many eminent lecturers and discussion leaders, as well as opportunities for active student participation and research. Field Secretary for the Institutes is Lawrence G. Wallace, Maxwell Graduate School of Citizenship and Public Affairs, Syracuse University.

Students may include the Institutes as a part of their regular summer sessions program at Syracuse University, or they may enroll exclusively in one or more of these short-term courses.

The University of Toronto, Division of Town and Regional Planning, School of Architecture, offers a diploma in Town Planning designed for approved graduates of any Faculty of a University who wish to enter the planning profession. Full-time attendance is required from the end of September 1956 to the beginning of May, 1957. The fee is \$250.00.

Graduate students may take instruction in the Division of Town and Regional Planning in proceeding to a Master's Degree in the discipline in which they graduated. Available to graduates wishing to take the post-graduate Diploma Course in Town and Regional Planning or to take a Master's Degree in Architecture after following the planning course are the Ridout Fellowship valued at \$1,500, the Metropolitan Toronto Planning

Board Fellowship, valued at \$1,200 and Central Mortgage and Housing Fellowships, valued at \$1,200 available to Canadians or those intending to settle in Canada. Applications should be sent to Professor Gordon Stephenson, Division of Town and Regional Planning, School of Architecture, University of Toronto, Toronto 5, Ontario, Canada.

The Extension Department of the University of British Columbia in cooperation with the Community Planning Association of Canada, the School of Architecture and the Graduate Course in Community and Regional Planning, held a one-week intensive survey course on planning, April 9-13. Some of the subjects covered were: History and Background of Planning; Social and Physical Aspects of Planning; Planning Techniques; Administration Organization for Local Planning; Planning for Small Towns and Rural Municipalities; The Law Relating to Planning in British Columbia; Regional Analysis and Planning; Metropolitan Planning.

A very interesting report on Planning Education is to be found in the supplement to *Ontario Planning* for February 1956 (Vol. 3, No. 2) issued by the Department of Planning and Development, Toronto. This report, compiled in four parts, and dealing with Canada and the U. S., covers university courses in Planning, evening courses and summer programs and Scholarships, Assistantships and Fellowships offered in planning.

Planning and Civic Comment

The University of Colorado, Department of Architecture and Architectural Engineering, is conducting its fourth annual School Planning Workshop on the Boulder Campus, June 18 through July 20. The

Workshop is carried on to serve school administrators, members of school boards, practising architects and others interested in the design and building of elementary, junior and senior high schools.

Book Reviews

THE SINGING WILDERNESS. By Sigurd F. Olson, illustrated by Francis Lee Jaques. Alfred A. Knopf, New York. 1956 IX+ 245 pp. Price \$4.00.

The land of the singing wilderness that Sigurd Olson tells about is the Quetico-Superior country. In this book he re-creates the sights and sounds of the wilderness and explores its spiritual values.

Mr. Olson tells us that "*the Singing Wilderness* has to do with the calling of the loons, northern lights, and the great silences of a land lying northwest of Lake Superior. It is concerned with the simple joys, the timelessness and perspective found in a way of life that is close to the past. I have heard the singing in many places, but I seem to hear it best in the wilderness lake country of the Quetico-Superior, where travel is still by pack and canoe over the ancient trails of the Indians and voyageurs.

"I have heard it on misty migration nights," he says, "when the dark has been alive with the high calling of birds, and in rapids when the air has been full of their rushing thunder. I have caught it at dawn when the mists were moving out of the bays, and on cold winter nights when the stars seemed close enough to touch. But the music can even be heard in the soft guttering of an open fire or in the beat of rain on a tent, and sometimes not until long

afterward when, like an echo out of the past, you know it was there in some quiet place or when you were doing some simple thing in the out-of-doors."

Such sentences, with their understanding, simplicity and clarity, are of the character of the whole book. It is the straight forward account of happy years he has spent in this unspoiled country. Olson knows this wilderness intimately and understands its complex mechanism. He tells the story in short chapters—usually of about five pages—each one complete and perfect in itself, which together portray the changing moods and character of this beautiful country as experienced by one who is sensitive to it.

With equal perfection, I believe, Jaques portrays the sense of each chapter with his superb sketches. Alfred Knopf, the publisher, has added the fine art of the printer to make this book a prized possession. Olson, Jaques and Knopf are not telling us about the need for wilderness conservation. They are making it possible for us to share the fun of trips into the wilderness with such reality that we, the fortunate readers, want to see this unspoiled country kept unspoiled forever.

Ben Thompson
National Park Service
Washington, D. C.

State Park Notes

PERSONALS

Gordon K. Shearer, former Executive Secretary-Director of the Texas State Parks Board, on May 1 took the new post of Director of Research and Publications in the same organization. Mr. Bill Collins succeeds Mr. Shearer in the position of Executive Secretary-Director.

Mr. Ed Kilman, editorial page editor of *The Houston Post*, was appointed to the Texas State Parks Board by Governor Shivers on March 17. He fills the unexpired term of the late Lonnie Fuller who passed away last December. Mr. Kilman's hobby is Texas history and he has written many articles on little-known incidents in his popular Sunday column, "Texas Heartbeat" further qualifying him for service to areas administered by the Board.

Harold C. MacSwain, employee of the Michigan Department of Conservation for 24 years, has become the new Assistant Chief of the Parks and Recreation Division. He replaces L. N. Jones who recently transferred to take charge of the Department's Engineering and Architecture Section.

The new Director of Operations in Tennessee is Robert Henson, formerly Superintendent of Kentucky Lake State Park, Kentucky. He was also superintendent at



Cumberland Mountain State Park in Tennessee for 13 years and is well versed in the operations of that Division.

MEETINGS

Over 250 persons were in attendance at the Tenth Anniversary meeting of the Great Lakes Park Training Institute at Pokagon State Park, Angola, Indiana, February 20-24. The theme of the meeting was Professional Preparation, and faculty members from nine colleges participated in the discussions. Outstanding papers presented included "The Qualities of a Good Park Executive" by William Penn Mott, "The Qualities of a Good Recreation Executive" by Robert Lobdell, "Mission 66" by Lon Garrison, and "In-Service Training" by Kenneth R. Cougill. The main address was given at the annual banquet by Mark A. McCloskey, Chairman of the New York State Youth Commission. Awards of special recognition were presented at the banquet to V. W. Flickinger, Director of State Parks in Ohio and Daniel L. Flaherty of the Chicago Park District. Six other regional institutes have been established largely because of the interest shown in the Great Lakes Institute. The Southwest and Southeast Institutes were

Planning and Civic Comment

held for the first time in 1956 and five of the six are affiliated with colleges and universities.

The Southeastern Parks and Recreation Planning, Maintenance, and Operation Workshop was held February 29 to March 2 at North Carolina State College. The Workshop was held as a result of a vote by southeastern park and recreation executives at the Louisville meeting of the American Institute of Park Executives in 1955. Some principal topics presented were "Appreciation of Park Design," "Your Place in the Park Operation," "Turf Management," and on developments of various types of recreation areas. Panel discussions were held on maintenance practices and problems. A field trip included a tour of recreation facilities of the City of Raleigh.

W. A. Coldwell, Assistant State Park Director, has been elected president of the Florida Institute of Park Executives meeting recently at O'Leno State Park.

Managers of Texas state parks met February 21 for a one-day discussion of park matters at Bastrop State Park. Ninety-four persons were in attendance and during the morning heard a panel discussion by representatives from the Austin office representing the purchasing, concessions, and property phases of the park work. The afternoon session included talks by Austin office representatives and covered park maintenance and repair, conservation of natural resources in the parks, and care and maintenance of motor equipment. As a result of the enthusiasm of the park managers for the conference,

it is expected that it will be made an annual affair.

The Annual Conference of State Inter-Agency Committees for Recreation was held at Lake Hope State Park, Zaleski, Ohio, May 1 and 2. Each state and national agency represented gave a report and several other addresses were given. Julian Smith, Professor of Outdoor Education, Michigan State University, ably led the discussion on "Implementing the Principles of Inter-Agency Operations."

The ninth annual meeting of the Midwest State Park Association held on May 6-8 at Palisades-Kepler State Park near Cedar Rapids, Iowa, was attended by State park officials from Indiana, Iowa, Michigan, Minnesota, Missouri, Nebraska, Ohio, and Wisconsin. A new feature of the meeting was the participation of technical park personnel as well as administrators. Discussion of design data for water and sewage systems and garbage disposal resulted in formation of a committee to assemble and analyze information and formulate standards. A representative of the U. S. Public Health Service will work with the committee.

Officers elected for the coming year are: President—C. L. Harrington, Superintendent of State Forests and Parks, Wisconsin; Vice-President—Henry C. Prang, Chief Engineer, Division of State Parks, Lands and Waters, Indiana; and Secretary-Treasurer—Jack D. Strain Supervisor, Land Management Division, Nebraska. The 1957 meeting will be held at Itasca State Park in Minnesota.

Planning and Civic Comment

PUBLICATIONS AND ARTICLES

The 1955 Yearbook, *Park and Recreation Progress*, is now available from the National Conference on State Parks. The eleventh such publication since 1937, the publication includes an up-to-date listing of the agencies which administer state parks; a summary entitled, "State Park Trends 1952-54"; a report of several hundred words each from each State describing progress during the period; and a reproduction of *State Parks—Areas, Acreages and Accommodations* listing data compiled by the National Park Service as of January 1, 1955. Copies are available for \$3 from the National Conference on State Parks, 901 Union Trust Bldg., Washington 5, D. C.

The California Division of Beaches and Parks, concerned with presenting again a five-year state park master plan for the consideration of the Legislature, published on March 1 a *Five Year Master Plan*. The publication contains the development and land acquisition programs, the several proposed special projects, and a review of existing and proposed state park areas classified as to use such as historic, scenic, and recreational, with the preponderance of new proposals suggested for the latter category. Other subjects of wide interest covered in the publication are a history of the State Park System, an organization chart, and a survey of camping and picnicking facilities in the State.

The State of California Recreation Commission has recently produced the publication *Recreation Policy, State of California*, dated December,

1955. This study was undertaken because the Recreation Commission was charged with formulating a comprehensive recreation policy when it was established in 1947. The 15 primary policy statements in the pamphlet have been documented by citations from the Constitution, codes, and statutes together with annotations referring to department and agency policies. A definition of recreation adopted by the Commission during the inventory is as follows: "Recreation is an individual or group experience motivated primarily by the pleasure derived therefrom. It takes many forms and may be a planned or a spontaneous activity. It is one of man's principal opportunities for enrichment of living and is the natural expression of certain human interests and needs." Individuals and agencies desiring copies may obtain them from the Documents Section, State Printing Office, 7th and Richards Boulevard, Sacramento 14, California, for \$1 per copy.

Principles Governing the Establishment, Extension and Development of the Park and Parkway System of New York State is the title of a booklet produced by the Division of Parks and State Council of Parks effective January 1, 1956. The booklet includes a review of the principles governing state parks as they now exist, principles governing the establishment of additions to parks and additional parks, and principles governing the establishment, extension and development of parkways. Helpful to the park administrator and others interested in criteria, policies, and governing

principles of parks and parkways, it includes such points as nearness to cities, size, cost of land, zoning, type of land to be taken, parkway rights-of-way, planting, signs, and many other pertinent topics.

News and Views, published by the California Division of Beaches and Parks, carries an article in its April issue quoting Kenneth Chorley, President, Williamsburg, Inc., on Historic Housekeeping: A Short Course, National Trust for Historic Preservation, held on September 18, 1955, in Cooperstown, New York. He stated four principles in historic preservation which he felt were basic: "(1) To be valid, historic preservation must center upon a building, object, site or environment of substantial historical or cultural importance. (2) The life blood of historic preservation is research. (3) An historic preservation project must be clear in its purpose, its possibilities and its limitations. (4) The value of any historical preservation project is determined by the quality of its presentation and interpretation."

An article by Dr. Richard Goodwin, Director, Connecticut Arboretum and Dr. William A. Niering, Assistant Professor of Botany, Connecticut College, in the March issue of *Connecticut Woodlands* is a rebuttal to an article by Dr. H. H. Chapman entitled "Should Trees Be Cut in State Parks." The two authors feel that forests should be left in their natural state as much as possible and that the degree of cutting of trees depends on the size of the park, the size of the public use area, degree of use, and the species of tree. They state "It is

true that their (state parks') 'patrons' enjoy beautiful trees, but are there not also other values to be considered? What about the diversity of species, the shrubs and understory trees, the wildflowers, the birds and other forms of animal life, many of which will thrive best in relatively undisturbed surroundings and where occasional wolf trees are allowed to survive?"

"Sign Manual," the second and revised edition prepared by the Indiana Department of Conservation, Division of State Parks, Lands, and Waters is now available for 50 cents per copy by writing to the above agency in Indianapolis, Indiana. The manual has 56 pages, is illustrated, and has included suggestions on maintenance, mounting, text, and planning the position of the sign.

LEGISLATION

Legislation authorizing the California Division of Beaches and Parks to proceed with a \$48 million five-year plan for state park development based primarily on the use of funds from tidelands oil royalties has been approved by the Legislature and was signed by the Governor on April 13. The original budget submitted contained requests for \$82 million over the five years, but several of the items were given appropriations to last either one year or three years, thus reducing the amount appropriated. Also, considerable reductions were made in the total requests for park development, the riding and hiking trail construction, and the roadside rest program. An item entitled "Study and Acquisition, Recreation Areas on Reservoirs" for \$600,000

Planning and Civic Comment

was also approved. Most of the land acquisition for the five-year period was authorized in this legislation. While hitherto 70 percent of the oil royalties were earmarked for beaches and parks, the Legislature placed a ceiling of \$7 million per year on future expenditures from these funds.

NEWS FROM THE STATES

Arizona. In 1955 the Legislative Council of Arizona recommended that a study be made by the Arizona Development Board to survey the need for a state park system in that State. The report of the Survey was published at the end of 1955 and a bill (H. B. 20) was introduced in the Legislature to establish a state park system. This proposed legislation would have established an Arizona State Park and Recreation Board and provided an appropriation of \$100,000. In Committee, opposition developed, primarily from the Arizona Cattle-men's Association and numerous amendments were added to the bill. The bill became so changed by the amendments that even the staunchest backers opposed it and the bill did not pass. The State Attorney General recently gave an opinion that the Development Board was originally given authority to establish and maintain a park system under the Legislative acts governing the Agency. However, the Executive Committee of the Board has declined to establish a system under this authority since the Legislature did not appropriate funds for this purpose, nor agree on conditions under which a system should be operated. Considerable public in-

terest continues in the State regarding the formation of a State Park System and it is believed that further efforts will be made next year.

California. The U. S. Bureau of Reclamation and the Division of Beaches and Parks have entered into an agreement whereby the latter agency will develop and maintain public use facilities at Nimbus and Folsom Reservoirs on the American River. The National Park Service, in cooperation with the Bureau and the State, has prepared public use plans for the areas. The water and adjacent land areas will be operated as an integral part of the California State Park System, while the Bureau retains responsibility for protection and management of all facilities and areas concerned with the primary purposes of the water project.

Thornton Beach State Park has been officially accepted by the State Park Commission, the first unit in the San Mateo County Master Plan. The area is 49.7 acres and fronts the ocean for 3100 feet. Ocean currents keep water temperatures too low for swimming, but it is expected to be ideal for picnicking and fishing. Located in a suburban area, it will probably receive heavy recreational use.

Employees in District I of the Division of Beaches and Parks who lost considerable personal property in the December floods have been given generous donations of furniture and cash by other employees of the Division. Rehabilitation of public use areas is underway but in some instances will not be completed for the summer's crowds.

Planning and Civic Comment

Iowa. State prison labor has been used in the parks since last year. The first group has worked at Wapsipinicon State Park repairing roads and park structures. Joe Brill, former State Conservation Officer at Lake Manawa, will take the newly established position of Prison Labor Supervisor. His duties will be to formulate work plans; coordinate the prison labor in state parks, and supervise the program and the work.

Louisiana. Marksville Prehistoric Indian State Park has a new exhibit describing work at Poverty Point archeological site in northeastern Louisiana. The exploration took place last spring under James A. Ford, Associate Curator of North American Archeology at the American Museum of Natural History. Robert S. Neitzel, Curator of the Marksville museum, represented the State in the field investigations. The State is now developing another museum for the recently acquired park area at Mansfield.

Maine. A study of visitor camping use was made by the staff at Mt. Blue State Park. They found that in 991 camping parties using the park in the summer of 1955, 43 percent stayed only one night and 22 percent two nights. However, because some parties stayed a very long time, the average length of stay was 3.02 days. The findings revealed that 28.5 percent of the parties consisted of four persons, 18 percent consisted of five persons, 17 percent consisted of three persons and 26 percent consisted of two persons with an average of 3.7 persons per party. The figures showed that the camping area was at

capacity 70.8 days during the season.

Michigan. A new 100-man work camp for trusted inmates of the state prisons is being built west of Alberta beginning this May. The site is located for work both at Baraga State Park and the proposed Van Riper State Park on Lake Michigan. It is expected that work at the two parks, and two other State installations in the vicinity will be carried on for about three years.

A court decision made in April may set a pattern for future decisions regarding the right of the public to boat and fish on public waters. The issuance of an injunction was approved ordering a man and his wife to cease barricading the entrances to Lake Ann. The defendants claimed that because of their ownership of all the land surrounding the lake up to the point where the outlet stream begins, they had a right to keep people out of the lake, while the State contended that the lake should be open to the public.

Grand Haven and Holland State Parks each recently have been benefited by an "Operation Cleanup" by nearby residents to prepare them for the coming season. About 700 teenagers turned out to work at the former area and Boy Scout units at the latter. Lunch was served by local organizations at each park.

Mississippi. A. Hardy Nall, former Director of Mississippi State Park Service, has been succeeded by James A. Sides.

Missouri Correction. "State Park Notes" in the March issue of PLANNING AND CIVIC COMMENT reported

Planning and Civic Comment

the gift to the Missouri State Park Board of a 2,400 acre tract which included Taum Sauk Mountain. The tract now officially named Johnson Shut-ins State Park does not include Taum Sauk Mountain as stated in the note, but is four air miles distant. The Mountain is administered by the Conservation Commission which operates a forest fire lookout tower on the summit.

Nebraska. Much new construction, which will greatly assist the visiting public to enjoy the parks and recreation areas, has been undertaken by the Game, Forestation, and Parks Commission this year. Ten new all modern overnight cabins have been built and five old cabins have been renovated and modernized at Chadron, Niobrara, and Victoria State Parks. A new approach was made from the nearby state highway to Pressy Recreation Grounds, and a new gate has been made at Arbor Lodge State Park. Chadron State Park boasts a new office-residence structure, and new swimming pools have been made at Niobrara and Ponca State Parks, the latter constructed by reformatory labor.

New York. The Conservation Department reports that the Finch, Pruyn Company of Glens Falls, New York, has recently given the State large parcels of land totalling approximately 13,250 acres. These lands are within the Adirondack Park and will become part of the Forest Preserve. These parcels are valuable to the State in its effort to obtain space for recreation activities. By arrangement of long standing, the State continues to pay taxes to the counties on such lands when

they are given to the Adirondack or Catskill Parks.

Oregon. Early in the year, Governor Patterson requested the Highway Advisory Committee to study the proposal to separate the administration of the state parks from the Highway Commission. Hearings were held in February for a day and a half during which groups favoring a change presented the arguments that the Highway Commission of three non-salaried citizens is too burdened with highway problems to give sufficient attention to the state park system, and that parks should be governed by a separate commission composed of persons with competence in park affairs.

South Dakota. The Department of Game, Fish and Parks anticipates a considerably reduced park and recreation area program during the coming year, the Game Director, Elmer Peterson, announced recently. Heretofore, some funds for the operation of parks have come from Federal sources through the laws which aid wildlife restoration and fisheries research. The State derives some income from the operations at Custer State Park, but Mr. Peterson said he felt that the only solution was to get more operating funds through increased appropriations. Visitors are requested to keep the areas clean, and local groups are urged to make some arrangements for additional cleanup.

Easements have been obtained by the Department of Game, Fish, and Parks for five additional roadside park sites. It is hoped that ten new roadside parks will be

Planning and Civic Comment

completed this year bringing the total to 41. Cooperative agreements with towns in the Pollock area have been made regarding the development of a recreation area in that vicinity.

Tennessee. An archeological project underway at T. O. Fuller State Park is expected to attract many tourists after it is opened to the public this summer. Considered by many authorities to be the site of the Indian village at which DeSoto crossed the Mississippi River, the excavation was first undertaken in 1940 when the village site was unearthed by CCC workers. During the past summer, six acres have been cleared and a palisade erected around the entrance to the site. When archeological excavations are complete, it is hoped that the village and ceremonial center can be restored and left in place for the public to see.

Texas. On May 18, Governor Allan Shivers dedicated Huntsville State Park, 65 miles from Houston, culminating more than 20 years work toward its establishment. The site was first developed with Civilian Conservation Corps labor in the 1930's. A dam constructed at that time was washed out by a flood in 1940. Since the estimates on repairing the dam ran higher than any amount which could be obtained, the CCC personnel withdrew. The Texas Forest Service was then asked to make suggestions for a plan for selective logging, with the money derived therefrom to go into a fund to repair the dam. Trees were cut throughout the 2,000-acre park except from about 200 acres near the entrance road and public

use area. Now a new dam has been built and stocked with fish ready for the public at time of dedication.

A new historical feature has been added to Washington State Park, site of the signing of the Declaration of Severance from Mexico. The restored home of Dr. Anson Jones, last president of the Republic of Texas, has been opened to the public. The home was removed from its original site to Washington State Park a number of years ago, but the restoration was not accomplished until this year. Furnishings to make the home appear as it did in the 1840's were provided by descendants of Dr. Jones and others.

Washington. The State Parks and Recreation Commission has recently been issued a lease on 155 acres of Federal property on Rufus Woods Lake formed by Chief Joseph Dam on the Columbia River. The State is acquiring an additional 160 acres in the same area from private owners. The U. S. Corps of Engineers, builders of the dam, and the State are collaborating on road access plans. Development by the State will proceed as soon as all land has been procured.

Wisconsin. Purchase of 288 acres on the shore of Lake Winnebago by the State has assured a new state park for northeastern Wisconsin. The State hopes ultimately to obtain about three miles of shoreline, and at present owns almost two on the east shore. The park project has been taking form for about 20 years. Local communities have raised more than one-half of a \$50,000 fund goal to provide picnicking facilities and a boat harbor, assuring early development and use.

An Innovation in State Park Financing

By ROBERT P. FOLSOM, B. S. L., L. L. B., Finance Consultant, to Walter Butler Company, Architects and Engineers, St. Paul, Minn.

EDITOR'S NOTE:—The method of financing State park development presented by Mr. Folsom has been used as a means of obtaining funds for construction of specific facilities such as large and expensive lodges. Whether its wide application would be in line with long-standing park policies is a question that readers will wish to consider.

The NCSP has always held that State parks are natural reserves, not resorts; that the State park systems should be planned by the States to preserve their finest areas of natural and historic character and should be adequately financed to provide for their protection and public enjoyment of their particular values.

To plan and develop State parks for financial profit would be, we believe, to risk the loss of their fundamental purpose and character and thereby their reason for existence. There exist different concepts of the financing of facilities in state recreation areas. Over-commercialization of state parks is a dangerous practice, but the development of state recreation areas might be financed as this article outlines, as it is relatively common to finance stadium, football field or swimming pool by the revenue bond method. However, there must be a very fine line between the financing of facilities of this type and the facilities mentioned in Mr. Folsom's article.

Most Americans today have more leisure time and more money to spend than ever before. Nearly every family has an automobile; our highway system, while it leaves much to be desired, is being constantly improved. Americans, are travel minded, and now, as never before, they are going places and doing things. This fact, together with our growing population, has resulted in a condition in our State and National Parks which park administrators and personnel are well aware of. Park facilities in many States are inadequate for the increasing number of visitors. Legislative appropriations for park purposes are often sufficient only for general or preventive maintenance; expansion and improvement programs of major consequences are precluded by the non-availability of funds.

Traditional philosophy maintains that the state parks should be free to the public and that the function of government should be limited to policing, maintenance and the providing of simple conveniences such

as picnic tables, fireplaces, shelters and utilities. Many state park officials recognize that this philosophy is no longer appropriate. The traveling and vacationing public has indicated that it desires and is willing to pay for more and better facilities in the state parks than have been provided heretofore. Longer week-ends and vacations and larger paychecks have made outing a family affair for many who were previously unable to venture forth. While these people cannot afford the more exclusive private resorts, neither will they accept the limited and unsatisfactory accommodations and facilities which, too often, is all that is available to them. The family wants and can pay a reasonable price for the use of modern accommodations with many of the conveniences of home. The young vacationer is seldom satisfied with an outing which consists exclusively of sight-seeing; demand for both accommodations and recreational facilities in the state parks is growing rapidly and will have to be met.

Recognition of these facts has

Planning and Civic Comment

prompted several States in recent years to enact special legislation which enables them to issue Revenue Bonds to finance the construction of lodges, cabins, restaurants, swimming pools and other facilities in their parks. These Revenue Bonds are payable solely from the earnings of the state park system and therefore do not constitute an indebtedness of the State. Revenue Bond financing can usually be effected without constitutional amendments, general elections, special tax levies or legislative appropriations. The result is a self-supporting park development program which is not a burden on the taxpayer; facilities so provided are paid for by those who use them. States which have passed such legislation include Oklahoma, West Virginia, Texas, Kansas, Kentucky and Arkansas. The experience these States have had under their respective laws is both interesting and encouraging.

States have a common objective in enacting Revenue Bond Enabling Legislation to develop their parks, but the actual language of the laws usually differs. This is necessarily so since serious constitutional objections may arise if the law of another State is adopted verbatim. Moreover, great care must be exercised in the drafting of this type of legislation in order that it will meet with the approval of the legislature and at the same time provide broad and ample authority to undertake the construction and financing of all desired improvements. In addition to authorizing the issuance of Revenue Bonds, enabling legislation also grants the power to acquire real and personal property, the

power of eminent domain, the power to acquire, construct, maintain, operate and lease park facilities and the right to impose fees, tolls and charges for the use thereof. Properly drawn enabling legislation is flexible and permits the sale of Revenue Bonds in such manner and upon such terms as the issuing body determines most advantageous. It is recognized as good practice to have enabling legislation drafted by the same attorneys who will be called upon to approve the issuance of the Revenue Bonds. Such attorneys should be qualified, nationally recognized, bond attorneys who have had experience in this type of work.

Where enabling legislation has been obtained, an engineering and financial Feasibility Report must often be made in order that the Revenue Bonds will be marketable. This is particularly true where there is no existing revenue producing system or no historical record of earnings and expenses. The Feasibility Report is a comprehensive study of all factors bearing upon the engineering and financial feasibility of the proposed project and includes a determination of locations and sites most suitable for development, a determination of general specifications with cost estimates, recommendations as to rates and fees to be charged for public use, a projection of normal revenues, expenses and operating profits and a complete financing plan. Such a report serves a twofold purpose: It indicates to the State just what can be done within the framework of existing legislation and within the more practical

limitations imposed by public demand and use; it indicates to prospective investors in the Revenue Bonds the nature of the security for their investment. Insofar as the latter is true, the Feasibility Report has a marked influence on not only the interest rate at which the Revenue Bonds will be sold, but on something equally important, the terms and conditions which the investors will require to protect and secure their loan.

Where no funds are to be available until Revenue Bonds are actually sold, the Feasibility Report may have to be undertaken on a "contingent basis"—no fees for its preparation are payable until the bond issue is sold. The importance of a thorough and competent Feasibility Report cannot be over-emphasized. Every effort should be made to employ engineers who are qualified to render a widely acceptable Report and thereby assure successful marketing of the Revenue Bonds.

Experience has demonstrated that where permitted by law, the best practice in selling Revenue Bonds of this type is to negotiate for the sale of the bonds directly with prospective purchasers. Bond issues of this character seldom lend themselves to advertised, competitive bidding since prospective purchasers will have different requirements as to terms, conditions and covenants. Interest rate alone should not be the determining factor in awarding the sale of Revenue Bonds, and the best results are often obtained by negotiating for the terms, conditions and interest rate, which, when con-

sidered together, are most favorable to the issuer. It thus becomes apparent that unless the issuer is experienced in Revenue Bond Financing, competent financial advice is desirable in connection with the sale of the bonds. It is also well to note that in order to be marketable, the issuance of state and municipal bonds must be approved by qualified, recognized bond attorneys whose opinion is acceptable to the purchaser.

The financing of state and municipal improvements through the issuance of Revenue Bonds is a relatively new concept. In recent years legislation has been enacted to facilitate financing, on a Revenue Bond basis, of a wide variety of projects such as turnpikes, toll bridges, water, sewer, gas and electric systems, college dormitories, armories, harbor installations and off-street parking facilities. From the experience gained, Revenue Bonds are increasing in investment stature, and this type of financing now plays a growing and important role in the development, improvement and expansion of publicly owned facilities of many kinds. Revenue Bond Financing of state park improvements is usually resorted to where large scale developments are deemed desirable and where sufficient funds from other sources are not conveniently available. Both of these conditions appear to be prevalent in many States. Where properly contrived, Revenue Bond Financing has been manifestly successful and has enabled undertakings that would have been impossible otherwise.

Suggested Statements of State Park Policy

WILDLIFE POLICY FOR STATE PARKS, STATE PARK POLICY ON VEGETATION MANAGEMENT and SUGGESTED PARK MANAGEMENT STANDARDS AND PRACTICES IN HISTORICAL AND ARCHAEOLOGICAL AREAS

Prepared by the Committee on Standards of the National Conference on State Parks consisting of: George J. Albrecht, New York, Chairman; John J. Collier, Michigan; Pearl Chase, California; J. V. K. Wagar, Colorado and Mark H. Astrup, Oregon.

EDITOR'S NOTE:—The suggested state park policy statements on wildlife, vegetation and historic site management, published herewith, were submitted to the Board of Directors of the National Conference on State Parks by the Conference's Standards Committee. The Board of Directors, at its February meeting, accepted the statements for consideration so that appropriate action may be taken by the membership at the annual meeting to be held in Grand Teton National Park on September 7-11.

It will be helpful if, in the meantime, those who wish to comment on any or all of these statements will send their comments to the Executive Secretary, National Conference on State Parks, 901 Union Trust Building, Washington, D. C.

Suggested Wildlife Policy for State Parks

As far as possible, State Parks shall be preserved as natural areas. At least two conditions must modify this concept. Most State Parks are strictly limited in extent and artificial management is essential to maintaining or "stabilizing" the various features of the environment. Public use or visitation is the second factor for which compensatory measures must be taken. Use by the public must be restricted, likewise, if the Parks are not to become mere play areas.

Native species of animals and plants shall be maintained in the State Parks to the extent made possible by the size of acreage, the persistence of essential living requirements, and the type of economic use of surrounding lands. Extirpated species may be restored if stock of the same type is available elsewhere and if the restored animals can be maintained under the above limitations.

Mammals which are capable,

when abundant, of greatly modifying the vegetation shall be maintained at an approximate level which will permit of preserving a normal assemblage of the plant species. The goal should be to retain an approximately normal ratio of abundance in the various plant species and to preserve at least representative specimens of rare kinds but not to eliminate evidences of use by the animals.

Control of animal numbers, when required, is a work function of the park authority, essentially no different from control of plant life and maintenance of roads and trails. The park administration should be free to accept or reject offers of contributed labor in wildlife reduction programs exactly as in other aspects of park operation.

The aquatic environment and its inhabitants should be regarded as an integral part of State Parks and managed in conformity with general practices governing these

areas. Fishing, being generally accepted as permissible, should be regulated so that natural reproduction will be sufficient to meet

anglers' needs. Artificial stocking, which is largely ineffective, should be held to a minimum.

Suggested Policy on Vegetation Management

The vegetation in state parks is an integral part of the park scene. In many it is the dominant feature of the area. In most it provides the framework or setting for those significant values that give purpose and meaning to the park.

A reasoned and sound policy of vegetation management is of primary concern in state park administration. Such a policy should include the entire flora and should not be restricted to generally recognized forestry or forest practices. The term vegetation management, as used here, is broadly defined as the manner in which the vegetation within the areas is protected, maintained, developed or used to provide suitable environments in keeping with the purpose for which the areas were established. It would logically include treatment of the entire floral community from lesser plants to shrubs and tree species. It would involve determination as to the extent to which plant life should be preserved in a natural condition and also what growth should be encouraged or developed and what should be restricted or removed and under what circumstances or for what purposes. It would recognize that true primeval characteristics are found in relatively few of the parks and that management of the vegetation should

be directed generally to fostering a return to a natural character to the degree required under the basic purpose for which the areas are established.

Suggested policies here are, of necessity, broad in concept and some modification in application must be expected to cover the variety of areas and circumstances found within the state park system. These are intended rather as guide lines for the development of specific practices within the areas.

However, uncontrolled or wild fire is the greatest menace to the significant values in all state park areas. It seriously damages the beauty of the parks and may destroy valuable property and endanger human life. There can be no compromise in the basic policy of positive prevention and immediate suppression of all wild fires whenever and wherever they occur.

The state park system logically falls into two broad classes or types of areas in regard to vegetation and its significance within the areas. The natural areas of scenic or scientific interest in most cases include vegetation of great importance. These areas were set aside primarily to preserve them in a natural condition for public enjoyment and education. Developments are restrained and visitor use

Planning and Civic Comment

controlled to prevent destruction of the values to be preserved.

It would seem logical here to adopt a broad policy of preservation of the natural state insofar as this is reasonable and practical and still permit use and enjoyment. Some defined exceptions will be necessary and desirable. The developed or use areas within these parks will require vegetation management somewhat parallel to that applied generally within the second broad group, but exceptions to the broad policy should be rigidly restrained in the natural areas of the scenic type parks.

In the second class of areas, including the historical parks, developed type recreation areas, waysides and some beach parks, vegetation is of importance but may be of less significance. Here the vegetation must be managed and maintained in such manner as to furnish a suitable and safe environment in keeping with their fundamental purpose. Undisturbed naturalness is not necessarily prerequisite, in fact may detract from the basic purpose.

All of the state parks, regardless of the reason for their establishment contain one or both of the following vegetation zones:

1. *The highly developed or use area zone.* This zone includes the land area immediately occupied by or influenced by the roads, trails, buildings or facilities provided for administration, maintenance, use and enjoyment of the area. This zone should be reasonably well defined and the vegetation here should be recognized as a supplement but subordinate to the facilities—man-

aged in such a way that a maximum of protection to the facilities and people and efficiency in use is provided without damaging the quasi-natural or the desired appearance of the vegetation. Such management will require protection and maintenance, replacement or removal of vegetation in accordance with the needs and purposes of the development or use area yet in keeping with the fundamental purpose of the park itself.

Some of the historical parks and highly developed type recreation areas may in fact include only this zone of vegetation. In contrast, scenic or natural areas contain a minimum of this type of zonal vegetation and particular care should be exercised to maintain a pleasing transition from the use area zone to the zone of natural vegetation. This fringe growth, properly part of the use area zone since it results from the development, should be handled in such a way that the transition is not too unnatural in appearance—a gradual blending of the maintained into the essentially undisturbed.

More specifically management policy here would include:

a. Trimming, pruning, removal of trees and vegetation for authorized rights-of-way, building or development sites, vistas for proper clearance, safe sight distance, protection of property and people and to restrict encroaching fringe growth.

b. Plantings, mowings, prunings for appearance and pleasing foregrounds; vegetation replacement programs to develop and maintain overhead cover or screen plantings in campgrounds, picnic areas and



SCENES IN THE GLACIER-CARVED VALLEY OF JACKSON HOLE

NATIONAL CONFERENCE ON STATE PARKS

36th Annual Meeting

Grand Teton National Park, Wyoming

September 7-11, 1956

HEADQUARTERS—JACKSON LAKE LODGE,
MORAN, WYOMING

An unusual opportunity is afforded this year to members of the National Conference on State Parks and others interested in the Grand Teton

National Park to attend this Annual Conference in the majestic area of the Teton Mountain Range and the northern portion of Jackson

ELK DRIFT DOWN THROUGH THE MONUMENT TO THE ELK REFUGE IN WINTER



Hole, a high mountain valley famous for its associations with early western history. The great array of peaks which constitute the scenic climax of the Grand Teton National Park is one of the noblest in the world. Much of the mountainous area of the park is above timberline; the Grand Teton towers more than 7,000 feet above the floor of Jackson Hole. Together, the Teton Mountains and Jackson Hole form a landscape of matchless grandeur and majesty unlike any other in America.

The Conference will open on Friday, September 7 in the new Jackson Lake Lodge, which was formally dedicated on June 11, 1955. The dedication dinner on that date featured addresses by Laurance S. Rockefeller, President of Jackson Hole Preserve, Inc., Conrad L. Wirth, Director of the National Park Service and Kenneth Chorley, President of Grand Teton Lodge Company, which have been published in previous issues of *PLANNING AND CIVIC COMMENT*. The new Lodge was dedicated as a gift to the American people and is a pilot study in park development.

Illustrated talks on the Parks by representatives of the National Park Service and the U. S. Forest Service, with post-conference tours of Grand Teton National Park and Yellowstone National Park have been arranged by Superintendent Frank R. Oberhansley, and will be outstanding features of the Conference.

A Conference luncheon will feature an address by Joseph Prendergast, Executive Director, National Recreation Conference, New York, N. Y. on *The Evolving National Recreation Pattern* and the banquet, with the inimitable Tom Wallace presiding, will present greetings from Wyoming, with an address by Conrad L. Wirth,

Director of the National Park Service who will tell "The Story of Grand Teton National Park."

The usual Roll Call of the States a feature of every Conference, will bring representatives of the various state park agencies to relate the progress made in their States during the past year. General discussion sessions on "Integration of Outdoor Forest Recreational Potentials with Public Park Programs"; on "Merit Systems and Career Service Opportunities in State Parks" are to be addressed by outstanding leaders in these fields.

Park Practice, the handbook issued by the National Conference on State Parks, recently facilitated by a new cooperative service established in April in the National Park Service under the direction of Ira B. Lykes, will be an important presentation. Mr. Lykes will explain future plans for strengthening the service to the parks through the mutual sharing of information in park procedure.

"Park Movement in the Province of Ontario" will be outlined by W. B. Greenwood, Chief, Division of Parks, Toronto, Canada; "Gatineau Parkway Federal District Commission" by Peter H. Aykroyd, President Engineer, Ottawa, Canada; "Need for Recreation in Public Land States" by Joseph W. Penfold and "Ohio's Experience in Establishing a State Park Within a State Forest," by V. W. Flickinger, Director of State Parks for Ohio.

The election of new officers of the Conference will be held, following the usual reports by officers and chairmen of committees.

Preliminary programs with full details for reaching the Park and registering, are available from the National Conference on State Parks.

Planning and Civic Comment

the like; plantings and similar treatments in erosion control work.

c. Special arboricultural work to protect and preserve valuable specimens or shade trees.

d. Insect and disease control to keep the area reasonably free of these pests and prevent serious epidemics which threaten or destroy vegetation here and outside the zone. Normally this would involve a maintenance control program to maintain endemic conditions throughout the zone.

e. Fire hazards reduction treatments with periodic removal of accumulation of flammable litter, or standing or down dead material within or immediately adjacent to the use area.

f. Securing wood products for construction, operation or sale should be limited to designated legitimate sources. These sources would include only authorized clearances as or similar to those outlined. Commercial forestry practices for the sole purpose of harvesting wood products should not be permitted anywhere within the zone or the park.

g. Suppression of exotic or undesirable plants to keep the areas reasonably free of such vegetation. Aggressive exotics frequently secure a foothold here and threaten widespread invasion of the natural area unless periodically suppressed. Certain exotics may have become so naturalized, and in fact may be required to complete the scene in historical areas, that retention is both desirable and necessary. These plants should be treated and managed as native vegetation. Undesirable plants such as poison ivy,

must be restricted as a protection to park users.

h. Grazing by domestic stock should not be permitted and wild-life grazing should be restrained because of adverse effects on vegetation and sanitation in human use.

2. *The Natural Area Zone.* The territory beyond the use areas and environs, particularly as applied to the scenic and scientific type state parks, should be managed in such a way as to foster and maintain an essentially natural character in so far as this is possible and still permit safe use and provide for the protection of the features of the area.

Roads, trails and other fire control physical improvements may be required for adequate protection of the vegetation from fire. These improvements should be held to the minimum needed to meet the basic use and protection requirements for the area. Once authorized and constructed, vegetation within or adjacent to these facilities and influenced by them would be considered as within the use area zone and would be managed accordingly with some modification particularly in the application of disease and insect control treatments in isolated areas.

Other details of management policy including limited exceptions to the basic policy here would be:

a. Commercial forestry practices, as commonly understood and applied, are contrary to the basic purposes of the areas and should not be permitted.

b. Erosion control should be applied where it is clearly indicated that corrective treatment is neces-

sary to prevent continuing or accelerating damage to natural values.

c. No attempt should be made to keep this zone entirely free of insects or diseases. Control measures should be initiated when these pests threaten destruction of park vegetation. This would include controls of introduced or native pests in or threatening epidemic proportions.

d. Living vegetation should not be disturbed except in essential insect, disease or erosion control projects or in fire suppression work.

e. Some fire hazard reduction treatment may be required following severe burns or as the result of widespread disease or insect kills to reduce fuel fire hazards within a short period of time and permit more efficient suppression of fires which might occur. This work should be limited in scope to meet clearly justified needs.

f. Wood products that are needed and cannot be secured incidental to authorized pest control or fire hazard reduction treatments here or from designated and authorized

sources in the use zone should be secured from outside the park. The very rare exception might be these instances where inaccessibility precludes transporting material to the site, such as logs needed for foot bridges in extremely isolated locations.

g. Control of undesirable plants should be limited to suppression of exotics where and to the extent that it is practical to do so.

h. Grazing by domestic stock destroys the natural character of the area and should not be permitted.

Basically it should be recognized that the only natural and essentially undisturbed vegetation will be found within the natural zone. All vegetation within or immediately adjacent to and influenced by the use zone is not and cannot be "natural and undisturbed" and must be managed to fulfill the purpose of these areas and in turn the park itself. However, all treatments under vegetation management within the entire park should be applied only as a means to this end purpose and not as an end in themselves.

Suggested Park Management Standards and Practices, Historical and Archaeological Areas

1. *Development*

a. It should be established as a fundamental principle that adequate research should *precede any* development work in a historical area. Such research will prevent the inadvertent destruction of historical evidence by construction and will prevent faulty and in-

accurate restoration or reconstruction. At many historic sites, adequate research will involve archaeological exploration as well as the more usual forms of library research.

b. After sufficient research has been completed, a long-range master plan for preservation and development should be

Planning and Civic Comment

- prepared. This plan should spell out, in a statement of significance, exactly what values are to be preserved at the site. All development plans should be shaped toward preserving and presenting to the public the values outlined in the statement of significance.
- c. Development features in historical areas should be considered merely as physical aids to interpretation and preservation. They should be considered as necessary intrusions which make it possible for visitors to gain access to and appreciate the historic site and exhibits. The intrusive character of improvements should be lessened as much as possible by use of historic road alignments, historic fence types, historic architectural styles in construction, etc. Administration and museum buildings, and other modern facilities which must be built, should be located on places other than those of vital historical importance in so far as practicable.
 - d. All restoration or reconstruction work no matter how minor in nature, should be based upon a definite plan, and this plan should be accompanied by a documentary report fully justifying, in detail, the work which is to be performed. The report should constitute proof of the authenticity of the work. This report should serve as a permanent record which will make perfectly clear to later generations exactly which portions of a historic structure represent original workmanship and which are reproductions.
 - e. Hypothetical or conjectural restoration or reconstruction of structures should be discouraged. In cases where existing evidence is such as to permit accurate reconstruction, all reconstructions should be clearly identified as such to the public. Artificial "antiquing" of new work should not be permitted.
 - f. In the restoration of historical structures, today's artistic preferences and prejudices should not be permitted to result in the modification, on aesthetic grounds, of authentic work of a bygone period representing other artistic tastes.
 - g. No monument, marker, tablet, or other memorial should be placed upon any part of a state historical area until the design, text, description, material, finish, and location have been approved by the state park director. In general, no large statuary, sculpturing of rock masses, other memorials which would materially alter the historic scene should be permitted within state historical areas.
2. *Administration*
 - a. The chief objective in the administration of historical areas should be to present to the public the original historical scenes in so far as possible.
 - b. Since the maintenance of large

Planning and Civic Comment

- historical areas is generally very expensive, the leasing of ground and structures for commercial purposes which will facilitate the interpretation and preservation of the area, or at least will not interfere with the historic scene, should be encouraged. For instance, agricultural use and grazing permits may be granted in historic areas where such permits will tend to preserve or restore historic vegetative cover or other agricultural features. Historic structures may be leased as hotels, restaurants, craft shops, and residences where such uses are in keeping with historic tradition and will not interfere with the preservation and interpretation of the area.
- c. Where historic shrines are of major inspirational value, admission fees should be eliminated or kept at a minimum so as to encourage visitation.
 - d. In addition to preservation, the administration of historic areas should be aimed at interpretation. The inspirational and educational values of historic sites are not always self-evident to visitors. Accurate information is generally essential to the understanding and appreciation of historic sites.
 - e. When applicable and financially practicable, such media as interpretive leaflets, historical signs and markers, trailside exhibits and museums, sample restorations of fortifications, museums, restored buildings, and furnished house mu-
- seums and historic structures, should be available at each historic area. Such "mute" aids to self-guidance should be supplemented, when possible, by trained personnel to impart information by guided tours, lectures, oral answers to questions, etc. Sales literature relating to the area should also be available.
- f. Interpretive staffs should collect, study, and preserve historical sources relating to the events commemorated by their respective areas. Results of such research should be preserved and kept accessible so that the results will be cumulative and usable by others.
 - g. Since the primary purpose of historical areas is educational and inspirational, recreational facilities in such areas should be the exception rather than the rule. It should be recognized, however, that in many state-administered areas, particularly in historic sites of moderate importance, recreational and historical uses can be judiciously combined. In such cases, the skill and good taste of the park planner and administrator are all-important.
 - h. Museums in state historical areas should be designed, primarily, to explain the stories of the sites at which they are located. The display of rare or exotic museum pieces for their own sake is not an objective; park museums should not be permitted to become repositories for miscellaneous

Planning and Civic Comment

- historical objects not related to the park areas.
- i. Being designed to tell stories, park museums should maintain a balance between original objects and pictorial and explanatory material. For story-telling purposes, it frequently will be found that the typical object of the period, not the rare or expensive piece, is the most useful and truthful exhibit.
 - j. A definite policy of museum accessions should be adopted and should include the following points: (1) Refusal of proffered gifts which do not relate to the park area, or do not advance its interpretive program directly as an exhibit or indirectly as material for the study collections; (2) a written understanding setting forth the terms on which the gift is offered and accepted; (3) proper cataloging and recording of specimens as they are accessioned.
 - k. In presenting the historical area to visitors, no attempt should be made to regiment the visitors or to thrust information upon them.
 - l. Interpretive personnel, in so far as possible, should have historical training.
 - m. Interpretive personnel should be trained to understand that their primary purpose is to assist visitors. They should make visitors feel welcome, should answer all questions fully and to the best of their ability, and should make available to serious scholars all the research information and facilities of the park. No park employee should be permitted to feel that information he has gathered in relation to the area as his personal property to be exploited by himself alone.
 - n. As soon as possible, every state park system which includes historical areas should have upon its central staff at least one trained historian who is experienced in the fields of historic site preservation and interpretation. The duties of the historian shall be to advise the state park director in all matters pertaining to history in the state park system, to perform and direct research in relation to proposed historical areas and the development and interpretation of existing areas, and to train interpretive personnel.

Park Service to Enlarge Cooperative Activity

The exchange of ideas, methods, techniques, design standards, and other matters pertaining to the development and management of Federal, State, and local community parks will be facilitated through a newly established position in the Washington headquarters of the National Park Service.

Ira B. Lykes, formerly superintendent of Shiloh National Military Park in Tennessee, has been named Chief of the Service's New Park Practice Section and participation in the information exchange program. The exchange of information and ideas will be carried on jointly with the National Conference on State Parks, headquarters of which are in Washington, D. C.

Establishment of the new position is a further recognition of the fact that both the Service and other park agencies can profit greatly from a mutual sharing of experience. The undertaking will still further strengthen the cooperation of the Service with Federal, State and local administrators of parks and recreation areas, prescribed by the Park, Parkway, and Recreation Area Study Act of 1936.

Mr. Lykes reported for duty in Washington the latter part of April. He has been Superintendent at Shiloh since 1951. From 1940 to 1951, he was superintendent of Prince William Forest Park, in Virginia, a unit of the National Capital Park System. He has been with the Service since 1933.

A native of New Jersey, he served as a Marine officer during World

War II. He recently completed a color motion picture which re-enacted the battle of Shiloh and for which he obtained exceptional financial and other cooperation from nearby communities and organizations. Previously he had authored "Shiloh—Portrait of a Battle," a dramatic pictorial presentation which has been widely shown.

Park Practice is intended to be a practical compilation of reference material which will serve to assist in the solution of park and recreational programs at the various levels of government. Through the concerted effort of the National Conference on State Parks and the National Park Service suitable material for Park Practice will be solicited, screened, compiled and published. This publication was launched by the Conference in 1951 and a Committee functioned to encourage submission of material and publish it for the subscribers. The national park superintendents at a conference held in September 1955 recommended establishing a means of exchanging ideas on park practice. The Director discussed this recommendation with the Board of Directors of the Conference and it was concluded that the Conference and the Service should make the park practice program a joint undertaking to serve park and recreation workers.

Subsequently the Park Practice Section was established in the National Park Service. It is proposed to issue Park Practice inserts, one subject per sheet, in multiples of four sheets on a quarterly basis.

Two Reports on Citizen Organizations Available

A Directory of Citizen Organizations, prepared by the City Planning Division of the University of Arkansas at Fayetteville, under the supervision of William S. Bonner, Associate Professor, City Planning Division, in cooperation with the American Planning and Civic Association, was published in March and is now ready for distribution. The information contained in the Directory is based on data received from over 150 citizen organizations which had indicated active interest in planning in recent years and which had responded to a mail survey by means of a questionnaire.

A follow-up publication, to be entitled, "Citizen Organizations for Planning—A Survey Report," will soon be issued which will cover those citizen organizations which undertook activities in the field of planning during 1955. For each organization included, information will cover its purpose, planning activities, and if applicable, titles of reports or publications of the organization.

Both reports will be available without charge by applying to Mr. Bonner, at the University of Arkansas. Both are in mimeographed form.

Citizen Action for Community Planning

The Wheeling Area Conference on Community Development in its quarterly publication, *Highlights on Community Progress*, reports that Fred Utevsy, resident planner in Wheeling is gathering statistical data necessary for the preparation of a Master Plan. Certain population studies have already been completed and material is now being sought in the preparation of a map of the Valley area which will show existing industry, all plant expansions since 1950, new industry and existing available industrial land. Mr. Utevsy recently conferred with the U. S. Army Engineers in Pittsburgh on flood control plans affecting Wheeling. Base maps of the planning area have been completed at the New York office of

planning consultant, Francis Dodd McHugh. The master plan for Wheeling is being financed by the Conference at a cost of \$40,000.

Herbert H. Smith, Executive Director, Community Planning Associates of Princeton, N. J. has written an article in the May issue of *The American City* entitled "Enthusiastic Citizens Put Over Kearny, N. J. Parking Survey." Mr. Smith tells the story which began in the early part of 1954 when the Planning Board of Kearny began to work on its parking problem. Consultants were engaged to undertake a comprehensive study and civic groups were enlisted to put 100 volunteer workers to counting parked cars. At first this seemed like an impos-

Planning and Civic Comment

sible task, but the spirit and zest of the citizens was unbounded and the civic groups responded 100 percent. The survey was conducted and provided the information on parking used in the report to the Planning Board. Vehicle counts showed the parking time for each car and turnover for on-street parking. All information was assembled on punched cards and tabulated. The Kearny parking study was submitted to the Planning Board which in turn has presented recommendations to the Town Council. The spirit in which the survey was tackled by the citizens speaks well for the civic spirit of the 101 citizen participants of Kearny.

The Citizens Planning and Housing Association of Baltimore, Maryland, has moved to new headquarters on the third floor of 319 North Charles Street. The new office has twice as much room as the old quarters had, including four desks for volunteer workers and a room for committee meetings. An Open House was attended by 200 persons, whose generosity provided almost \$125 of the \$350 necessary for moving and equipping the new office. The Board has adopted a \$30,000 budget for the year beginning April 1, an increase of about \$2,000 over last year's goal. An average of \$15 per member will be spent on the projects of working with local improvements associations, watchdogging city agencies, educating residents of both city and county to their responsibilities for eliminating slums and stopping the spread of blight, improving the tools of urban renewal and making

research studies on topics of current importance.

The Citizens Civic Association of Fort Wayne, Indiana reports in a recent issue of its *News Letter* that there is a growing conviction in the public mind that "Land-Use and Improvement Planning and Zoning" should be extended to all areas in Allen County, outlying the City of Fort Wayne, which are suburban in character of development. This conviction is based upon the logical premise that an obligation rests upon both the city and the county to safeguard such areas against indiscriminate land-use practices which adversely affect property values and the orderly, efficient development and improvement of our community.

A year ago, the City of Fort Wayne took a progressive step toward the conservation of property values in most areas lying two miles beyond its corporate limits at that time. This was accomplished through the enactment by its common council of an ordinance extending the jurisdiction of the City Plan Commission to such areas and the establishment of a "Land-Use and Development Program" applicable thereto.

Mayor Robert E. Meyers recently announced that the city administration had begun one of the "most comprehensive sanitary and storm water sewer surveys ever undertaken locally" for the purposes of determining future needs and facilitating the construction of auxiliary treatment plants and sewer systems in the city proper as well as in the fringe area of Fort Wayne.

Planning and Civic Comment

It is now apparent that long-range improvement planning for "the city of tomorrow" has begun and that "Land-Use and Improvement Planning and Zoning" should be instituted through the establishment of a proper Planning Agency, commensurate with the needs of such areas, the desires of freeholders therein and under authority of Indiana law.

The Association is promoting this interest and a recent meeting was devoted to the theme: "Land-Use and Improvement Planning and Zoning" to promote an analysis of citizen needs on a priority basis and the establishment of a program for fulfilling these needs and conserving property values. Participating in the discussion panel were: Richard T. Doermer, Asst. City Attorney—City Plan Commission, Robt. A. Hattersley, Realtor and Delegate to Citizens' Council, Ralph E. Heckman, President, Aboite Township Community Assn., Walter V. Kell, Farm Bureau, Delegate to Citizens' Council, Herman G. Steegman, Industrial Consultant, I. & M. Electric Co.

The April monthly luncheon meeting of the Citizens' Council on City Planning of Philadelphia provided an unusual opportunity for Philadelphians to learn about one of the City's most important central areas: the Independence Hall Area—Rebirth of the "Old City."

It is well known that the "Old City" is rich in history and examples of outstanding colonial architecture. The Planning Commission has recently initiated a study which is intended to be the first step towards

"urban renewal" of this section, which would include the recreation of a residential community surrounding the area. In addition, plans for the Delaware Expressway, and the proposed relocation of the Dock Street market have added new interest to the area. Finally, there is the continued construction of the State and Federal developments around Independence Mall.

G. Edwin Brumbaugh, noted historian and architect, and Arnold Nicholson, Associate Editor of the *Saturday Evening Post* and resident in the Independence Mall area, discussed the heritage and the future of this section in the heart of Philadelphia.

A number of maps and photographs were on display, indicating the past and present of the area.

James E. Lash, Executive Vice-President of The American Council To Improve Our Neighborhoods (ACTION), today announced that *Life Magazine* will sponsor a traveling wide-screen show to further interest in the national campaign for better homes, better neighborhoods, better communities. The show, which is at present in preparation, will travel to 75 cities in ten different States starting October 1956 and continuing through 1957. The ACTION show will be called "Our Living Future," and will be sponsored by representative groups in each city concerned with civic improvement, to be used to focus attention on local problems. The show will be a dramatization consisting of motion pictures and stills presented in Vistascope on a giant screen designed for local auditoriums.

The story line of "Our Living Future" will be simple, direct, and human. It will start with the problems which our cities and communities face, ranging through slums and blight, traffic, streets, playgrounds recreation facilities, congested downtown areas, and the problems created by mushrooming suburbs. The show will then personalize the story by

illustrating the impact of these problems on one family. The positive story of what cities and towns across the country are doing to solve these problems will be brought out by numerous examples. The conviction that these problems can be solved by the organized action of local groups is the concluding theme.

Meetings

Virginia Citizens Planning Association held its annual conference at Lynchburg, Va., May 13, 14 and 15. A Workshop was held on Regional Planning in Virginia, and another on The City Core and Fringe Development. Sessions entitled Preserving the City Core, Building Shopping Centers, Transit Problems from Core to Environs, and the Farmer and Reservation of Open Space. The banquet is built around the theme "Keeping Man away from Water" presented by a flood relations representative from TVA.

The Third National Watershed Congress will be held September 18-20, 1956 at the Hotel Cornhusker, Lincoln, Nebraska. A program tentatively adopted will include a panel of problems in connection with the Salt-Wahoo watershed project. Discussion or panels on watershed protection problems not demonstrated in the Salt-Wahoo would include such subjects as "Flood Prevention and Water Pollution," "Range Clearing and Re-seeding as Affecting Irrigation Water Supplies and Reservoirs," "Wetland *versus* Open Water Drainage"

and "Municipal and Industrial Water Supplies in the Watershed Protection Program. A bus tour will cover the Salt-Wahoo projects and the final session will develop "Summaries of Subjects for Consideration by Sponsoring Organizations." The APCA is a sponsoring organization as it has been for the previous Watershed Congresses.

The 44th Annual Meeting of the U. S. National Chamber of Commerce was held in Washington April 29-30, May 1-2. Of particular interest was the luncheon "Keep Downtown Dynamic" with Charles G. Nichols, Vice-President, of the Chamber, presiding and the following speakers: Clarence M. Turley, President, National Association of Real Estate Boards, St. Louis, Mo., "The City"; William S. Street, President and General Manager, Frederick & Nelson Co., Seattle, Wash., "The Store"; and Frederick J. Bashaw, Real Estate Consultant and Member, National Chamber Urban Redevelopment Team, West Palm Beach, Fla., "The Potential." A breakfast meeting on Natural Resources on the subject "Private Enterprise Views Natural Resources

Planning and Civic Comment

Issues" with Frank E. McCaslin, Director of the Chamber, with Kinsey M. Robinson, President, Washington Water Power Company, Spokane, Washington as speaker.

The Fifth Biennial Wilderness Conference, to be held March 15-16, 1957 at the Fairmont Hotel, San Francisco, Calif., will be sponsored by the Sierra Club, with several other conservation organizations cooperating. "Reviewing our Scenic Resources" and "Looking Over the National Wilderness System" are the two general subjects to be covered by the Conference program. George Collins of the National Park Service will serve as Chairman of the Conference with George James of the U. S. Forest as Vice Chairman.

The Metropolitan Housing and Planning Council of Chicago held a Conference on Metropolitan Area Planning at the LaSalle Hotel on May 3, 1956. Walter H. Blucher, Planning Consultant of the American Society of Planning Officials, opened with an address on "The Common Problems of City and Suburbs." A panel discussion—"How Other Metropolitan Areas are Meeting This Problem" followed, chaired by T. Ledyard Blakeman, Executive Director of the Detroit Metropolitan Area Regional Planning Commission; participating in the panel were: Hon. Harrison B. Johnson, State Representative, Winchester, Mass.; Hayden B. Johnson, Planning Director, Port of New York Authority, and Emery P. Sedlack, Pennsylvania Economy League, Pittsburgh, Pa. Hon. Luther Gulick, President of the Institute of Public Administra-

tion, New York, addressed the luncheon on "New Ideas for a New Day." Four Workshops were held during the afternoon with the Conference concluding with an address by Harold S. Osborne, President, New York Regional Plan Association, "Planning for Metropolitan Living."

The National Parks Association held its annual meeting in Washington May 11, 1956 and enjoyed the hospitality of Dr. and Mrs. Paul Bartsch at their Virginia estate, Lebanon, which is one of the most famous bird sanctuaries and wild flower gardens in Virginia and a noted historical mansion. After a delicious lunch, eaten under the trees in the company of two beautiful gay-plumaged parrots, the guests were addressed informally by Conrad L. Wirth, Director of the National Park Service, John L. Farley, Director of the U. S. Fish and Wildlife Service, and John Sieker, representing Chief Forester Richard A. McArdle of the U. S. Forest Service. A steak dinner was served out of doors and the meeting concluded with the presentation of Charles Eggert's color film "A Canyon Voyage," a photographic account of his expedition down the Colorado River. Sigurd Olson, President of the National Parks Association, presided.

The National Housing Conference announces a Housing Tour of Europe and Israel beginning next September 9, sponsored by the Conference. Full details of the Tour may be secured from National Housing Conference, 1025 Connecti-

Planning and Civic Comment

cut Ave., N. W., Washington 6, D. C.

The 23rd Congress of the International Federation for Housing and Town Planning will take place at the New Town Hall, Vienna, Austria, July 22-28, 1956. The theme will be "The City and the City Surroundings." A series of half-day tours for the inspection of Vienna and the surroundings of the city will be organized.

The National Community Conference will be held at the Hotel Statler, Washington, D. C., June 13-16, 1956. This Conference has been arranged by the National Council for Community Improvement with the cooperation of other national organizations. Paul C. Stark is President of the Council. The Conference will study and discuss better communities and the establishment of sound community development programs in all sections of America.

The International Union for the Protection of Nature announces a Fifth General Assembly in Edinburgh, Scotland, June 20, aimed towards furthering international cooperation in wise use of the world's renewable natural resources. Representatives will be drawn together from the Union's more than 200 conservation organizations and agencies in 46 nations. IUPN was

founded in 1948 under the auspices of Unesco and the French Government. Headquarters are in Brussels, with a U. S. liaison office at 1214 16th St. N. W., Washington, D. C.

The International Congress for Landscape and Garden Architecture will be held at Zurich, Switzerland, August 20-26, 1956. Lecture sessions and excursions with trips to the touristic regions of Switzerland mark this as a conference of much interest and reward for participants.

The Community Planning Association of Canada will hold its 1956 National Planning Conference at Ottawa, Oct. 29 to 31. The Conference will be in celebration of the 10th Anniversary of the Conference which maintains headquarters in Ottawa. The 1957 Conference will be held at Vancouver, B. C. in the early autumn of that year.

A National Institute on Park Administration is scheduled to be held in conjunction with the International Recreation Congress in Philadelphia on October 1 and 2. Registration is limited to 50 persons who must be in responsible administrative positions in municipal government. Former President Herbert Hoover will serve as Honorary Chairman, of the International Advisory Committee of the Congress with distinguished leaders as members of the Committee.

IN MEMORIAM

MISS. H. MARIE DERMITT

Miss H. Marie Dermitt, pioneer leader of the Civic Club of Pittsburgh, Pa., died on April 30 in Pittsburgh Hospital. She had been a member of the American Civic Association and its successor, the American Planning and Civic Association, since 1905, and served as a member of the Board of Directors for many years until 1945 when she was succeeded by the late Justice Owen Roberts of Pennsylvania.

Miss Dermitt was the Secretary and a member of the Board of the Civic Club of Allegheny County for forty years until her retirement in December of 1945.

Educated at the Bishop Bowman Institute, a Pittsburgh Episcopal School for Girls, Miss Dermitt moved into the civic field at the insistence of a number of the founders of the Civic Club who were then just ending the first decade of the Club's existence.

From a volunteer, associated with its pioneer movements to obtain pure water, eliminate stream pollution and abate smoke, Miss Dermitt entered the professional civic field when elected the Secretary of the Club and a member of its Board of Directors. As Secretary she aided in the early efforts of the Civic Club to establish playgrounds, community gardens, the Municipal Hospital, the Juvenile Court, Legal Aid Society, public bath houses and

many of the other municipal services which Pittsburghers—as well as citizens of the entire county—now accept as part of their daily routine of living.

Miss Dermitt's inherited interest in music and the arts was evidenced by her work in behalf of the municipal band concerts in Pittsburgh's parks, the inauguration of the Stephen Collins Foster Commemoration annually, traveling art exhibits in the Pittsburgh schools, the introduction of the Flower Market in Pittsburgh and the Club's early sponsorship of Outdoor Christmas Lighting which it initiated in Allegheny County.

In the later days of Miss Dermitt's long association with the Civic Club her interests turned with the Club's to various movements for county government consolidation, and to proposals for a city manager plan for Pittsburgh.

Known and honored nationally for her achievements in Pittsburgh, she served as Secretary of the National Association of Civic Secretaries, one of its first women members. In September, 1929, Miss Dermitt represented the Commerce Department of the United States at the International Congress on Housing and Town Planning in Rome, Italy. She is survived by her sister, Lillian Dermitt of Pittsburgh.

MRS. JOHN CHARLES OLMSTED

The death of Mrs. John Charles Olmsted occurred on March 17, 1956, at Brookline, Mass., where she made her home for many years. She was one of the few remaining life members of the Association,

who joined in 1904, the first year of the organization of the American Civic Association. She was the widow of John Charles Olmsted, landscape architect, a member of the original firm of Olmsted Brothers.

LOUIS BROMFIELD {1896-1956}

Pulitzer - prize - winning author, Louis Bromfield, died at the University Hospital, Columbus, Ohio, on March 18, 1956 at the age of 59. Famous as novelist, newspaper columnist and historian, he also enjoyed national prominence as a scientific farmer. His farm, Malabar Farm, near Mansfield, Ohio, was a showplace. He purchased this farm about 1938 and it was here that he started his career as an advocate of soil conservation. In the years that followed, Mr. Bromfield became one of the foremost advocates of soil conservation in the U. S. and wrote voluminously on the subject. Thousands of people visited his farm yearly to see his experiments in soil conservation and scientific farming.

Mr. Bromfield was born at Mansfield and entered Cornell University in 1914 to study agriculture. After completing a year at Cornell he worked a year on his grandfather's farm, then entered the Columbia School of Journalism to prepare for a writing career. World War I cut short his college work and he served with the American Ambulance Corps winning the Croix de Guerre and the Legion of Honor. When the war was over, he worked as a re-

porter for the New York City News Association and as wire editor for the Associated Press in New York.

In 1921 he married Mary Appleton Wood and they journeyed to France where he turned out his first published novel, "The Green Bay Tree." He won the Pulitzer prize in 1926 for his novel "Early Autumn." Many of his more than two-score novels became movies.

He served as a Director of the well-known conservation organization, Friends of the Land, and was very active in promoting its program. His books, *Pleasant Farm* and *Malabar Farm* were both partial autobiographies and set forth his farming experiences and principles.

He became a contributing member of the American Planning and Civic Association in 1945 and on several occasions was a speaker on the programs of its annual conferences.

The death of his wife occurred in 1952. He leaves three daughters, Miss Anne Bromfield of Malabar Farm; Mrs. Hope Bromfield Stevens of Leesburg, Va. and Mrs. Ellen Bromfield Carson Geld of Malabar Farm de Brazil, near Itatiba.

Writing in the *New York World-*

Planning and Civic Comment

Telegram, Inez Robb paid a wonderful tribute to Mr. Bromfield, from which we quote:

To many persons, Louis Bromfield was a writer who produced a group of memorable American novels and won the Pulitzer Prize 30 years ago. To others, he was the nation's leading conservationist, eloquently and passionately challenging the country to guard its greatest heritage, the land.

But to his friends, and they circle the

world in which he traveled so widely, he was and always will be a warm, loving and vital man, generous beyond reason.

There never was a farm like Malabar! It became an American mecca for people from all over the world who wanted advice on conservation, farming, writing or the breeding of boxer dogs, for which Malabar was famous, too.

Now he has gone back to Malabar and the earth he loved so much, and those of us who loved him are infinitely poorer.

KENNETH A. REID

As we go to press, we are saddened to learn of the death of Kenneth A. Reid at Connellsville, Pa. on May 21, 1956. Mr. Reid was Honorary President and former Executive Director of the Izaak Walton League. Nationally known for his untiring service to the cause of conservation and to the League, he had been a resident of Sabattis,

N. Y. since his retirement as Director of the League, while serving as Superintendent of Natural Resources, Whitney Industries, Whitney Park, a large forest estate in the Adirondacks. Recently he had moved to a new home, Reidmore, near Connellsville, outside Pittsburgh, Pa.

DeVoto Resolution

The Advisory Board on National Parks, Historic Sites, Buildings, and Monuments passed the following resolution in connection with the recent death of Bernard DeVoto:

When death suddenly overtook Bernard DeVoto on November 13, 1955, at the full height of his powers, the conservation movement in the United States was deprived of one of the most militant, most effective, and most justly renowned of its many champions. His profound knowledge as a historian, his great skill as a writer, and his dauntless courage combined to make Bernard DeVoto a formidable enemy of those interests that would despoil our country's natural resources for political profit or private gain.

His deep-rooted love for his native soil—its traditions, its terrain, its institutions and its spirit—found expression in many ways, but in none more forcefully than in his constant defense of America's public lands, its national forests, its parks, and the scenic, esthetic and historic values that are less tangible but more enduring than most of the works of man.

Bernard DeVoto was a member of the Advisory Board on National Parks, Historic Sites, Buildings, and Monuments for a full six-year term (1949–1955), which expired only a few months before his untimely death. His contributions to the work of this Board were constant and invaluable.

Recent Publications

- THE COST OF MUNICIPAL SERVICES IN RESIDENTIAL AREAS.** By William L. C. Wheaton and Morton J. Schussheim. Prepared by Housing and Home Finance Agency, Office of the Administrator. Available from U. S. Department of Commerce, Office of Technical Services, Washington 25, D. C., 1955. 105 pp. Tables. \$2.00.
- CHURCH AND CITY PLANNING: SUGGESTIONS FOR COORDINATION.** By Robert C. Hoover and Everett L. Perry. Bureau of Research and Survey, National Council of the Churches of Christ in the U. S. A., 297 Fourth Ave., New York 10, N. Y. 1955. 36 pp. diags. 50c.
- SELECTED REFERENCES ON URBAN PLANNING METHODS AND TECHNIQUES.** Department of City and Regional Planning, University of North Carolina, Chapel Hill, N. C., Revised June 1955. 27 pp. \$2.00.
- AN INTRODUCTION TO CITY PLANNING IN KANSAS.** By F. P. Graham. Kansas State College Bulletin, Engineering Experiment Station, Kansas State College, Manhattan, Kan., October 1, 1955. Vol. 39: 9. 63 pp., maps, plans and models. (Prepared primarily for citizens.)
- A PRACTICAL PROGRAM FOR REPLANNING THE CITY OF NEW YORK: The Problem, the Method, the Means.** The City Club of New York, 574 Fifth Ave., New York, N. Y. 1955. 16 pp., map.
- THE EXURBANITES.** By A. C. Sectorsky. J. B. Lippincott Company, 521 Fifth Ave., New York, N. Y. 1955. 278 pp. drawings. \$3.95.
- GOVERNING URBAN AMERICA: Structure, Politics and Administration.** By Charles R. Adrian. McGraw-Hill Book Co., New York, 1955. 452 pp. \$5.50.
- THE IMPACT OF FEDERAL GRANTS-IN-AID ON CALIFORNIA.** By Earl C. Segrest and Arthur J. Misner. Berkeley, Bureau of Public Administration, Univ. of California, 1954. 347 pp.
- SUBDIVISION REGULATIONS; AN ANALYSIS OF LAND SUBDIVISION CONTROL.** By Harold W. Lautner. Public Administration Service, 1313 E. 60th St., Chicago, Ill. 346 pp., tables, figures. \$3.75.
- FORESTRY HANDBOOK.** The Ronald Press Co., 15 E. 26th St., New York 10, N. Y. 1220 pp. illus., tables. \$15.00.
- OUR WILDLIFE LEGACY.** By Durward L. Allen. Funk & Wagnalls Co., 153 E. 24th Street, New York 10, N. Y. 422 pp. illus. \$5.00.
- THE HOUSING YEARBOOK—1955.** National Housing Conference, 1025 Conn. Ave., Washington 6, D. C. 72 pp. \$3.00.
- THE CONSERVATION YEARBOOK.** Cornwell, Inc., 1025 Conn. Ave., Washington, D. C. 320 pp. \$7.50.
- WHAT PARKING MEANS TO BUSINESS.** Automotive Safety Foundation, 200 Ring Bldg., Washington 6, D. C., 1955. 53 pp. photos, charts, tables. Single copies free, additional copies \$1.00.
- REPORT ON INNER LOOP FREEWAY SYSTEM,** District of Columbia, Engineering Studies and Estimates. Prepared for the Board of Commissioners, Washington, D. C. by De Leuw, Cather and Company, 150 N. Wacker Drive, Chicago 6, Ill., 1955. 85 pp. maps, plans, drawings and tables.
- AMERICA'S NEEDS AND RESOURCES: A NEW SURVEY.** By J. Frederic Dewhurst and associates. The Twentieth Century Fund, New York, N. Y., 1955. 1148 pp., maps, diags., index. \$10.00.
- MOTION PICTURE FILMS ON PLANNING AND HOUSING—A BIBLIOGRAPHY.** American Society of Planning Officials, 1313 E. 60th St., Chicago, Ill. 14 pp. \$1.50 (\$1 to ASPO Members.)
- THE BRITISH NEW TOWNS POLICY.** By Lloyd Rodwin, Harvard University Press, Cambridge, Mass. 1956. 252 pp. Illus., maps, plans. \$2.50.
- METROPOLITAN GROWTH AND THE CONVERSION OF LAND TO NON-AGRICULTURAL USES.** By Donald J. Bogue. Scripps Foundation, Miami University, Oxford, O. 1956. 33 pp. tables. 60c.
- PARKING—LEGAL, FINANCIAL, ADMINISTRATIVE.** The Eno Foundation for Highway Traffic Control, Saugatuck, Conn. 196 pp. illus. Available from the Foundation upon request.
- THE CHANGING SHAPE OF METROPOLITAN AMERICA: DECONCENTRATION SINCE 1920.** By Amos H. Hawley. The Free Press, 1005 West Belmont Ave., Chicago 13, Ill. 1956. \$4.00.

Planning and Civic Comment



Official Organ of American Planning and Civic Association and
National Conference on State Parks

CONTENTS

	Page
Twenty-Ninth National Park	1
Editorial Comment	3
Federal-Aid Highway Act of 1956 Has Great Possibilities	
End of Temporary Buildings in Washington in Sight	
Our Vanishing Shoreline	
Strictly Personal	5
New Secretary of the Interior	7
Citizen Action for Community Planning	8
Watch Service Report	11
Yellowstone National Park to Provide Expanded Visitor Facilities	13
New Power to New York Cities to Deal with Particular Projects	15
Billboard Battle	16
Moses Yields to Mothers—Drops Tavern Parking Lot	17
Commentaries	18
Colonial Williamsburg Activities	22
San Francisco Reports	23
Rock Creek Park Day	23
Wetlands of the United States	24
Life Publisher Speaks on Urban Renewal	25
National Parks Issue of Town and Country Planning	26
Citizens Act in St. Louis	27
State Park Notes	30
Tom Wallace Chair of Conservation at University of Louisville, Kentucky	37
National Conference on State Parks Elects New Officers	38
Meetings	39
Criteria for Evaluating Historic Sites and Buildings	48
New Publications on Natural Resources	50
Book Reviews	51
In Memoriam	55
Recent Publications	56

SEPTEMBER 1956

THIRD QUARTER—JULY—AUGUST—SEPTEMBER

PLANNING AND CIVIC COMMENT

Published Quarterly

Successor to: City Planning, Civic Comment, State Recreation

Official Organ of: American Planning and Civic Association,
National Conference on State Parks

SCOPE: National, State, Regional and City Planning, Land and Water Uses, Conservation of National Resources, National, State and Local Parks, Highways and Roadsides.

AIM: To create a better physical environment which will conserve and develop the health, happiness and culture of the American people.

EDITORIAL BOARD

HARLEAN JAMES

FLAVEL SHURTLEFF

CONRAD L. WIRTH

CONTRIBUTING EDITORS

FREDERICK J. ADAMS
HORACE M. ALBRIGHT
HARLAND BARTHOLOMEW
RUSSELL V. BLACK
HAROLD S. BUTTENHEIM
GEORGE L. COLLINS
KENNETH R. COUGILL
S. R. DEBOER
CHARLES DETURK
NEWTON B. DRURY
V. W. FLICKINGER

S. HERBERT HARE
JOHN IHLDER
THOMAS H. MACDONALD
THOMAS W. MORSE
MARVIN C. NICHOLS
JOHN NOLEN, JR.
F. A. PITKIN
HUGH R. POMEROY
FRANK D. QUINN
ISABELLE F. STORY
BEN H. THOMPSON

TOM WALLACE

MANAGING EDITOR

DORA A. PADGETT

Entered as second-class matter at the Post Office at Washington, D. C. under the Act of March 3, 1879. Additional entry at Harrisburg, Pa.

EDITORIAL AND PUBLICATION OFFICE, 901 Union Trust Building, Washington 5, D. C.

Printed by the Mount Pleasant Press, J. Horace McFarland Company, Harrisburg, Pa.

Planning and Civic Comment

Vol. 22

September, 1956

No. 3

Twenty-Ninth National Park

Virgin Islands National Park Authorized

Portions of tropical St. John Island, most scenic and unspoiled of the American Virgin Islands in the Caribbean, will be established as the Virgin Islands National Park when lands, acquired through the foresight and generosity of Laurance S. Rockefeller for the purpose, are transferred to Federal ownership.

Park status for this tranquil island paradise 50 miles east of Puerto Rico, 900 miles southeast of Miami, and within a few hours' flying distance of New York City, is authorized by Public Law 925 signed by President Eisenhower on August 2, 1956.

Under its provisions, a 9,500-acre park may be established, consisting of approximately two-thirds of St. John Island and adjacent islets, rocks, and cays, with a combined area of 9,485 acres, together with 15 acres on the nearby island of St. Thomas to be used for administrative and operational purposes. The principal settlements and agricultural lands lying close to bays on the southwestern and eastern sides of St. John Island are excluded.

Federal ownership of a minimum of 5,000 acres is required for park establishment. Slightly more than this amount has been acquired by Mr. Rockefeller.

Rugged St. John Island, 9 miles long and nearly 5 miles wide, is the smallest of the three principal Virgin Islands acquired by the United States from Denmark in 1917.

Of ancient volcanic origin, its steep mountains rise sharply from the sea. From Bordeaux Mountain and other high vantage points, breathtaking views may be had of the adjacent American and British islands and cays dotting the blue Caribbean waters.

Luxuriant vegetation covers much of the island. Among the more common trees are the cinnamon-bay, fig, palms, magohany, mango, guava, and mangrove. Brilliant bougainvillea, flaming hibiscus, and many other flowering plants grow in profusion. Several species of cactus thrive on the semi-arid slopes on the leeward side of the island. One of these attains a height of 20 feet and closely resembles the organ-pipe cactus of the southwestern United States.

Many forms of outdoor recreation may be enjoyed the year round. Swimming from the palm-studded white sandy beaches is one of the most popular sports on the island. The offshore waters, abounding with various species of fish, including tarpon, sailfish, and marlin,

Planning and Civic Comment

are a paradise for the fisherman. Sailing and other boating possibilities are almost unlimited. The sheltered coves and harbors provide ample anchorage, and winds and tides are ideal for sailing most of the year. For the hiker and horseback rider there are miles of old, shaded trails leading to various parts of the island.

Petroglyphs or stone writings, vestiges of the Carib Indian occupation which preceded the arrival of Columbus in the region, are of special interest. Of importance too are the picturesque ruins of the extensive estates in use when the island flourished on the production of sugar, and the bush-covered remains of 18th century Fort Berg at the eastern end of the island.

A national park on St. John Island was first envisioned by Director Conrad L. Wirth of the National Park Service during an inspection tour of the Virgin Islands in 1937. At that time, he was the Department of the Interior representative on the Civilian Conservation Corps Advisory Board and also in charge of the Service's land planning activities.

A subsequent survey, made on his recommendation, indicated that St. John Island possessed characteristics fully qualifying it for national park status. Because of defense and other commitments, however, the project lay dormant until 1954 when Mr. Rockefeller, while visiting the Caneel Bay Plantation on St. John which he had purchased two years before, learned of the survey report and its recommendations for park establishment. Wholeheartedly in accord with these

recommendations and motivated by the great interest he and his father John D. Rockefeller, Jr. have always had for the national park concept, he began acquiring land for the park. Introduction of the legislation in Congress providing for park establishment followed.

This legislation authorizes the Secretary of the Interior to accept donations of real and personal property within the area selected for the park "until 9,500 acres shall have been acquired for the park by the United States." It also authorizes the Secretary to accept donations of funds for the purchase of land.

Establishment of the park will preserve for public benefit and enjoyment an area possessing scenic, scientific, and historic characteristics totally unlike those of any other area thus far set aside for national park purposes.

According to the National Park Service, St. John Island, with its charm and peaceful atmosphere, does not require extensive development for its enjoyment by visitors. Overnight accommodations are now available both inside and outside the proposed park, as well as on St. Thomas, several miles distant, and on St. Croix, 40 miles away. It is expected that additional accommodations, as needed, will be provided by private capital on land outside the park.

When established, the park will be the second area in the Virgin Islands in which the National Park Service will have an interest. The other is the national historic site on St. Croix Island so designated in 1952.

EDITORIAL COMMENT

FEDERAL-AID HIGHWAY ACT OF 1956 HAS GREAT POSSIBILITIES

The passage of the Federal-Aid Highway Act of 1956, approved June 29, provides a method for financing 45 percent for projects on the Federal-aid primary system, 30 percent for projects on the Federal-aid secondary highway system, 25 percent for projects on the extensions of these systems within urban areas. These highways are much needed and should make a real contribution to solving the traffic problems if modern methods of design and control are adopted to prevent the untoward conditions which have made existing through-highways obsolete long before their time. On principal arteries to serve through-traffic the right of access from abutting property must be limited, either by service roads at the side, with access at intervals, or by providing entirely separate service roads. Any one who has driven into large cities on highways provided only a few years ago will find most of them clogged by local

traffic and multiple access. In the Highway Act there is a provision that "The geometric and construction standards to be adopted for the Interstate System shall be those approved by the Secretary of Commerce in cooperation with the State Highway Departments. Such standards shall be adequate to accommodate the types and volumes of traffic forecast for the year 1975." If this authority is used wisely to include plans of access the new highways may serve through traffic for many years. If, in addition, the Secretary of Commerce and the State Highway Departments cooperate with city and metropolitan Planning Commissions, means may be provided to carry through-traffic into and across cities without entanglement with local traffic. We have here a great opportunity to serve the traveling public by providing highways for classified traffic.

END OF TEMPORARY BUILDINGS IN WASHINGTON IN SIGHT

Ever since World War I when temporary buildings were erected in places where no buildings should stand and during the years since when more and more temporary buildings were scattered over Washington, there has been a demand for their demolition. The difficulty has been in finding places for the

operations assigned to these inadequate buildings. The National Capital Planning Commission and the Fine Arts Commission, with the urging of the Committee of 100 on the Federal City, have registered requests that the temporary buildings be demolished. The General Services Administration has now

adopted a ten-year program for tearing down the temporary buildings and providing permanent quarters for the Federal establishments now operating therein. Already temporary buildings on Pennsylvania Avenue have been torn down and the area turned over to the

National Capital Parks to develop appropriately. General Services is to be congratulated on its integrated program and Washington may look forward to a time when there will be no more temporary buildings.

OUR VANISHING SHORELINE

The National Park Service, thanks to the generosity of anonymous donors, has issued a detailed report on the Seashore Recreation Area Survey of the Atlantic and Gulf Coasts. An illustrated booklet makes a dramatic presentation of Our Vanishing Shoreline.

Of the 3,700 miles of general shoreline constituting the Atlantic and Gulf Coasts there are 240 miles, or 6½ percent in Federal or State ownership, for public recreation purposes. Within these 240 miles are 39 areas—2 national parks, one national seashore recreation area and 36 state seashores. There are in addition 4 national wildlife refuges with ocean beaches which are not primarily utilized for public recreation. Over 50 percent of the 240 miles is contained in the Cape Hatteras National Seashore Recreation Area and in Acadia and Everglades National Parks.

The 1955 seashore survey identified and reported upon 126 undeveloped areas, but 72 were eliminated from further consideration because they lacked recreation potentialities or were unavailable for public use.

The remaining 54 areas were believed to be of interest to local, state or Federal agencies as possible public seashores.

Already it is believed that the reaction of the public is one which should lead to appropriate action. Editor Edward J. Meeman of the *Memphis Press-Scimitar* has sent us an article from his newspaper on Hilton Head Island, an area listed in the Report. According to the author, "Hilton is a wonderful spot." Wild things are everywhere. The south end of the Island has been a wild life refuge since 1777. Once the island could be reached only by boat. Now there is a bridge and the island is threatened with development. In the Survey it is said that the island possesses good resources for public seashore recreation, but most of the island has been acquired for subdivision and acquisition for public use seems out of the question.

It seems clear that unless national, state and local agencies act promptly the possibilities of today will be the lost opportunities of tomorrow.

Strictly Personal

Edmund B. Rogers, Superintendent of Yellowstone National Park for more than 20 years, will leave that position in November to devote his time to an extensive historical research project. Mr. Rogers will be succeeded as Superintendent by Lemuel A. Garrison, who has been Chief of the Branch of Conservation and Protection of the National Park Service for the past two years. The research program to which Mr. Rogers will devote the next two years is one which he launched some 10 years ago on a spare-time basis. It will involve the gathering and organizing voluminous material on the legislative background, boundary questions, and policies relating to the establishment of each area of the National Park System, proposed as well as established.

Edward C. Sweeney has been made Assistant Solicitor of General Services Administration.

Dr. Clarence E. Ridley, often referred to as "Mr. City Manager" because of his leadership in developing the profession of city management, retired June 30 after 27 years as executive director of the International City Managers' Association.

In the Birthday Honors List of Queen Elizabeth II of Great Britain, dated May 31, 1956, it was announced that a knighthood had been conferred on F. J. Osborn, Chairman of the Executive of the

British Town and Country Planning Association. Miss Harlean James was one of many American friends who extended congratulations to Sir Frederic, who serves also as Editor of *Town and Country Planning*, the publication of the Town and Country Planning Association. He is well known to planners in America, having visited this country on several occasions and delivered addresses at meetings of planning organizations.

Annual awards from the National Institute of Arts and Letters include the \$1,000 Arnold W. Brunner Memorial Prize in Architecture to John Yeon, architect of Portland, Ore., and a valued member of the APCA.

T. Ledyard Blakeman, for 8 years Executive Director of the Regional Planning Commission of the Detroit Metropolitan Area, has tendered his resignation to enter the private consulting field. "Tommy" was the first Director of the Commission and was largely responsible for the development of the program and growing stature of the agency in ever-expanding Detroit. He will live in West Simsbury, Conn. and will be associated with Adams, Howard and Greeley on a part-time basis. Paul M. Reid, Planning Analyst of the Detroit Commission staff, has been selected as Director to succeed Mr. Blakeman. He assumed his new duties July 1.

Planning and Civic Comment

C. Yates Cook, Executive Director of the Federal City Council, Washington D. C., has been engaged as urban renewal consultant by Sears-Roebuck & Company in its nation-wide program probably to be known as "Sears Neighborhood Conservation Program," a title under consideration. Responsibility for development and administration of the program has been turned over to the Sears-Roebuck public relations office at the Chicago headquarters.

Herman E. Olson, who served as Minneapolis planning engineer for 28 years, retired on March 1 after 40 years of municipal service. He became planning engineer in 1929 after serving with the Minneapolis Park Board. A testimonial dinner was given for him on May 8.

Donald J. Chaney has been named to succeed William Cheatham, formerly Counsel of the National Capital Planning Commission.

Richard H. Pough is now connected with Wildlife Preserves, Inc., located at Pelham, N. Y.

Richard Hubbard Howland has been named President of the National Trust for Historic Preservation. He assumed his duties on June 1. Mr. Howland was formerly

Chairman of the Department of History of Art at Johns Hopkins University and is a noted archaeologist and architectural historian. He has been closely identified with the preservation movement in this country.

Garden Editor Emeritus E. D. L. Seymour of *The American Home* recently received the Arthur Hoyt Scott Garden and Horticultural Award from Swarthmore College for his creative contribution to horticulture. This award has been presented only 10 times since its establishment in 1929, and \$1,000 accompanies the gold medal.

M. W. Torkelson, who has headed the State Planning Division ever since the establishment of a state planning agency in Wisconsin, was recently moved up to a position entitled "Consultant to the State Chief Engineer." Mr. Torkelson's vast knowledge of the State and its planning problems will continue to be available. Henry M. Ford, Director of Regional Planning, has been named to succeed Mr. Torkelson.

Richard P. Wakefield announces that he will start working in Operations Research and Synthesis, General Electric Company on October 15, 1956. Meantime his address will continue to be Arlington, Va.

Planning and Civic Comment

Miss Katherine McNamara has been appointed as a member of the Citizens Advisory Committee of the Cambridge (Mass.) City Council.

Fred I. Rowe of Columbus, Ohio, has been appointed Chairman of the Construction and Civic Development Department Committee of the U. S. Chamber of Commerce for 1956-57.

Dr. Charles F. Lewis, who has been the only Director of the Buhl Foundation since it was organized in 1928, resigned from that position at the end of July.

Mrs. Leroy Clark has been named Chairman of the National Parks

Committee of the Garden Club of America.

Sydney Carter has announced the opening of a Community and Site Planning Consultant office in Augusta, Georgia.

Frederick L. Rath, Jr., director of the National Trust from 1948, was appointed in July to the newly created position of vice-director of the New York State Historical Association and its Farmers' Museum. In his new post he will be responsible for the administration of the museums of the Association, Fenimore House and the Farmers' Museum, and will serve as deputy to the director, Louis C. Jones.

New Secretary of the Interior

Fred A. Seaton, a deputy assistant to President Eisenhower, and a Nebraska publisher, was chosen May 28th to follow Douglas McKay as Secretary of the Interior. Mr. McKay had announced early in March that he would leave the Cabinet to campaign for the Senate from Oregon. His resignation became effective April 15.

Secretary Seaton served as U. S. Senator in 1951-52 by appointment of Governor Val Peterson of Nebraska to fill out the unexpired term of Senator Wherry. He was an active campaigner for President Eisenhower and after the election

was named Assistant Secretary of Defense. In February 1955, he was appointed Administrative Assistant on congressional liaison. Last June he was made a Deputy White House Assistant and handled relations with federal departments and agencies.

He is publisher of the *Hastings, Nebraska Daily Tribune* and a string of other newspapers and magazines.

One of his first acts was to call a meeting with the leading national conservation groups, among which were included the American Planning and Civic Association.

Citizen Action for Community Planning

A Study Conference, sponsored and opened by H. R. H. The Duke of Edinburgh, was held at Oxford, England, in July 1956 to consider *Human Problems of Industrial Communities within the Commonwealth and Empire*. Membership in attendance was drawn from all levels of industry and the proceedings consisted of a series of addresses and discussions; a period of practical study of factory and social problems in London, English provincial towns, and Wales and Scotland; and a final period of discussion and reporting at Oxford. Twenty study groups undertook practical studies and constituted the working units of the Conference. A Report will be published as soon as practicable and will consist of two volumes. This Conference brought together for the first time the single problem of the impact of industrialization upon such varied communities as those of West, East and South Africa, India and the Carribean, as well as upon the older industrial countries such as Great Britain and Australia. Oxford University Press will publish the Report.

In *Merced, California*, a citizens advisory group called the *Committee of 100* has completed a one-year study of public improvement needs for the next ten years. The group presented recommendations to the city council in a report entitled *Merced's Future*. The Committee was composed of citizens representing all phases of community interests—labor, industry, professions, service clubs, military service,

churches, and women's clubs. Subcommittees were created to study the city's needs for streets and bridges, public safety facilities, airport, recreation, parks, sewers and drains, and other facilities and services. To carry out the recommended capital improvements the city sales tax was increased by one-half of 1 percent to 1 percent and most of the program will be financed on a pay-as-you-go basis. A priority committee studied the recommended projects of the subcommittees and determined the priority order. The committee recommended that the 10-year program be reviewed every year by the city planning commission and the city council, possibly with the help of a citizens advisory committee.

Chicago's 24-year old *Metropolitan Housing and Planning Council* is written up in the *Journal of Housing*, July 1956, as an outstanding example of city-wide participation by citizens in a continuing campaign to improve urban livability. "Research action" is the characteristic approach of this group, which this year climaxed its considerable accomplishments with the enactment of a strengthened and comprehensive housing code. In 1954, the Council acted as catalyst in the organization of a 40-man Citizens' Committee to Fight Slums. The Council stimulated legislation for State blighted areas redevelopment legislation and in 1953 it developed and saw through the Legislature a community conservation act enabling establishment of a city

Planning and Civic Comment

agency for neighborhood conservation. In 1953 also, it published a textbook on housing and planning, "Tomorrow's Chicago" which is accepted as a text for Chicago's schools. A research project now afoot is on metropolitan planning. A Committee, chaired by Leonard Spacek, is working with a technical staff headed by Reginald Isaacs on a report and recommendation for state legislation designed to help Chicago on area problems. This study, conceived as a plan for planning and not a plan itself, encompasses nearly 6,000 square miles functionally allied with Chicago. To acquaint a wide circle with this research project the 23rd annual meeting of the Council was held May 3 devoted to an all-day seminar on metropolitan problems. Membership in the Council totals 500 and a staff of 4 coordinates the extensive work of the special committees and the Board. Committee work is the backbone of the Council's efforts.

Fred E. Schuchman, president of the Homestead Valve Manufacturing Company of Pittsburgh, Pa. and prominent in professional and civic groups, was elected President of the *Civic Club of Allegheny County* on April 3, 1956. Mr. Schuchman had served the Club previously as President from 1946 through 1948. Among his many contributions was help in the development of the United Smoke Council in 1941, a Civic Club project which later became a part of the Allegheny Conference on Community Development. In his first message as President, Mr. Schuchman

said: "Our Club is the only county-wide civic group composed of both men and women. It has served since 1895 and has earned a place in the community."

In the June 1956 issue of *Community Planning Review*, the publication of the Community Planning Association of Canada, the *Allegheny Conference on Community Development* is featured in a three-page article which outlines the Conference's purposes, organization and operation. The Conference serves as an over-all civic agency, stimulating and co-ordinating research and planning. It works for the development of a broad, unified plan and program for the region as a whole and furnishes the civic leadership needed to carry out and accomplish this program.

The Board of Trustees of the *Municipal League of Seattle and King County, Wash.* approved in July a report of the Joint Civic Center Subcommittee of the City Budget and Finance, City Planning and Taxation and Revenue Committees recommending that the Civic Center proposal for Seattle be submitted to the voters at the fall general election and that a bond issue from \$7½ to \$8½ million be asked for the development of the project.

The Annual Report for 1955-56 of the *Philadelphia Citizens' Council* on City Planning has just been issued and reports significant extension into new fields of usefulness. The opening of the Philadelphia Panorama, at the Trade and Con-

Planning and Civic Comment

vention Center, with the Council as one of its sponsors has been a dramatic demonstration to citizen groups of the planning process in Philadelphia. It is expected to attract 1,000,000 persons during the year. The redevelopment of the Old City has presented a new challenge to the Council. A new group of committees has been established to study the implications of the report of the Traffic Board.

The *Regional Plan Association, Inc.* announces its 11th Regional Plan Conference on Monday, October 22, 1956, 9 A.M. to 5 P.M. at the Hotel Roosevelt, New York City. This will be an all-day conference on current planning and zoning problems of concern to municipalities of the New Jersey-New York-Connecticut Region and will feature the participation of Mayor Robert F. Wagner who will address the luncheon session on "New York City and the Metropolitan Region." Morning and afternoon sessions will cover topics of special interest to rapidly developing suburban communities as well as to the region's older communities. The Planning and Zoning Clinic with experts to answer questions on current planning and zoning problems, which has proved so popular at recent conferences, will be continued this year.

The *Women's Chamber of Commerce of Little Rock, Arkansas* has been engaging in a local war on slums. The *Arkansas Democrat* describes the action by saying that the unrelenting attack by these women

overcame the lethargy of 20 years and started things popping. Mrs. Edna Harrison, now serving a second term as president of the Chamber, spearheaded the campaign which has among its achievements the razing of nearly 60 slum buildings, many of which had been on the condemnation lists for 20 years, recognition as the Woman's Home Companion 1956 "Honor Club" award, and a fifth place in a U. S. Chamber of Commerce achievement contest. More than 800 column inches of newspaper publicity mark the achievements of the Chamber since it got into action. In February it secured the introduction in the city council of a resolution demanding razing of fire and health hazards; and later a revision of the city's minimum standards housing code.

A seminar on local government planning is being offered this fall at the American University, in Washington D. C. Citizens with experience in community improvement endeavors in the District and its suburbs are especially welcome. Emphasis will be on how planning as a set of techniques and insights relates to the political processes which determine public action. With the help of the planning officials directly involved, a number of recent planning efforts in Washington and its suburbs will be examined, including the current District rezoning study. Meetings will be on Friday evenings from 6:00 to 8:20, beginning September 21. The leader will be Dean Richard C. Bray, School of Social Sciences and Public Affairs.

Watch Service Report

This Report lists legislation in the planning and conservation fields considered by the 84th Congress which adjourned *sine die* on July 27, 1956. Many measures which were not enacted into law, may be reintroduced in the next Congress, the 85th, and new bills then will have new numbers. The most heavily contested conservation legislation of the 84th Congress was the Colorado River Storage Project bill, now Public Law No. 485, which in its final form omitted Echo Park Dam, a project which would have been located in Dinosaur National Monument in Colorado and Utah. This Act also provides that the Secretary of the Interior shall take adequate protective measures so that nothing in this project shall encroach on any National park in this area. After the initiation of Mission 66, the ten-year program of improvement of the national parks and other areas, Congress raised National Park Service appropriations by some \$11 million over budget estimates to start the ten-year plan in order to prepare the parks for the expected 80 million visitors annually by 1966, the 50th anniversary of the National Park Service.

National Parks

Four bills enacted to establish new park areas in the National Park System.

H. R. 5299-S. 1604. To establish the Virgin Islands National Park. Passed House April 19; passed Senate July 16. House approved a conference committee report on July 23 and the Senate followed suit on July 24. Signed by the President Aug. 2, Public Law No. 925.

H. R. 11766, introduced June 13. Providing for the establishment of the Horse Shoe Bend National Military Park in Alabama. Passed House July 5; passed Senate July 16. Signed by the President July 25, Public Law No. 800.

H. R. 11611, introduced June 5. Providing for the establishment of the Pea Ridge National Military Park in Arkansas. Passed House June 18; passed Senate July 16. Signed by the President July 20, Public Law No. 744.

H. R. 6904, introduced June 20, 1955. To establish the Booker T. Washington National Monument at the birthplace in Virginia. Passed House Feb. 20; passed Senate March 20. Approved Apr. 2, Public Law No. 464.

Other important National Park legislation enacted.

S. 2498, introduced July 12, 1955. Providing for investigation and report to Congress as to advisability of establishing Fort Clatsop, Ore. as a national monument. Passed House June 5; passed Senate April 19. Approved June 18, Public Law No. 590. This is the site of a winter encampment of the Lewis and Clark Expedition.

H. R. 4391, introduced Feb. 24, 1955. To abolish the Castle Pinckney National Monument in South Carolina. Passed House July 30, 1955; passed Senate March 19. Approved March 29, Public Law No. 447.

H. R. 1774, introduced Jan. 10, 1955. To abolish Verendrye National Monument and to convey certain land to North Dakota. Passed House, Feb. 6; passed Senate April 26. Approved July 30, Public Law No. 846.

S. 1161, introduced Feb. 22, 1955. To abolish the Fossil Cycad National Monument, South Dakota. Passed House July 23; passed Senate March 28. Approved Aug. 1, Public Law No. 891.

S. 1529, introduced March 22, 1955. To revise the boundaries of the Theodore Roosevelt National Memorial Park in North Dakota. Passed House March 5, passed Senate May 5, 1955. Approved March 24, Public Law No. 438.

H. R. 5280 introduced March 28, 1955. To authorize land exchanges of properties to consolidate Federal ownership at Colonial Historical Park in Virginia. Passed House July 30, 1955; passed Senate March 19. Approved March 29, Public Law No. 448.

H. R. 8225, introduced Jan. 9. To authorize the addition of certain lands to the Pipestone National Monument in Minnesota. Passed House May 7; passed Senate, June 4. Approved June 19, Public Law No. 593.

H. R. 10535, introduced April 16. To include the Zion National Monument within Zion National Park, Utah. Passed House June 18; passed Senate July 2. Approved July 11, Public Law No. 695. Increases the size of the park to about 128,500 acres.

S. 2305, introduced June 24, 1955. Disposal of certain lands from the Acadia National Park in Maine. Passed House July 16; passed Senate, April 19. Approved July 24, Public Law No. 755.

Planning and Civic Comment

Some Bills relating to National Parks not enacted.

H. R. 10614 introduced April 18. To preserve permanently as a national park, an area of national significance in Colorado and Utah to be known as Dinosaur National Park which will supersede Dinosaur National Monument.

S. 4189, introduced July 8. To establish the Chesapeake and Ohio Canal National Historical Park and to provide for the administration and maintenance of a parkway in the State of Maryland.

S. 4013, introduced June 7. Proposes to establish on public lands a National Wilderness Preservation System, including in such system areas presently designated as wilderness within the National Forests and other tracts within National Parks, Wildlife refuges and certain roadless and wild areas on Indian reservations. It is expected that this bill will be reintroduced in the 85th Congress.

S. 1333. To authorize the construction, operation and maintenance of the Hells Canyon Dam on the Snake River between Idaho and Oregon. Defeated on the floor of the Senate.

Water Pollution Control

S. 890-H. R. 9540, introduced Feb. 1, 1955. To extend and strengthen the Water Pollution Control Act. Passed Senate June 17, 1955; passed House June 13, 1956. Approved July 9, Public Law No. 660. This legislation strengthened the enforcement provisions of anti-pollution and provided for grants to municipalities for sewage disposal construction. The maximum amount the Federal Government can give to any municipality is \$250,000 or 30% of the total project, whichever is less. Half of the total grants must go to cities of under 125,000 population.

Fish and Wildlife

S. 3275-H. R. 11570, introduced Feb. 23. To establish a sound and comprehensive national policy with respect to the development, conservation for preservation, management and use of fisheries resources, to create and prescribe the functions of the U. S. Fisheries Commission. Passed House July 7; passed Senate May 24. Approved Aug. 8, Public Law No. 1024. The Senate bill originally separated the Fish and Wildlife Service and placed commercial fisheries in a position to dominate the entire fish conservation program. The House bill retained the Fish and Wildlife Service as an integral unit, allowed for assistance to commercial fisheries and provided for an assistant Secretary of the Interior for Fish and Wildlife. The House bill was adopted with minor exceptions, and creates within the Service two distinct bureaus, one for commercial fisheries and the other for sport fisheries and wildlife.

Federal City

S. 2568. To amend title I of the Act entitled "An Act to authorize and direct the construction of bridges over the Potomac River." This is the bridge over the Potomac River in the vicinity of Theodore Roosevelt Island. A controversy over whether or not the bridge should be built with a drawspan prevented its final approval by the Senate, and it failed of enactment.

H. R. 8130, introduced Jan. 5. Designating bridge to be constructed over Potomac River at Jones Point, Va. as the Woodrow Wilson Memorial Bridge. Passed House, March 26; passed Senate May 14. Approved May 22, Public Law No. 535.

H. R. 7228, introduced July 11, 1955. To amend Title II of the act authorizing construction of bridges over the Potomac River. Passed House April 23; passed Senate May 14. Approved May 22, Public Law No. 534. Transfers responsibility for constructing and operating a bridge over the Potomac River at or near Jones Point from the Department of the Interior to the Department of Commerce.

Public Highways

H. R. 10660, introduced April 19. To amend and supplement the Federal-Aid Road Act approved July 11, 1916, to authorize appropriations for continuing the construction of highways, to amend the Internal Revenue Code of 1954 to provide additional revenue from the taxes on motor fuel, tires, and trucks and buses. Passed House April 27, passed Senate May 29. Approved June 29, Public Law No. 627. This has been called the greatest public works program in the history of the world and the greatest governmental construction program. The amount involved is \$32.9 billion. The act provides for new Federal taxes amounting to \$14.8 billion during the 16 years the program is to run.

Housing

H. R. 11742-S. 3855, introduced June 3. To extend and amend laws relating to the provision and improvement of housing and the consideration and development of urban communities. Passed House July 25; passed Senate, July 25. Approved Aug. 7, Public Law No. 1020. As approved the Act provides for 35,000 units of low-rent public housing for each of two years for communities which develop and adopt a "workable program" for the prevention and elimination of slums. Amendments to the slum clearance and urban renewal program will encourage more city wide planning and include provisions under which payments up to \$100 per family or \$2,000 to a business firm may be made to cover reasonable and necessary expenses resulting from the clearance of a slum area.

Yellowstone National Park to Provide Expanded Visitor Facilities

Secretary of the Interior Fred A. Seaton announced on June 24, 1956, that Yellowstone National Park—for the first time since the advent of the machine age—will be equipped within the foreseeable future to cope with the increasing multitudes who view its natural wonders each year.

On the eve of ceremonies at which ground was broken for Canyon Village, a new and modern park visitor accommodations center, it was disclosed that the National Park Service anticipates the expenditure of more than \$30,000,000 of Federal and concessioner funds in Yellowstone National Park under its long-range

MISSION 66 program of conservation and improvement.

This is one of the largest individual park development programs in the entire MISSION 66 program because Yellowstone is the largest, the oldest and one of the most heavily visited of all our parks.

The development of the new Canyon Village is the first step toward the removal of the lodge, cabins, stores, horse corrals and other facilities which over the years have encroached on the rim of the Grand Canyon of the Yellowstone River between the spectacular Upper and Lower Falls. All of these structures will be removed following completion of Canyon Village,

Planning and Civic Comment

scheduled for the summer season of 1957. The new village will be located in an area some distance back from the canyon rim, screened by woods from the spectacular gorge where the Lower Falls are twice the height of Niagara. Following completion of Canyon Village, other new areas which do not intrude on the park's prime attractions will be developed with expanded facilities for visitors to replace presently developed areas.

The Yellowstone Park Company, under a recently negotiated concessions' contract to provide overnight accommodations, meal service and other services for visitors, contemplates the investment of some \$13,500,000 of private capital in the park.

The proposed new Yellowstone Company facilities at Canyon Village were designed by Welton Beckett & Associates, of Los Angeles, designers of the Havana and Cairo Hilton Hotels and other structures which have gained international recognition. The McNeil Construction Company of Los Angeles has been awarded a contract to complete a spacious lodge, recreational hall, an administration building and 300 multiple cabin units with a capacity of 850 visitors

by July 1, 1957. Additional cabins will be built later to expand guest capacity to 1,200.

The large lodge building at Canyon will be 320 feet long. In addition to a spacious lounge, and a gift shop it will contain a cafe seating 250, a cafeteria accommodating another 250 and a lunch counter to accommodate an additional 65 persons. All the dining areas will be serviced from a central kitchen.

The recreational hall, with a total area of 16,500 square feet, will have seating capacity for more than 1,000 persons. All seats will be movable so that the hall can be put to varied uses.

Although the major part of the concessioner development at Canyon Village is being undertaken by the Yellowstone Park Company, the development will also include a new store to be built by Hamilton Stores, and a photographic shop to be built by J. E. Haynes.

The National Park Service already has spent more than \$1,000,000 in preparing the Canyon Village site for development. Sewer and water lines have been laid, parking areas, streets and paths laid out and a new campground installed.

New Power To New York Cities To Deal With Particular Projects

By ALBERT S. BARD

The General City Law of New York in Section 19 contains a wide general grant to every city in the State of power "to regulate, manage and control its property and local affairs," with also the power "necessary and proper for carrying such power into execution." Section 20 contains a long list of specific powers, some of which, like the power to provide for the "general welfare of the inhabitants of the city and visitors thereto" and the right to exercise the powers "necessary and proper for carrying into execution the powers granted to the city," are really quite general in their scope. Other sections of the same statute grant additional powers—some specific and some more or less general. In addition, in order to make it perfectly clear that cities may deal with special conditions or purposes which do not fall clearly within any particular class of subject matter, but might be claimed to be unique or to require special treatment and not to be within any power granted to the cities, the legislature, by Chapter 216 of the Laws of 1956, added to Section 20

of the General City Law fresh power in a new subdivision of which the following is a copy:

25-a. To provide, for places, buildings, structures, works of art, and other objects having a special character or special historical or aesthetic interest or value, special conditions or regulations for their protection, enhancement, perpetuation or use, which may include appropriate and reasonable control of the use or appearance of neighboring private property within public view, or both. In any such instance such measures, if adopted in the exercise of the police power, shall be reasonable and appropriate to the purpose, or if constituting a taking of private property shall provide for due compensation, which may include the limitation or remission of taxes.

For this clarification of power New York is indebted to Senator MacNeil Mitchell of New York City and the Citizens Union, through whose persistent efforts the measure was passed and signed.

The Zoning Round Table conducted by APCA Counsel, Flavel Shurtleff, has been omitted from this issue, but will be resumed in the October-December issue.

Billboard Battle

EDITOR'S NOTE: We are pleased to reprint this article from the *New York World Telegram and Sun* of June 8 by Inez Robb on a subject to which the APCA has been dedicated for many years. We welcome Miss Robb's powerful prose as new and strong ammunition.

Before the current session of Congress ends, it seems certain you and I shall have been voted the privilege of paying, *via* state and federal taxes, for some \$37 billion to \$50 billion worth of super-duper highways.

Unless such a national network is built to accommodate the minimum of 80 million cars prophesied for 1965, we shall all perish of old age trying to extricate ourselves from traffic jams.

I am willing to pay my share. There is nothing I enjoy more than motoring east, west, north or south over this beautiful country blessed with magnificent scenery whenever it can be glimpsed over, around, under or between billboards.

So I am beating the tocsin to rouse fellow citizens to demand either a rider to the highway bill prohibiting defacement of future federally-supported roads by billboards or outlawing of billboards by the states themselves from new roadsides.

The powerful billboard lobby is at work behind the scenes to prevent just such legislation. It will take hard work to beat this group. But it can be done and I propose as a rallying cry for those who can still take nature on the half shell "Billions for roads but not one cent for billboards!"

The proposed creation of new roads provides a ready-made billion-dollar gift bonanza for the billboard

people, and they will fight tooth and nail for it.

Only equally quick and determined action by citizens who can take their country straight will prevent this bonanza going by default to the billboard trust.

Within 24 hours after this column appears, I shall begin receiving angry letters from billboard lobbyists, accusing me of being a Fascist, a Communist, an enemy of private enterprise, a foe of freedom, a husband-beater and an enemy of the people. Nuts!

The billboarders are crying aloud for freedom to deface one of the world's most lovely nations. They are beating their respective breasts and piteously crying aloud for the privilege of robbing you and me of our national heritage of beauty.

The only freedom at stake here is the freedom to despoil. For persons who really hate scenery, there are always dark glasses.

The outdoor fraternity would long since have loused up Niagara Falls, the Grand Canyon, Old Faithful, the Redwoods and Estes Park, to name a few, if the law hadn't stepped in. Only the law has kept the Westchester and Connecticut parkway systems things of beauty and highway models for all the world.

Only the law can save the proposed new highways from a billboard grab. Let's get busy if we want to See America First.

Moses Yields to Mothers; Drops Tavern Parking Lot

In our last issue of *PLANNING AND CIVIC COMMENT**, we presented an account of the controversy which arose in New York City between the mothers of Central Park who opposed the enlargement of the parking lot at the Tavern-on-the-Green at 67th Street and Central Park West, and fought for a playground.

The final chapter has since been written and we quote in part from the *New York Times* of July 18, 1956, an article by Charles G. Bennett, Staff Writer:

Park Commissioner Robert Moses surrendered unconditionally yesterday to the Central Park mothers in the Tavern-on-the-Green dispute. The mothers won the two goals they sought: abandonment by Mr. Moses of his plan to build an extension to the Tavern's parking lot, and a new playground.

Commissioner Moses, who had fought the objectors with bulldozers and vainly in the courts, took his defeat philosophically—even distantly. In a brief statement, he said:

"My friend of the Corporation Counsel, Peter Campbell Brown, has settled the argument over additional parking at the Tavern-on-the-Green by having the city take over the paving contract at the spot in question, add a sufficient sum to make another playground for children out of it and let the improved Tavern get along with the parking now available.

* June issue, p. 36.

"The total amount involved is about \$50,000. I have no objection whatever to this sensible solution. The Mayor and the Board of Estimate approve and so do the litigants, which would seem to end the matter."

The mothers' \$50,000 prize will be a new quarter-acre playground for children 8 to 13 years old. In general, it will occupy a rocky and grassy plot that was to have been the site for the eighty-car extension of the Tavern's parking lot.

The first announcement of the city's capitulation in the Tavern fight came not from Mr. Moses but from Louis N. Field, attorney for two suing taxpayers who had sued in behalf of the residents of Central Park West.

A temporary injunction was granted by Supreme Court Justice, Samuel H. Hofstadter. His ruling subsequently was upheld unanimously by the Appellate Division.

Mr. Field disclosed that earlier he had signed a stipulation discontinuing the taxpayers' suit for a permanent injunction in view of the city's abject capitulation.

Late yesterday morning Mr. Field and Mr. Moses met at Mr. Moses' office at 270 Broadway in a spirit of rapprochement.

"Bob Moses has gone overboard and is going all out to do the right thing and make amends," he said. Forgetting the recent legal acrimony, he added: "As far as I'm concerned, he's tops. I'm happy to say I'm one of his admirers."

Commentaries

Dr. Dorothy A. Muncy, industrial planning consultant, has prepared a report, recently released in August, covering an industrial study of suburban Maryland which includes recommendations for 16 industrial sites in Montgomery County and 30 in Prince Georges County. The Maryland-National Capital Park and Planning Commission had Dr. Muncy make the study as an initial step toward a comprehensive plan for industrial growth in the Maryland-Washington regional district. Dr. Muncy found a shortage of industrially zoned land in the District while predicting sharp industrial expansion over the next few years. She recommends the establishment of special "research parks" and reservation of industrially zoned lands along major proposed highways and more rigid zoning controls, also subdivision regulations on industrial land. She emphasized throughout the report that good industrial growth can come only through thorough advance planning and rigid control.



Fred Smith, president of Fred Smith & Company, Inc., public relations counselors of New York City, was appointed in July to the Advisory Board on National Parks, Historic Sites, Buildings, and Monuments, to succeed Alfred A. Knopf, New York publisher, whose term expired on June 30.

Mr. Smith is a member of the executive committee of the Council of Conservationists which has headquarters in New York City. His wide experience as a business leader and conservationist will be of great value in the solution of national park problems, especially those in connection with the Service's new MISSION 66 program.

He is a vice-president of the Prudential Insurance Company of America. He has also served as president of the General Health Foods Corporation, Dayton, Ohio; public relations director of Batten, Barton, Durstine & Osborn,

and of Young & Rubicam, New York City; vice-president in charge of advertising, promotion, and public relations, American Broadcasting Company; director of advertising for Simon & Shuster, publishers; and as a partner of Selvage & Smith, New York City.



The comprehensive plan for the City of Decatur, Illinois, and Macon County, Illinois, will be revised and brought up to date by the firm of Harland Bartholomew and Associates, city planners of St. Louis, Missouri. The work, (begun in June, 1956), will take approximately fifteen months to complete, including comprehensive survey and final plans.

Harland Bartholomew and Associates prepared a comprehensive city plan for Decatur in 1938 and 1939, and made extensive land use surveys and zoning ordinance studies for Macon County in 1942. The current work will review these earlier plans, taking into consideration the growth of the community in the intervening years, and necessity for revision.

The scope of the new planning will include studies of the population distribution and general land use; revised zoning regulations for the City of Decatur and Macon County; a major street plan; revision of subdivision regulations and long range plans for the school and park system. Signers of the contract include the City of Decatur, the Commissioner of Highways of the Town of Decatur, Decatur Park District, Macon County, Decatur Sanitary District, Decatur School District and the Commissioner of Highways of the Town of Long Creek, Illinois.



The Metropolitan St. Louis Survey, financed by grants of \$250,000 from the Ford Foundation and \$50,000 from the McDonnell Aircraft Corporation Trust to St. Louis and Washington Universities, began in June, 1956. It will consist of a series of comprehensive

Planning and Civic Comment

governmental, social and economic studies of the St. Louis metropolitan area, with particular reference to the City of St. Louis and St. Louis County. The planned completion date is September, 1957.

The project has four principal purposes:

1. To prepare proposals for consideration of a board of freeholders to be appointed in accordance with Article 30 (a) of the Missouri Constitution. The objectives of the proposals will be to (1) remedy the major ills arising out of the present pattern of government in St. Louis and St. Louis County and (2) provide means of meeting major metropolitan needs, present and future. If approved by separate popular votes in the city and the county, the charter drafted by the board will adjust inter-governmental relations between the City and the County of St. Louis.

2. To furnish for consideration of citizens in other metropolitan areas (1) an appraisal of methods used to gather information on metropolitan problems, (2) an analysis of the attitudes toward government of residents in a metropolitan area, and (3) an evaluation of referendum campaign techniques and an assessment of their effectiveness.

3. To aid in the development of a systematic conceptual framework within which research in the general field of metropolitan government may be more meaningfully conducted.

4. To increase the supply of research workers trained in metropolitan government. This end will be accomplished by student participation in each main phase of the project and by a formal seminar conducted by the senior staff members. The students enrolled in the course will receive academic credit from either St. Louis University or Washington University.

The research design currently consists of six major types of investigations: governmental jurisdictions; functional services; finance and revenue; population, land use and economic developments; social areas; and citizen participation and interest in government. Data in these fields will be collected and collated primarily on the basis of a

number of working hypotheses, some of which will be tested by an attitude and participation study.

The Metropolitan St. Louis Survey welcomes communications from individuals and organizations recently completing analyses or presently working in any of these fields of inquiry or in allied areas of investigation. Correspondence should be addressed to John C. Bollens, Executive Officer and Director of Research, Metropolitan St. Louis Survey, 8147 Delmar Blvd., University City 24, Missouri.



During the past month the Recreation Subcommittee of the Columbia Basin Inter-Agency Committee has made an inventory of recreation areas and facilities of the Pacific Northwest region. The area covered includes Oregon, Washington, Idaho, and western Montana. This inventory has not been finished for all types of areas and facilities, but it is complete for State Parks, U. S. Forest Service, National Park, and Federal Reservoir areas constructed by the Corps of Engineers and the Bureau of Reclamation.

The inventory also includes the following data:

- (1) Attendance records for 1947 and 1954 with estimated attendance figures for 1960;

- (2) Deficiencies in facilities to meet present needs; and

- (3) Amount of increased appropriation to meet present and future needs for administration and facilities.

The information furnished to date by the Federal and State agencies mentioned above has been summarized by the National Park Service for this meeting. This summary includes only the most important highlights of the overall picture, pointing up the extent of existing facilities and their use, and the urgency for a greatly expanded action program to meet present and future requirements. It is the intent of the Recreation Subcommittee to furnish CBIAC at a later date a report on the completed inventory.

It has been estimated that recreation as an industry is worth one billion

Planning and Civic Comment

dollars annually to the Pacific Northwest region, including British Columbia. Thus, recreation ranks in third place with the region's major industries. How much increase in the monetary return from recreation could be effected with better organization and improved financing is a question for consideration of all concerned. Of equal concern is the critical need for areas and facilities for present and future recreation opportunities for the citizens of the region and of the Nation. The answers to these problems are the primary objective of the Recreation Subcommittee.

The method of approach to the basic problem of programming for the best utilization and preservation of recreation resources is the coordinated approach followed to date. The subcommittee plans to continue this coordinated approach until it can recommend an adequate overall recreation program for the Pacific Northwest region which will include the recreation programs of all agencies providing non-urban recreation. Such a plan will insure the continuation and expansion of the present billion dollar tourist industry now being realized.



The Regional Plan Association will launch a three-year study this summer of the economic and population forces influencing the development of the New Jersey-New York-Connecticut Metropolitan Region, Harold S. Osborne, President of the Association, has announced.

The study, financed by the Rockefeller Brothers Fund and the Ford Foundation through equal grants totaling \$480,000, will be carried out in New York for the Association by a special staff organized by the Graduate School of Public Administration of Harvard University.

The final report is expected to include a projection over the next 25 years of the economic development and population for the region and its parts. It will thus be a valuable tool for use by government and industry in long-range planning of park facilities, schools, new bridges and transportation lines, the

location of office buildings and of different types of industrial plants and the like.

"Today we want to know how the St. Lawrence Seaway will affect the region's economic life; tomorrow, whether its growing traffic problem will strangle its vitality; the next day, whether our growing suburban communities will be able to meet the staggering problems of new schools, new roads and new services," said Mr. Osborne.

"What we expect this study will develop," he said, "is a new understanding of the forces which have been shaping the region—determining the size and character of its population, its economic growth, and the way in which people and business are distributing themselves over the region's parts. With this basic understanding as the departure point, the region's future development can be projected with more certainty and we should be able to pinpoint some of the new problems which added growth will bring."

Commenting on the uses to which the study's findings may be put, Mr. Osborne said:

"In planning their future needs for schools, highways and services, governmental agencies in the New Jersey-New York-Connecticut region need to have some fairly firm ideas of the future numbers, age distribution and income levels of the people they will serve, and they must have some conception of where these people will work and the transport facilities they will use to get there. Business organizations, financial institutions, and labor organizations as well as governmental agencies want to know about the future size and skills of the labor force, about wage rates, transportation, and land use.

"All of us want to know whether the New York region will continue to grow as the nation's financial, cultural and service center or whether its functions as the nation's first city will take on a different cast. As we increase our understanding of these developments, we are in a better position to meet the problems they create in timely and constructive ways."

Planning and Civic Comment

Edward S. Mason, Dean of the Harvard Graduate School of Public Administration, said that such a study requires intensive examination of such influences as the changing structure of populations, shifts in transport costs and transport facilities associated with the movement of goods, changes in the structure of the labor market, costs of construction, land, power and water, and governmental costs and services.

Dean Mason said the special staff of the University to carry out the study in New York will be under the full-time direction of Raymond Vernon. Until recently, he was Planning and Control Director of Hawley & Hoops, Inc., and was at various times Acting Director of the Office of Economic Defense and Trade Policy of the U. S. Department of State, and a staff member of the Joint Presidential-Congressional Commission on Foreign Economic Policy.

The work of the New York staff will be supplemented by studies undertaken by members of the faculty of Harvard University and by the organization of a faculty seminar at Cambridge. The activities at Cambridge will be coordinated by Edgar M. Hoover, an authority on the economics of industrial location and on population problems. Professor Hoover is now associated with the Office of Population Research of Princeton University, and is the author of numerous books and articles on the problems of industrial location.

In addition to Dean Mason and Professor Hoover, it is expected that other participants from the Harvard University faculty will include Charles R. Cherington, Professor of Government; Arnold M. Soloway, Assistant Professor of Economics; and Robert C. Wood, Assistant Professor of Government.

With respect to the study's operations Dean Mason said, "Most of the spade work of the study will, of course, be conducted by our New York staff which will occupy offices at the Regional Plan Association. We are able, however, to make available the part-time services of Harvard economists and specialists in the fields of government, law, economics, and sociology who will be organized

under the direction of Dr. Hoover."



The San Diego, California, city council has appointed a five-man industrial development commission to plan and develop areas suitable for industrial use. The commission will identify areas suitable for industrial uses; compile information about the availability of utilities, transportation and housing in these areas; encourage proper zoning and provision of utilities and transportation facilities where lacking or sub-standard; and to promote cooperation between local, governmental and private agencies in developing industry. A position of industrial development coordinator under the city manager has been established to provide the commission with staff assistance.



Record numbers of out-of-State and local summer vacationers are visiting again this year the public parks maintained on the Oregon and Washington tree farm lands of Weyerhaeuser Timber Company.

Frederick Billings, public recreation administrator for the timber firm, reports that from one park and a few hundred visitors in 1941, the number of people using company parks has grown at such rate, that from all indications, it will hit close to 100,000 visitors at the 14 parks in 1956. Each of these areas is located on private, tax-paying lands. It is a phase of the company's long-range, multiple-use program to allow reasonable public use of its tree farm lands. No charge is made for the use of these facilities.



A program of research and instruction in city planning has been established at Ohio State University by action of the Board of Trustees.

President Novice G. Fawcett said that the rapid changes in patterns of urban and suburban life have created "an urgent need" for research and instruction in the field of city planning

Planning and Civic Comment

and engineering, based upon an understanding of social and economic needs.

The university is now preparing the curriculum for a two-year program of graduate study in city planning. The program will be campus-wide in subject matter, but will be directed by the School of Architecture and Landscape Architecture. It will not be ready for enrollments until some time after the Autumn Quarter.

The Board also authorized that studies be initiated which may lead to research and instructional programs in regional development, under the general supervision of the university's committee on regional development. The Engineering Experiment Station on the campus was designated as the coordinating agency for cooperative studies which may be undertaken by the university and interested parties.

Colonial Williamsburg Activities

The contribution of Colonial Williamsburg to the heritage of the United States is becoming clearer every year. The Report of the President, Kenneth Chorley, for 1955, points up its contemporary history when it was "for 81 influential years the capital of the Virginia Colony and a cultural and political center ranking with Boston, Newport, Philadelphia, Charleston and New York."

But the year 1955 marked a number of significant events. Late in the year, at Drapers Hall, London, Sir Winston Churchill received the first Williamsburg Award. He was chosen, according to Winthrop Rockefeller, Chairman of the Board of Trustees because it was fitting that such an award be made. "The cause of freedom was the cause of Washington, Jefferson, Madison, Patrick Henry and others who once walked the streets of the historic capital. In our time no man has given more to that cause than Sir Winston Churchill."

On May 15, 1955, as a part of a

commemoration of the American concept of religious freedom, Dr. Grayson Kirk, President of Columbia University, delivered an address at the reconstructed Capitol.

On February 19, 1955, Dr. Vannevar Bush spoke on a modern "Bill of Responsibilities" to the fifth annual Democracy Workshop, sponsored by Colonial Williamsburg and the U. S. Junior Chamber of Commerce.

In cooperation with the College of William and Mary, Colonial Williamsburg provided discussion leaders and tours for the Workshop on Early American Life and Culture, a summer course for elementary and secondary school teachers, and joined the College faculty in a series of 16 lectures on "Life and Arts of Colonial Virginia."

These occasions, in addition to the impact on the millions of visitors who see Williamsburg as it was and learn of its history, exercise a profound contemporary influence of the ideals of the American people.

San Francisco Reports

San Francisco, California is in a position to profit by several Reports. In May, 1956, Richard Lawrence Nelson, President of the Real Estate Research Corporation presented a *Summary of Market Analysis* to Roger Lapham, Jr., President of the City Planning Commission. This treated Redevelopment Area "E." On June 15, Lawrence Lackey, architect, presented to the San Francisco City Planning Commission a *Report on Elements of Planning and Rebuilding of Area "E"*. It is explained that this latter Report "is not a redevelopment plan but is a basic research into the elements of redevelopment design and, at this stage of the planning process, is directed primarily toward the practical and economic factors which are indispensable to ultimate success." When final plans

are made there should be an unusual amount of information and analysis on which to base them. It would appear that San Francisco may possess in this redevelopment area an unusual opportunity to develop office space and intown residential development supplemented by a convention hall, air and heliport terminals and additional hotel rooms.

In 1956, also the Bay Area Council of San Francisco has issued a well mapped and graphed *Guide to Industrial Locations*, covering markets, land, labor, transportation, utilities and taxes, but not housing conditions, recreational, cultural and educational facilities in the area.

It will be interesting to see the plans of the San Francisco Planning Commission develop from all this technical information and analysis.

Rock Creek Park Day

A truly unique event will take place Sunday, October 7, when metropolitan Washington, D. C., celebrates Rock Creek Park Day. The Day is a voluntary expression of appreciation by the people of the Nation's capital for its justly famous Rock Creek Park. Extending northward from the Potomac River the length of the city and on into neighboring Montgomery County, Maryland, the park provides relaxation, recreation, and spiritual uplift to an estimated 2 million people a year. Its marve-

lously scenic gorge is an outstanding example of how a natural area can be preserved in the heart of a large metropolis.

Plans for the Day are as simple as they are appropriate: the public is asked to have fun in the park in events of their own choosing or to participate in some of the group activities, including an outdoor Funerama show in famous Carter Barron Amphitheatre.

This day of appreciation has been officially proclaimed by the governmental agencies responsible for the

park: the U. S. Dept. of Interior, the D. C. Board of Commissioners, the Montgomery County, Maryland, Council, and the Maryland National Capital Park and Planning Commission. However, the observance is entirely the work of

civic organizations and private citizens—many of them outstanding community leaders—who wish to focus attention on how much outdoor facilities contribute in cultural and spiritual value to urban existence.

Wetlands of the United States

A new Fish and Wildlife Service report on "Wetlands of the United States—their Extent and their Value to Waterfowl and other Wildlife" was released in July.

The Service's original study of wetlands, initiated over five years ago, was designed to take a closer look at important wetlands resources. (1) How many are left? (2) How good are they for waterfowl and other wildlife? (3) How can we effectively preserve for wildlife use those wetlands needed for such purposes? Answers to these questions were considered fundamental to a proper appraisal of the effects of drainage, filling, flood control, and other land-use changes on wildlife resources.

The new report locates, classifies and evaluates, primarily from a waterfowl standpoint, 74.3 million acres of wetlands and therefore answers the first two of the three questions. An answer to how to pre-

serve wetlands will begin to take shape as more and more people understand what is to be preserved and why it is essential to retain the best of wildlife wetlands. The Service has a wetland-preservation program in operation at the present time.

The publication will intensify the growing awareness that wetlands should be recognized as useful parts of Nature's landscape. Until very recently, such values as waterfowl conservation, stabilization of runoff, replenishment of ground water, and protection against fires and drought were hardly given a second thought. Acre for acre, wetlands produce and help protect more wildlife than any other types of habitat.

Wetlands of the United States is Fish and Wildlife Circular No. 39. It is for sale by the Superintendent of Documents, Government Printing Office, Washington 25, D. C.

Life Publisher Speaks on Urban Renewal

At the 1956 Annual Meeting of the Philadelphia Citizens' Council on City Planning, Andrew Heiskell, publisher of *Life Magazine*, presented a provocative talk on the growing need for citizen support of community improvement projects. Mr. Heiskell is also the Chairman of ACTION, the American Council To Improve Our Neighborhoods, a national organization devoted to the task of stimulating citizen interest in and awareness of the problems of urban renewal.

"Too often citizen leadership is either negligible or non-existent," said Mr. Heiskell, "when plans are proposed for community improvement, without such leadership, the task is too great. Our cities are faced with the problem of coordinating the efforts of citizen organizations with the participation of business. At the outset this is difficult, since the basic interests of the two groups seem diametrically opposed. The difficulty diminishes, however, when discussions between spokesmen for each group replace mutual suspicion with a real desire to work together. Proof of the workability of coordinating diverse interest groups may be found in the success of organizations such as ACTION and the CCCP."

Urban Renewal, Mr. Heiskell stated, cannot succeed unless business is wholeheartedly behind it. Our rose-colored ideas of the city of the future will not materialize unless a healthy attitude of progress exists in today's community.

We should keep in mind that 90 percent of national income and a

preponderance of real estate development in our country is derived directly from urban activity. Urban areas will be most severely affected by the accelerating rate of population growth. It is estimated that in the coming decade, our major cities will be faced with many million additional inhabitants. Will these people move to the suburbs, leaving the burden of taxes to the cities, or will recognition of the need for redevelopment counteract the problems of density? A few cities, including Pittsburgh and Philadelphia, have already faced this problem, and with the support of citizen leadership, are planning now for the future.

A city's downtown area, he noted, is its heart, and without such a center, no city can remain strong. But because of the trend toward decentralization, the downtown area must be linked by rapid lines of transportation to its surrounding areas. Planning for future growth must be comprehensive, or the metropolitan area will grow fitfully, presenting a confused conglomeration of unreliable entities. Cities will be bypassed by major corporations seeking to expand. Since a plant is only successful in relation to its environment, and that environment is dependent upon city planning, the city's industrial health will depend on its foresight in creating a comprehensive plan.

The following points were emphasized by Mr. Heiskell as essential to an effective program:

1. A dynamic program of public information. In the past year, 25

major magazines have carried stories on slum conference and urban renewal. The Advertising Council has donated one and a half million dollars of free advertising space to this problem.

2. Research, carried on by paid staffs of highly-qualified technicians.

3. Field work—working with organizations both nationwide and local, to convince them of the program's value. Gaining corporate interest in Urban Renewal so that its support becomes a part of the

overall public relations program of large companies.

In conclusion, Mr. Heiskell urged that business continue to join forces with citizen groups in Philadelphia, where leadership in redevelopment and planning is already established. Through such coordinated effort, Philadelphia's eminence will increase, and its accomplishment will provide a model for other cities seeking a blueprint for enlightened future planning.

National Parks Issue of Town and Country Planning

National Parks at Home and Abroad is the theme of the August 1956 *Town and Country Planning*, publication of the Town and Country Planning Association of England.

In this special issue, Lord Strang, Chairman of the National Parks Commission writes on "National Parks: the First Six Years," and gives an authoritative summary of the considerable progress made under the National Parks Act, with an account of some of the problems facing the park administrations. A. E. Telling writes a brief account of "The National Parks and Access to the Countryside Act 1949."

Geoffrey Clark well known country planning officer writes on "Administration of National Parks." Many interesting articles are included in the issue, with articles on South Africa's Wild-life Preserves, the National Parks of Japan, Canada's Scenic Playgrounds, the Netherlands' Natural Reserves, and the Great Parks of the USA, by Harlean James. Many other titles are covered and the issue is a worthwhile compilation of information and points on view on the national park idea for all interested in this subject as it is developing all over the world.

Citizens Act in St. Louis

The *Saturday Evening Post* of August 18, 1956, presents an excellent account of citizen action for civic improvement in an article, "How to Rescue a City" by Joe Alex Morris. The story tells what happened when a group of citizens decided to do something more than just complain about the problems that threatened to destroy their city.

Some years ago the *Post-Dispatch* published a series of vividly illustrated Sunday articles under the headline: Progress or Decay? St. Louis must Choose! This was the beginning of the crusade. The *Post* article states:

"It would be foolish to suggest that any series of newspaper articles could drastically change a city of almost a million population like St. Louis. But it would be even more foolish to ignore the fact that today the historic "Gateway to the West" has done a quick about-face and is now in a remarkable period of renaissance that has attracted the attention of experts from other ailing communities as far away as Australia. Such experts may not find any easy solution to the secret of municipal rejuvenation, but they undoubtedly will quickly discover that the major factors in the recovery of St. Louis have been the collaboration of a unique group of twenty businessmen known as Civic Progress, Inc., a mayor who combines political savvy with engineering skill, and two crusading newspapers—the *Globe-Democrat* and the *Post-Dispatch*. . . .

"The immediate result of the

alarming articles in the *Post-Dispatch* was lots of talk but not much action. The then mayor, Joseph M. Darst, who had fathered public housing in St. Louis, initiated in 1952 the formation of Civic Progress, Inc., a group of eight prominent citizens, to promote 'the well-being and growth' of the community. However, Darst was ill at the time, a city election was in the offing and, after a few meetings, it seemed probable that the committee would simply fade away. . . .

"Yet the need for action was mounting steadily. Nobody could laugh off the facts that the newspapers continued to fling in the city's face. Decay and stagnation were fearsome words that could spur even complacent businessmen and property owners out of their lethargy. It was, perhaps, to be expected that they would look for action first in the easiest field—politics. Many other cities in trouble had done the same. . . .

"The committee of businessmen called Civic Progress, Inc., had been bumbling along, not sure whether to live or expire. Mayor Raymond Tucker revived them in the early summer of 1953 by suggesting that they increase their membership and live up to their purpose of 'furnishing civic leadership' by getting busy on outstanding problems. They reorganized with Powell B. McHaney, president of the General American Life Insurance Company, as president; August A. Busch, Jr., president of Anheuser-Busch, Inc., as chairman of the board; and Edgar M. Queeny,

chairman of the Monsanto Chemical Company, as vice-chairman.

"The new mayor then looked around for the citizen who had been making the most noise about the decay of St. Louis. He found his man without much trouble in a handsome business suite atop one of the city's tallest buildings—Edwin M. Clark, president of the Southwestern Bell Telephone Company. Clark, who would later be president of Civic Progress, Inc., had come to St. Louis from Pennsylvania in 1950. An ex-football player, he is a big, dynamic, outspoken man whose trumpetlike calls for action in a hurry soon earned him the friendly nickname of Boom-boom. . . .

"The barometer of civic pride began to rise and, in September, the voters reconsidered and approved a \$1,500,000 bond issue—it had been defeated in March—for clearing and developing a slum area adjacent to City Hall Plaza. Mayor Tucker's next and far more difficult move was to balance the city budget, which was \$4,000,000 in the red. He made budgetary cuts designed to eliminate the deficit, but, meanwhile, the state legislature dealt St. Louis a body blow by refusing to renew permission for the city's one-half of 1 per cent tax on net earnings of individuals and corporations, which annually yielded around \$8,000,000. This was enough to wreck the \$48,000,000 city budget, unless the legislature's position could be reversed.

"The Mayor's approach to the problem was unusual. First, he made it a civic rather than a political crisis by enlisting the aid of former Republican Mayor Aloys P. Kauf-

mann, president of the Chamber of Commerce and a member of Civic Progress, Inc. Then, over a period of months, the two men made a well-publicized "pilgrimage" into the towns and hamlets of Missouri to talk to 85 per cent of the legislators about the St. Louis financial crisis. This bipartisan venture stirred, and pained, the people of St. Louis. Tucker's prestige mounted because he had the courage to take hat in hand and go out "to the sticks" in behalf of the city. But citizens also were chagrined that the mayor of the state's largest city humbly had to beg for aid to avoid municipal bankruptcy. . . .

"Seven former slum areas have been cleared for 6150 units, completed or under construction, of unusually attractive public-housing apartments costing \$70,000,000, and another 3000 units costing \$43,000,000 are planned. The run-down 465-acre Mill Creek Valley area near the heart of the city is being surveyed for a projected \$400,000,000 commercial and industrial development. A \$4,000,000 campaign has been started and is already effective in two pilot areas for neighborhood rehabilitation of 67,000 homes in blighted blocks, with the city paying for improvement of parks, playgrounds, streets and schools while homeowners co-operate by refurbishing old but still sturdy houses. In all, bond issues totaling approximately \$128,000,000, including \$16,000,000 for school buildings, have been approved since 1952, and the city is spending at the rate of \$12,000,000 a year in addition to still-larger Federal and state grants for public improvements.

Planning and Civic Comment

"In 1956, Civic Progress, Inc., tackled perhaps its toughest project—revision of 1914 city charter. . . .

"So far Mayor Tucker and Civic Progress, Inc., have gone hand in hand, each depending on and making use of the other. The mayor is popular outside the Democratic organization and probably can be reelected in 1957. But whether any organization like Civic Progress, Inc., could be successful without close co-operation of City Hall is questionable. There is also a question whether such a closely knit, influential group might, under certain circumstances, become a kind of 'shadow government' running the city by remote control, but responsible to no one. In St. Louis there is no present concern on that point. The mayor is not a man to be pushed around. The labor unions

are strong and the newspapers alert. . . .

"This thought may come in handy in other cities suffering a decline in civic enthusiasm. A few years ago, civic pride in St. Louis was so low that a prominent businessman, appointed by the mayor to promote a World's Fair on the 150th anniversary of the Louisiana Purchase, found it impossible to stir up either money or enthusiasm among local merchants. This year another prominent businessman was appointed to raise funds for a Mid-America Jubilee to be held next September. In no time at all local merchants had pledged \$400,000 and thirty committees were at work preparing for a month-long industrial, scientific and agricultural exposition on the banks of the Mississippi to celebrate the 'rebirth of St. Louis.'"

A graduate student from Cornell University recently called at APCA headquarters to consult the reference material in the library in connection with her Ph.D. dissertation. The thesis is in the field of Adult Education on the use of adult education facilities and techniques to foster citizen participation in and understanding of city planning. An interesting example of the action of a citizen group in the field of planning as a specific case history which interested the student was the achievement of the Federal City Committee of the American Civic Association through the years in bringing to pass the legislation which established the National Capital Park and Planning Commission, its subsequent follow up of a program of civic improvement in the National Capital and the constant vigilance of the Committee of 100 on the Federal City in connection with the many current planning projects proposed for Washington D. C. Other "case histories" are of interest to this student and the Editor would be glad to pass along any pertinent examples our readers wish to send to us.

State Park Notes



PERSONALS

The new Director of the Department of State Parks in Georgia is J. W. Brinson, Jr., who was appointed during the summer to replace Roy L. Chalker. Mr. Chalker resigned to accept a position on the State Highway Commission.

At a recent meeting of the Kansas State Park and Resources Authority, Ray Dillon, Jr., was elected chairman to replace J. Ed. Thompson whose term had expired. Other members of the Authority are: Kelsey H. Petro, Topeka—Vice-Chairman; George Gagel, Lenexa—Secretary; Russell Townsley, Russell—member; and Alvin F. Grauerholz, Coffeyville—member.

PUBLICATIONS AND ARTICLES

State Park Statistics—1955 has recently been issued by the National Park Service. This annual study which is conducted at the request of the National Conference on State Parks, covers state park attendance, expenditures, personnel, areas and acreages, and sources of funds as reported by 83 agencies in 46 States. Copies may be obtained free of charge from the National Park Service, Washington 25, D. C.

In 1955 attendance reached a new high of 183 million, a 10 per-

cent increase over the previous year. Since 1950, when over 114 million visitors were recorded, attendance has increased more than 60 percent, emphasizing the place state parks are filling in meeting the growing recreation needs of the public. Tent and trailer camping made a significant increase of 19 percent during the year, more than doubling since 1950.

State parks' expenditures increased 12 percent over 1954 to \$55,093,278 largely because of development programs in several States. Revenue from operations has doubled since 1950, reaching \$13,816,924 in 1955. Entrance and parking fee receipts increased 76 percent in two years and reached \$2,695,419.

There was reported a total of 2,034 state parks and related types of recreation areas containing 5,085,951 acres.

The Conservation Yearbook—1956 by Erle Kauffman has been issued in an enlarged form following a period of nearly two years since appearance of the last edition. This publication is a directory of agencies, commissions, boards, associations, foundations, societies, and other organizations concerned with the conservation of renewable na-

tural resources. The publication includes a list of the major state parks, their superintendents, location and acreage, as well as the administering agency in each State. It may be obtained from Cornwell, Inc., 1025 Connecticut Avenue, N. W., Washington 6, D. C., for \$7.50 per copy.

A Guide for Planning Recreation Parks in California has been prepared and recently released by the California Committee on Planning for Recreation, Park Areas and Facilities. The Committee consisted of representatives of National and State organizations and agencies with R. L. Rathfon, representing the American Institute of Planners, as chairman. Funds from the Rosenberg Foundation of San Francisco made possible a study of space requirements for recreation, the formulation of planning principles, and the establishment of a basis for determining local space standards. The 78-page publication includes diagrams and pictures showing space requirements and layouts for parks. These requirements have been determined for metropolitan and non-metropolitan communities located in coastal, desert, valley and/or mountain regions. The units covered by the report are neighborhood recreation centers, community recreation parks, and city-wide recreation parks. Since regional recreational parks, including natural preserves and green belts, were only touched on, the report proposes another study to develop standards for this type of area. Copies may be obtained from the Documents Section, Printing Division, Sacramento 14, California,

for \$2 per copy.

The *Annual Report, Oregon State Parks*, a 60-page publication of summary text, graphs, pictures, and tabulations has recently been issued. The tables list each park and show the attendance and number of overnight camping visitors with graphs which compare the attendance with previous years. The construction program featured the development of six new parks. The largest contract during the year was \$75,000 for the construction of an observation building including a concession stand at Depoe Bay Ocean Wayside.

Fewer parks offered overnight camping than the previous year, but facilities were much enlarged at several other areas. Thus, there was an increase of 58 percent over 1954 reaching a total of 158,375 camper nights. About half of the revenue obtained during the year was in the form of receipts from overnight camping. In addition, the program of placing screen plantings between camping sites to promote privacy was continued in several parks. In comparison with the 1954 figures, the proportion of out-of-state campers increased 4 percent during the year. Investigations of new areas to determine state park values increased to 26, three of which were recommended for acquisition. Requests for state parks in or near municipalities were discouraged by the Division because it felt that local communities should shoulder that responsibility.

Reclamation's Recreational Opportunities, a folder produced by the Bureau of Reclamation, Department of the Interior, describes the

various opportunities at reservoirs in western United States. Shown by narrative, map, and chart, the information on the reservoir recreation facilities includes a broad range of subjects from camping to the type of fish to be caught. Also shown is the location, number of visitors per year, and the administering agency. The publication is available from the Bureau's Washington Office.

"Oklahoma's New State Parks," an article reviewing and picturing five new lodge developments, appeared in the July issue of *Travel U. S. A.* Two successive revenue bond programs since 1947 have resulted in the lodge construction, and improvements have also been made in all nine of the other state parks from that source. Including the \$7,200,000 of the latest bond issue, the State's park system has a real value of more than \$26 million.

"Anti-Litter Campaign Progress" is an editorial in *Motorland* published by the California State Automobile Association in the July-August issue. Several agencies of the California state government are working to solve the litter problem. The Department of Motor Vehicles has included statements on the anti-litter law and its penalties in the new edition of the Vehicle Code Summary, which this year will reach more than two million applicants for drivers licenses, as well as messages in envelopes with eight million vehicle registration applications. The California Highway Patrol is stepping up its program to apprehend persons scattering trash along state highways. The Division of Highways has placed almost

1,000 trash cans along the highways and 600 roadside signs reminding motorists to carry litter bags in their cars. This, together with the development of 300 roadside rest areas containing trash receptacles which will be constructed by the Division of Beaches and Parks, will provide a great emphasis toward solving this problem.

LEGISLATION

Several items of significant legislation were enacted by the Pennsylvania Legislature. Foremost among the laws applicable to state parks was the one ear-marking rents and royalties from oil and gas leases on land owned by the State and described in the March issue of this publication. Another law establishes a program for the rehabilitation of male youth through the undertaking of useful conservation projects. Boys 15 to 18 years of age who have been committed to the Pennsylvania Training School or who are recommended to be campers by the Department of Welfare will take part in the conservation work. The sum of \$100,000 was voted for the construction of or renovation of the camps and \$150,000 for their operation. Another new law provides for an increase in the borrowing power of the General State Authority, and provides that \$1,700,000 be allocated for essential state park improvements which could not be financed from regular appropriations of the Department of Forests and Waters. In still other legislation, amendments were made to provide \$2,500,000 "for the protection and stabilization of Presque Isle Pen-

insula" (Pennsylvania State Park) and Erie Harbor. An act to place professional and technical employees of this State under the merit system failed of enactment.

Governor Herter of Massachusetts recently signed legislation authorizing acquisition of land around Walden Pond to expand the area now within the State Reservation. Under a similar law last year, 90 acres were added to the reservation through purchase and a gift. One of the key recreation areas in the Greater Boston area, it is hoped that the new land will help to eliminate traffic congestion and provide for more parking.

NEWS FROM THE STATES

Alabama. The State Parks Division has listed a number of major improvements made this year to ready its parks for the current tourist season. New concessions buildings were erected in Cheaha, Monte Sano, and Oak Mountain State Parks; a new tent and trailer area was constructed on the lake side at Little Mountain. At Oak Mountain, a new access road and 300-car parking area were constructed and paved; at Fort Morgan, the harbor was renovated to serve all small craft, and at Gulf, two new beaches, each about 3,000 feet long, were created. Numerous other improvements were made at these and other state parks during the year.

Arizona. An organizational meeting of the Arizona State Park Association was held in Phoenix on August 10. Speaker of the evening was Conrad L. Wirth, Director of the National Park Service, who pointed out that the many visitors

to Arizona could be more adequately taken care of should a system of state parks be established to supplement the 17 national monuments and Grand Canyon National Park. The association elected Robert Japp of Phoenix, Chairman of the Maricopa County Park Board, as President, replacing J. F. Carithers of Tucson, who served as temporary president through its organization. The five regional vice-presidents who were elected are Floyd Whipple, Winslow; Tom Knagge, Tucson; Mrs. Loraine L. Detterbeck, Safford; Ray Cowley, Yuma; and James Sparks, Chandler. Also elected were Bert Fireman of Phoenix, Secretary; Mrs. George Bohm of Phoenix, Treasurer, and a 25-member board of directors. Mr. Wirth was elected as the first honorary member.

California. Encroachments on park lands constitute a vexing problem for park administrators. Newton Drury, Chief of the Division of Beaches and Parks, lists several in his State. The proposal to make a freeway of the Redwood Highway through the redwood groves is now nearing a satisfactory by-pass solution, but the grazing of livestock in Anza Desert State Park, bridging the entrance to Emerald Bay and destroying park developments and beauty, and withdrawing from public use large portions of Huntington Beach State Park for two years to install a public utility plant are threats which must yet be resolved. Mr. Drury states, "All are typical of an apparent assumption that park lands are fair game, that regardless of the specific obligation imposed

Planning and Civic Comment

by law and appropriation (and many times by gift) they can be turned to other uses. It is recognized that community needs require sacrifices. But in view of their special nature, park lands should be sacrificed, not as a first—but only as a last resort. First of all, what are the facts? Is there no alternative course? Has a proper adjudication of relative values been taken? Has over-powering public need been demonstrated and not just convenience or saving in cost?

Delaware. Dedication of Brandywine State Park, held on July 29, is an important early step in the development of the Delaware State Park System. The State Park Commission is proceeding toward planning and development of other areas to meet the pressing public need.

Kansas. Another new lake will soon be constructed in Atchison County, the fifteenth in the current State lake-building program. The area is heavily timbered and is located four miles from Atchison City. Like other lakes in this program, it will be equipped with picnic grills, tables, and other day-use facilities.

Michigan. The weather seems to have had an adverse effect on state park attendance thus far in 1956, according to the Conservation Department. Figures to the middle of July show 7,272,000 this year as against 9,048,000 for the same period in 1955.

The Conservation Department has made application to the Department of the Army to lease an area for recreation purposes near Battle Creek. The area, over 2,500

acres in size, is in the southern portion of Fort Custer and is not presently being used for recreation purposes. The Conservation Department would undertake all the developments and the land would revert to the Army immediately in the event of a national emergency.

Minnesota. The naturalist program consisting of conducted trips, labeled trails, and lectures at Itasca, Whitewater, and Gooseberry Falls State Parks, functioned again this season. The activity is jointly sponsored by the University of Minnesota, the Museum of Natural History, and the Division of State Parks. The program was received with enthusiasm by the public in 1955, as shown by attendance records which increased from 28 to 56 percent over 1954 in parks where naturalists were assigned, compared to an increase of 13 percent for Minnesota state parks.

The Lindbergh home is being developed into a museum by the Division of State Parks at Charles A. Lindbergh State Memorial Park in Morrison County. Much of the original furniture has been kept in storage and is being donated by Mr. Lindbergh and Mrs. Eva Lindbergh Christie.

Montana. The Montana Highway Commission (State Parks Division) and the Montana Fish and Game Commission have entered into an agreement with the Bureau of Reclamation to administer areas and facilities on a majority of Reclamation reservoirs in Montana. Those which have local or regional value for their recreation or fish and wildlife resources will be administered by the State, and those

Planning and Civic Comment

with national significance will be administered by the Federal Government. The advantage of this arrangement is to avoid the consideration of each area at a high level and to permit more to be accomplished on the local level under the framework of this over-all agreement. A similar agreement was made with comparable agencies in Wyoming in August of 1955.

New Hampshire. *Forest Notes*, publication of the Society for the Protection of New Hampshire Forests reports in its summer number that a Governor's Committee is studying Mt. Washington problems. Chief among these problems is the question of whether the State will be urged to acquire the top of this peak.

Ohio. A natural history program offering varied visitor services has been undertaken at three state parks this year. The program includes hikes, auto tours, and evening programs of slides and movies at Pike and Lake Hope State Parks. In Old Man's Cave State Park in Hocking County, tours are conducted on Saturdays, Sundays, and holidays—highlighting the scenic cave features.

Twenty-one state park areas have been opened to hunting for all legal wildlife according to a recent decision of the Conservation Commission. The areas chosen were those which would not be used for normal picnicking or public visits during the hunting seasons. No other State now permits hunting in state parks on such a wide scale.

Oklahoma. The newly-completed Western Hills Lodge in Sequoyah State Park was opened in July.

This lakeside development consists of a two-story lodge with 104 rooms, 27 cottages, and 20 cabanas.

Oregon. A reprint of the Samuel H. Boardman papers, historical and descriptive sketches of 15 or so of Oregon's State Parks, which appeared in the *Oregon Historical Quarterly* of September 1954, has been issued in attractive booklet form. It is hoped that the material will thus have a wider circulation. Thornton T. Munger of Portland, was a member of the Recreational and Natural Resources Committee of the Portland Chamber of Commerce who served with Arthur R. Kirkham, Arthur L. Crookham and Francis Lambert in preparing the material for printing as a permanent record.

When the papers first appeared in the *Historical Quarterly*, they were reviewed in *PLANNING AND CIVIC COMMENT*, p. 48, December 1955 issue. This write-up covered the scope of the titles included by Mr. Boardman and paid a tribute to him as first State Parks Superintendent, who established Oregon's State Park system. Mr. Boardman himself gave credit to Judge Robert W. Sawyer of Bend, Oregon, as the creator of the park department and the "sire" of the state park system.

South Dakota. In its annual meeting in July, the South Dakota Wildlife Federation passed a resolution regarding many conservation issues. They voted to reject the proposal to divorce the parks operation from that of game and fish in the Department of Game, Forestation and Parks. However, they recommended that separate accounting systems be set up for

Planning and Civic Comment

parcs and for the game and fish operation. They also voted to request the Legislature to appropriate sufficient funds to carry out the parks program. Heretofore, a large portion of the funds for park operation have been obtained from the sale of game and fish licenses.

Two organizations have been formed this year to promote park programs. They are the South Dakota Recreation and Park Association and the South Dakota Parks Association. The former is an affiliate of the National Recreation Association and its present emphasis is on city recreation activities, including an exchange of ideas on personnel training, administration, maintenance and staffing. It is felt that the purpose of the organization is such that it will eventually also include more interest in state and Federal parks. The objectives of the South Dakota Parks Association are to support legislation favoring the state parks.

Texas. At the annual pilgrimage to Indianola a few months ago, it was announced that the Calhoun County Commissioners Court is preparing deeds to transfer the town site to the State. Indianola is the site of an early port of entry to Texas which was abandoned after twice being swept by hurricanes.

A scene in Palo Duro Canyon State Park photographed by internationally-known Iva Dmitri will appear as a color advertisement in a number of newspapers and magazines this September. The picturing of America as it can be seen from an automobile is part of a publicity campaign sponsored by Universal Com-

mercial Investment Trust Credit Corporation. Other state parks that have been pictured recently in the series of twelve advertisements included San Jacinto State Park, California, Chicot State Park, Louisiana, Barnegat Light State Park, New Jersey; and others.

Utah. At a meeting of the board of directors of the Sons of Utah Pioneers in Salt Lake City, several areas were suggested for possible state park status. A committee was appointed to survey the suggested areas, determine how the land should be obtained, and suggest how the areas should be administered. A discussion followed regarding the desirability of providing protection against vandalism as soon as possible at several areas. At present, this State has no agency to administer other than historical areas.

West Virginia. A new 50-room lodge at Cacapon State Park was dedicated by Governor Marland on June 30. The new lodge and 11 new cabins are part of a \$3,100,000 development program for the state parks financed through sale of revenue bonds. Previously existing overnight accommodations consisting of 19 cabins and an 11-room inn will continue to be available.

A \$1,300,000 revenue bond extension, announced by the Governor on this occasion, will finance construction of another new lodge at Mont Chateau State Park to replace the old DuQuesne Club recently destroyed by fire. The State had purchased the old club which was to have been remodeled for lodge purposes.

Tom Wallace Chair of Conservation at University of Louisville, Kentucky

Anonymous donors have now assured the University of Louisville a minimum of \$235,000 endowment grant to set up a Tom Wallace Chair of Conservation in the University of Louisville. It is a signal honor to Mr. Wallace and also a gift which will benefit his native State.

A total list of the conservation offices held by Mr. Wallace is impressive. He is Chairman of the Board of the National Conference on State Parks. In 1950, Secretary of the Interior Harold Ickes appointed him a member of the Advisory Board on National Parks, Historic Sites, Buildings and Monuments of the Department of the Interior and in 1953 he was appointed a collaborator of the National Park Service. He served 1946-47 as President of the Izaak Walton League of America. He has served as President of the Kentucky Conservation Council and of the Southern Forestry Congress. He is a Vice-President of the American Planning and Civic Asso-

ciation, which awarded him a citation in 1952.

He was chief of the editorial staff of the *Louisville Times* from 1923-30 and Editor, 1930-48, and Editor Emeritus since 1948. He continues to write a column for the *Times*.

In making the announcement the *Louisville Courier-Journal* of July 3 stated:

Tom Wallace, editor emeritus of the *Louisville Times*, has given a great share of a long, full life to the cause of conserving natural resources. It was he more than any other man who preserved Cumberland Falls from despoilment as a hydroelectric site. For that leadership the American Scenic and Historic Preservation Society awarded him the Pugsley Silver Medal. He has vigorously opposed construction by the Army Corps of Engineers of the Mining City Dam. His objection is that the dam would back waters of Green River into Mammoth Cave. Whenever a natural resource was threatened, either by private or government agency, Tom Wallace has been found expounding his basic philosophy that natural grandeur belongs to all the people and must not be sacrificed for profit of the few. . . .

Conservation of Kentucky's natural resources of forest, mineral and water will be an issue from now on. It is good to know that education on this issue will go on under the name of the man who has worked so long and so honorably for it.

National Conference on State Parks Elects New Officers

The National Conference on State Parks has just concluded a very successful annual meeting to Grand Teton National Park, Wyo. As we go to press, word of the election of new officers has been received.

Kenneth R. Cougill of Indiana was elected President. Mr. Cougill is Director of State Parks, Lands and Waters of the Indiana Department of Conservation. Arthur C. Elmer of Michigan and Ben H. Thompson of Washington, D. C. were elected Vice-Presidents. Mr. Elmer is Chief, Parks and Recreation Division of the Michigan Department of Conservation. Mr. Thompson is Chief of the Division

of Cooperative Activities of the National Park Service. Other officers remain the same: Tom Wallace, Chairman of the Board and Harlean James, Executive Secretary.

Newly elected Board members are: C. H. Armstrong, Oregon; Earl P. Hanson, California; A. Newton Moye, Georgia; and Clinton G. Johnson, Kentucky. James F. Evans, New York and Frank D. Quinn, Texas were reelected to the Board.

Several invitations were received for a meeting place for 1957. Determination of the place and date will be made by the Board at a future meeting.

Meetings

Summary Report on the 23rd International Congress for Housing and Town Planning of the International Federation for Housing and Town Planning—
Vienna, Austria, July 22-28, 1956

This year's International Congress for Housing and Town Planning held in the new city hall in Vienna was devoted to the subject of The City and The City Surroundings. Over 1100 delegates attended from nearly all western European countries with 35 in attendance from the U. S. including the Commonwealth of Puerto Rico; Canada and a number of Latin American countries.

The work of the Congress was handled by the following six commissions.

Commission I "Problems of the Structure of the Modern City"

Chairman: Prof. Marshall Miller, USA

Commission II "Problems of the Structure of the City Surroundings"

Chairman: Prof. Franz Schuster, Austria

Commission III "Planning Measures of the City and the City Surroundings"

Chairman: Mr. E. H. Doubleday, England

Commission IV "Measures Supporting the Planning Work"

Chairman: Dr. Hollatz, German Federal Republic

Commission V "The Rehabilitation of Slum Areas in the City Surroundings"

Chairman: M. Jean Canaux, France

Commission VI "Standards for Building Density and Their Effect on Housing"

Chairman: Mr. J. De Ranitz, Netherlands

These commissions presented to the Congress at its last day, a full series of recommendations for action which the Federation should undertake to improve planning in the metropolitan areas of cities. Each study group in the above list went into great detail on local problems and presented resolutions directed towards future activity that might be engaged in by the International Federation to work on such problems as uniform standards of density, traffic control, administrative organization, research into site development including soil problems and many other important and little known aspects of a problem which is of international concern. Public finance including subsidies occupied a good portion of the time of the sessions and tax policies as they relate to land development were also considered. In general, there was a feeling that unfortunately more attention was being paid to traffic problems than to other aspects of land use planning.

While there was considerable duplication and overlap of resolutions from the different study groups, on the whole it could be said that a very stimulating and

Planning and Civic Comment

useful series of recommendations were made. These proposals were well received by the Congress but a considerable damper was thrown on them by the down to earth approach to the problem of financing the Federation raised by Sir Frederic Osborn, the honorable treasurer of the Federation. Sir Frederic made it clear that desirable as it may be to carry out the research and other recommendations of the Congress, the Federation unfortunately at this time had no funds to service the important work under consideration. He made it clear that despite the excellent attendance at the Conference unless the membership increased materially, the future of the Federation might well be in jeopardy.

The American representatives at the Congress met several times under the leadership of Mr. Charles S. Ascher and Mr. Dennis O'Harrow to discuss this question of augmenting the membership from the U. S. and an effort to be made during the course of the coming year to increase the interest of American planners in this important international activity.

A superb exhibit of planning was a part of the Congress. Unfortunately, other than an excellent exhibit from Puerto Rico, the U. S. was not represented and a large blank space marked "U.S.A." made the absence of the U. S. from this show particularly conspicuous. There were several adverse comments on this lamentable situation. However, the U. S., in part, made up for its lack on exhibit material, by winning the top honors in an international film competition sponsored by the

City of Vienna.

The Grand Prize for the international motion picture on planning and housing problems was awarded to Miss Blanche Lemco, Assistant Professor of City Planning at the University of Pennsylvania. Miss Lemco, working under a contract with the International Cooperation Administration consulting with the Housing and Home Finance Agency's International Housing Service, presented a film entitled "It Can Be Done." Out of 35 contestants this one won the Grand Prize trophy and First Award in its class.

It is sincerely hoped that American planners will join the International Federation for Housing and Town Planning in ever increasing numbers. The 1958 Congress is to be held in Liege, Belgium and the 1960 Congress in San Juan, Puerto Rico. By the time of the Puerto Rico Congress, it is hoped that U. S. membership in the Federation will be in proper proportion to representation of other countries.

CARL FEISS
Washington, D. C.

"Material prosperity is not enough to solve the human needs of the community," said Mrs. R. I. C. Prout, president of the General Federation of Women's Clubs, in a speech (Thursday, August 30) launching the second International Community Achievement Contest at a luncheon at the Hotel Statler, Washington, D. C. "We have learned that the problems of delinquency, of old age, of education, of mental illness need the combined efforts of the human element—the people—within the community to

Planning and Civic Comment

work toward understanding and solution. It is in this respect, the putting together of the heart and the hand, that our clubwomen excel."

Fifteen thousand six hundred American women's clubs and 150 overseas clubs, members of the General Federation, are eligible to compete for more than \$60,000 in prizes in the new 1956-1958 Community Achievement Contest, the second in which the GFWC and the Sears-Roebuck Foundation will act as co-sponsors.

The 1955-56 contest, winners of which were announced at the GFWC convention in May, enlisted the participation of 3,033 clubs in projects for community betterment. It opened competition for the first time to the Federation's clubs around the world and brought 22 foreign clubs into the international phase of the contest.

Guests of honor at the luncheon were two of the 1956 prize winners: Mrs. Lynn Hunter, former president of the Junior Woman's Club of Altoona, Pennsylvania, which won the \$5,000 first national prize in the category of clubs with more than 75 members, with a project to combat juvenile delinquency; and Mme. Ahmed Husein, wife of the Egyptian ambassador to the United States, representing the Woman's Club of Cairo, Egypt, which won first prize of \$500 in the international category, with a project establishing the first day nurseries in Egyptian villages.

In saluting the contribution of the woman's club to community progress throughout the world, Mr. J. C. Penney, chairman of the board

of J. C. Penney Co., Inc., chairman of the board of the National Council for Community Improvement, and speaker at the luncheon, stated: "Women working cooperatively with men in government, in industry, in the professions, in education, in the arts and in community work—to protect those principles we hold dear—can accomplish great things, even more than you think possible."

James C. Worthy, director of the Sears-Roebuck Foundation, expressed the gratification of his organization in the success of the recently completed contest and in "the privilege of association with the General Federation in the great effort for community improvement."

Stressing the variety of choice shown in the past by federated clubs in undertaking projects for community achievement, Mrs. Prout stated that an analysis of the 100 finalists (two from each State, Alaska, and the District of Columbia) in the previous contest indicated the following main areas of club effort and interest: Over-all community improvement, youth welfare, recreation facilities and programs, clinics and hospitals, mental health, education, traffic safety, civil defense and juvenile delinquency.

The 1956-1958 Community Achievement Contest will have three specific new features:

(1) A longer contest: The 1956-1958 contest will run from September 1, 1956 to March 1, 1958.

(2) New Prizes: A fourth national prize of \$1,000 has been added to the previous figures of \$5,000, \$3,000, and \$2,000. Inter-state competition will be heightened by

Planning and Civic Comment

the addition of \$2,000 in prize money, to be divided among the state federations having the highest number of clubs reporting projects and those having the highest percentage of reports.

(3) A deadline for entering the contest: November 1, 1957, has been set as the final date for clubs to submit entries.

Prizes will be awarded at the June 1958 convention of the Federation, to be held in Detroit, Michigan.

It was announced that Mrs. Mildred White Wells is to be Contest Director and all inquiries concerning the Community Achievement Contest should be sent to her at the General Federation of Women's Clubs, 1734 N St., N. W., Washington, D. C.

The 57th Annual Meeting of the *American Society of Landscape Architects* was held in Cleveland, June 24-27 with the Kentucky-Ohio Chapter as hosts.

Current trends in planning were discussed during the meetings—the theme of which was “The Landscape Architects’ Role in the Modern World.” Professor Burnham Kelley, a city planner from Massachusetts Institute of Technology opened the sessions with a challenge to the two hundred members attending—“Despite advances and progress in all forms of life, people still want an informal creative, natural feeling about the land, trees and houses in which they live. The landscape architect must satisfy these needs.”

Re-elected for second term: *Leon Zach*, President (Washington, D. C.)

Newly elected Vice-President: *Arthur G. Barton*, (Glendale, Calif.)
Newly elected Secretary: *Hubert B. Owens*, (Athens, Ga.)
Re-elected Treasurer: *Norman T. Newton*, (Cambridge, Mass.)

Grady Clay of the *Louisville Courier Journal*, speaking at the Monday luncheon, emphasized the importance of considering the national highways as part of the broad program of conservation. Community forests and recreation areas should be included as important elements in the control and conservation of highway drainage.

At the Annual Dinner, President Leon Zach read the following citations in presenting the three new Corresponding Members:

In recognition of his long devotion and distinguished service to the proposition that communities must become better places in which to live and thereby contribute to the fullness of life therein, the American Society of Landscape Architects has elected to Corresponding Membership **FREDERICK BIGGER**, Architect, City Planner, Author and tireless advocate of professional collaboration in the field of civic improvement.

The following three new Fellows were announced: Thomas H. Jones of Cambridge, Mass.; Karl B. Lohmann, Urbana, Ill.; and Hubert B. Owens, University of Georgia, Athens, Ga.

In recognition of her long and distinguished service in the field of education, her advancement of knowledge in horticulture, and her appreciation of the important part that horticulture plays in works of landscape architecture, the Ameri-

Planning and Civic Comment

can Society of Landscape Architects has elected to Corresponding Membership LOUISE BUSH-BROWN, Scholar, Teacher, Author and devoted practitioner of the humanities.

In recognition of her long interest in, and devoted service to, horticulture and esthetics as applied to the use of plant materials, her contribution to education and the facilities for education, and her successful efforts to bring about a wider public understanding of landscape architecture, the American Society of Landscape Architects has elected to Corresponding Membership LAURA L. BARNES, Teacher, Horticulturist, and staunch patron of Landscape Architecture.

Announcement was also made at the Dinner of the election of three Fellows: May Elizabeth McAdams, Northbrook, Illinois; Harry W. Shepherd, Berkeley, California; and John I. Rogers, Lansing, Michigan.

The exhibit of professional work by members of the Society was outstanding. From entries in various divisions of the wide range of interest in landscape architecture the competition produced ten Certificate of Merit Awards.

RECREATIONAL AREAS

To Clarke and Rapuano, New York City for sketches of a Sports Arena for Montreal, Canada.

To Bishop and Walker, Houston, Texas for an intimate private recreational area.

PARK DESIGN

To the Ohio Division of Parks for a group of plans of park projects for Ohio.

To George B. Tobey, Jr., Columbus, Ohio for studies in Low

Cost Park Design.

To Brown and Blauvelt of New York City for the design of Mackay Park.

To Simonds and Simonds, Pittsburgh for their planning of Mellon Square, Pittsburgh, in collaboration with Mitchell & Ritchey, Architects.

SUBDIVISION DESIGN

To Lawrence G. Linnard, Detroit for a perspective study of a Maumee, Ohio subdivision.

CITY PLANNING

To Landscape Architects Associates, Urbana, Illinois for an interesting presentation of a planning study for Grandview, an Indiana Rural Community.

RESIDENTIAL DESIGN

To Marion V. Packard, Columbus Ohio for an exhibit of plans and photographs of Darby Dan Farm. To Robert F. White, College Station, Texas for the design of an intimate garden.

Many of the exhibits are being sent to Zurich, Switzerland for the Conference of the International Federation of Landscape Architects which meets there late in August.

CHARLES R. SUTTON
Columbus, Ohio

The first national conference of historic sites officials will be held at Woodstock, Vermont, September 27-28. The governors of the 48 States have appointed official delegates.

The two-day meeting will begin at 9:00 A.M. on the 27th and end after dinner on the 28th.

Make reservations with Vrest Orton, Chairman, Vermont Historic Sites Commission, Weston, Vermont.

Planning and Civic Comment

The name of the International Union for the Protection of Nature has been changed, effective immediately. It will be replaced by "International Union for Conservation of Nature and Natural Resources." In the United States, and possibly elsewhere, this will be shortened to the "International Union for Conservation" or IUC.

By majority vote of its Fifth General Assembly, which met in Edinburgh, Scotland, June 20-28, 1956 IUPN revised the name it has held since its creation in 1948. The formal proposal to the Assembly resulted from strong feeling that the Union's position was handicapped by the term, "protection of nature."

IUC is composed of 225 organizations and agencies in 46 nations, united for the conservation and wise use of renewable natural resources.

Delegates and observers from thirty-five nations composed the largest international conference in the Union's history. Technical meetings on four main topics were held simultaneously with the General Assembly. Scientists and other experts drawn together chiefly from Australia and European countries discussed repercussions of myxomatosis, the rabbit disease that has wiped out major segments of Europe's rabbit population within four years.

Other technical meeting themes were: Management of Nature Reserves on the basis of modern scientific knowledge, rehabilitation of areas biologically devastated by human disturbance, and the relationship of ecology to landscape

planning.

The world's protected natural areas commanded a major share of attention. People from all over the world who were officially or indirectly connected with national parks and reserves were present. They made clear a growing world demand for national parks and the presence of increasing threats to existing ones. IUC has asked the French Government to modify plans for a highway through the Forest of Fontainebleau, France's first National Park. Support has been asked for efforts to establish a national park system in Ireland. The General Assembly voiced its concern to the Liberian Government because of possible development schemes threatening valuable reserve areas in neighboring French West Africa.

Recent proposals drastically to alter the status of Tanganyika's great Serengeti National Park were discussed at length. The Arctic Fauna Commission has recommended attention to the reduced populations of Hooded Seal, and won approval for a resolution asking the cooperation of Norway to restrict the capture of polar bear cubs.

The Nature Protection Commission of the Soviet Academy of Sciences was among 22 new member organizations approved for membership in IUC. The Soviet Union's three observers presented detailed reports on forestry, nature reserves and wildlife in the USSR, and asked for a pooling of knowledge and research on bird migration with other countries.

The General Assembly took stock of its financial situation. It was

Planning and Civic Comment

made clear to all that IUC's continuation will depend on increased financial support from all countries represented in the Union. A budget has been fixed and quotas assigned. In February, 1957, a special committee will meet in Europe to decide future action. The Union's next General Assembly will be held in 1958 in Athens.

The 81st meeting of the *American Forestry Association* will be held at La Plata, Maryland, October 1 to 4. This will be the first "national motel convention" on record. Charles County hosts will feature a variety of attractive trips to points of interest in historic Maryland, nearby Virginia and the District of Columbia. Emphasis will be on the small woodland management problem in America. Joseph F. Kaylor, Maryland Director of Forests and Parks, will serve as General Chairman. Maryland this year will be celebrating the golden anniversary of its forestry program. Reservations should be made to the Association, 919 17th St., N. W., Washington 6, D. C.

The national conference held at Kellogg Center, Michigan State University in East Lansing, April 29-May 2, which brought together a cross-section of groups concerned with metropolitan problems, voted to organize a *Continuing National Conference on Metropolitan Problems*. This decision was the culmination of three days of discussion involving more than two hundred men and women from all parts of the U. S. The general conclusions of the conference have been set forth in a General Report which is available

from Frank C. Moore, Chairman of the Conference, 30 Rockefeller Plaza, Room 5129, New York 20, N. Y.

The National Council for Community Improvement met in Washington D. C., June 13-16 at the Statler Hotel. A Conference Summary was prepared by Dr. Irwin T. Sanders, Director of Community Service, University of Kentucky, and is available from Council headquarters at 818 Olive St., St. Louis 1, Missouri. The Council is now working on a follow-through program for community development in the States, which was the ultimate objective of the Conference.

James C. Penney, Chairman of the Board, J. C. Penney Co., Inc. and Chairman of the Board of the Council, delivered the banquet address in which he stressed the aims of the Council in its country-wide crusade to promote coordinated community responsibility and self reliance. On July 4, Mr. Penney spoke on the U. S. Steel TV hour and told a 17-million audience about the Conference and its follow-through program. Much impetus has been given the movement.

The tenth annual meeting of the National Trust for Historic Preservation will be held October 19-21 in Washington, D. C. Headquarters will be the Statler Hotel.

Friday morning registration will be at the Federal Room of the Statler from 9:00 to 10:30 a.m., followed by the business meeting at which David E. Finley, Chairman of the Board of Trustees, will preside. There will be the chairman's report, the report of the nominating committee and election

Planning and Civic Comment

of Trustees, and a report by Frederick L. Rath, Jr. on the Historic House Keeping short course. Following the session, Mr. Finley will be host at lunch at the Sulgrave Club for the Board of Trustees.

The afternoon session will open at 2:30 p.m. with Richard H. Howland presiding at a program on "Recording America's Architecture." Speakers on this panel will be Earl Reed, F.A.I.A., chairman of the Preservation Committee of the American Institute of Architects; Carroll L. V. Meeks of Yale University; Miss Virginia Daiker of the Library of Congress; and Charles E. Peterson of the National Park Service. A reception will be held at Decatur House on Lafayette Square at 7:00 p.m. that evening, followed by the annual dinner at 8:30 p.m. in the Congressional Room of the Statler Hotel. The Honorable Jan Ciechanowski, former ambassador of Poland, will give the principal address on Woodrow Wilson, whose centennial is being commemorated this year. Mr. Finley will preside.

The Saturday morning session will open at 10:30 a.m. and will deal with "Preservation and Community Action." Mrs. Helen Duprey Bullock will preside and the speakers will be Lt. Col. Simon Parent on Vieux Quebec, Mrs. J. C. Mason on Old Salem, Robert Porterfield on Abingdon, Va., Carl Feiss on the Virgin Islands, and John Codman on Beacon Hill. Lunch at 1:00 p.m. will be in the Congressional Room of the Statler, with Congressman Frank H. Thompson, speaker, and J. F. W. Rathbone bringing greetings from the National Trust for Places of Historic Interest

or Natural Beauty of England. Mr. Howland will preside at the Saturday afternoon session, which will begin at 2:30 in the Federal Room and will deal with preservation projects connected with early American industries. J. C. Harrington, archaeologist of the National Park Service, will report on the glass house at Jamestown, Va.; Warren Rindge, A.I.A., of the Detroit Historical Society on the early fur trading posts of Mackinac Island; Walter Heacock of the Eleutherian Mills-Hagley Foundation on the Eleutherian powder mills in Wilmington; and John D. Venable on the Edison Laboratories in West Orange, N. J. The Honorable Under Secretary of the Treasury and Mrs. W. Randolph Burgess will hold a reception at the Coach House in Georgetown from 5:30 to 7:00 p.m.

A Sunday bus tour to Fredericksburg, Va. is scheduled, with buses leaving at 9:30 a.m. from the Statler. Member organizations in Fredericksburg are holding open house for Trust members. There will be a brief guided tour of the city before members visit the *Mary Washington House* operated by the Association for the Preservation of Virginia Antiquities; refreshments will be served at the *James Monroe Law Office*; members will visit *Kenmore* before lunch at the George Washington Inn as guests of Mrs. Francis B. Crowninshield. On the return to Washington there will be a reception at *Woodlawn Plantation*, Mount Vernon, Va., given by the Woodlawn Plantation Committee of the National Trust.

Planning and Civic Comment

NAHRO announced its 23d Annual Conference at the Hotel Statler, New York, N. Y. October 21-24, 1956. On the opening day a three-hour lecture cruise around Manhattan Island on one of the steamers available for this purpose will give the delegates a magnificent panoramic view of the many housing developments scattered around the Island.

Another feature will be a closing tour of housing, slum clearance, and redevelopment areas conducted by the New York City Housing Authority on October 25.

The preliminary program announces an International Evening on October 21, with a report on the Vienna Congress of the International Federation Housing and Town Planning, a report of the National Housing Conference tour of Europe and Israel, a report on Housing Missions of the International Cooperation Administration and a recruitment for Overseas Housing Missions.

Several workshop sessions will cover the subjects of immediate interest and importance: Designing Projects for Low-Cost Maintenance, Working Problems in Urban Renewal—Implications of New Legislation; Evaluating Basic Public Housing Management Policies, Community Organization for Urban

Renewal; Tenant-Management Relations in Public Housing; Standards of Design.

A showing of "Our Living Future," an outstanding pictorial presentation on community improvement sponsored by ACTION and *Life Magazine*, will be projected on a wide screen and will be the first on a country-wide schedule.

The closing session will include a business meeting at which an election of Officers and the Board of Governors will take place, culminating with a banquet, with the incoming President, presiding.

FRIENDS OF THE LAND announce a Third Annual Tour of the Muskingum Conservancy District and Annual Meeting, on October 5-6, 1956.

Water is today the nation's Number One resource and in the years ahead will command greater and greater public attention. The struggle for water rights will be of vital concern to every citizen.

These Friends of the Land watershed tours are designed to inform citizens. The Muskingum is recognized as the nation's foremost watershed project.

Headquarters of FRIENDS OF THE LAND: Hidden Acres, R.F.D. 3, Zanesville, Ohio.

Criteria for Evaluating Historic Sites and Buildings

The following report by the Committee on Standards and Surveys, National Trust for Historic Preservation, Washington, D. C., summarizes the criteria in the preservation and interpretation of historic sites and buildings. All too often, historic preservation is a "hit or miss" affair, with little consideration given to historical and cultural significance, suitability, educational value, cost, and the administrative responsibility of the sponsoring group.

HISTORICAL AND CULTURAL SIGNIFICANCE

A structure or area should have outstanding historical and cultural significance in the nation or in the state, region, or community in which it exists. Such significance is found in:

Historic structures or sites in which the broad cultural, political, economic, or social history of the nation, state or community is best exemplified, and from which the visitor may grasp in three-dimensional form one of the larger patterns of the American heritage.

Structures or areas that are identified with the lives of historic personages or with important events in the main currents of national, state or local history.

Structures or areas that embody the distinguishing characteristics of an architectural type-specimen, inherently valuable for a study of a period-style or method of construction; or a notable work of a master builder, designer or archi-

tect whose individual genius influenced his age. *Mere antiquity is not sufficient basis for selection of a structure for permanent preservation*, but it can be a factor if other more significant examples have disappeared or if the building forms part of an especially characteristic section of a given community. Smaller structures, such as the first squared-log cabins or the sod houses of the pioneers, may be as important relatively as the mansions of the past.

Structures or sites of archaeological interest that contribute to the understanding of aboriginal man in America.

SUITABILITY

Preference should be given to those structures or sites where there is preponderance of original material or other physical remains which have retained their integrity. (Integrity is a composite quality derived from original workmanship, original location, and intangible elements of feeling and association.) Repair or restoration of original elements or reconstruction of a building long destroyed demands high professional standards of historical and scientific techniques. Generally speaking, it is better to preserve than repair, better to repair than restore, better to restore than reconstruct.

Property boundaries adequate to protect the essential historical or cultural values of the project should be obtained at the outset if possible.

Accessibility to the public; en-

Planning and Civic Comment

croachments by business, industry, housing and traffic; availability of fire and police protection and of essential utilities are important practical considerations.

Since all historic structures significant enough to warrant preservation cannot support themselves as historic museums regularly open to the public, adaptation to other possible uses should be considered. It is essential, however, no matter what the proposed use, that every effort should be made to preserve those elements which account for the significance of a particular structure.

EDUCATIONAL VALUE

The primary purpose in preserving a structure as an historic museum is public use and enjoyment. Each project should have a place in the national, state or local pro-

grams for the preservation of historic sites or buildings and should be coordinated with all similar projects in its area to increase its usefulness as an educational force.

COST

The cost of restoration or reconstruction and of subsequent adequate maintenance and interpretation should not be beyond the means of the sponsors. A well-considered plan should contemplate that the project be fully endowed or potentially self-sustaining.

ADMINISTRATIVE RESPONSIBILITY OF THE SPONSORING GROUP

Essential considerations are the legal authority, organizational soundness, and adequacy of financing of the sponsoring group and the competence of trustees, committee members, and staff to whom the preservation effort is entrusted.

New Publications on Natural Resources

The summer number 1956 of the *Public Administration Review*, Journal of the American Society for Public Administration, in its book review section includes an interesting contribution by Professor Lyle E. Craine of the School of Natural Resources, University of Michigan in which four new books on Resources are reviewed as the basis of an essay. Professor Craine states that next to taxation, perhaps no single subject has figured so controversially in domestic policy as natural resources. The four books considered are:

NATURAL RESOURCES AND THE POLITICAL STRUGGLE. By Norman Wengert. Short Studies in Political Science. Doubleday and Co., 1955. 71 pp. 95c.

WATER RESOURCES AND POWER. A Report to the Congress by the Commission on Organization of the Executive Branch of the Government. U. S. Government Printing Office, June 1955. 2 vols. 124 pp.

WATER RESOURCES POLICY. A Report by the Presidential Advisory Committee on Water Resources Policy, Dec. 22, 1955. U. S. Government Printing Office, 1956. 35 pp.

NATURAL RESOURCES AND CONSERVATION. Report by the Study Committee on Natural Resources and Conservation submitted to the Commission on Intergovernmental Relations. U. S. Government Printing Office, June 1955. 35 pp.

In his essay, Professor Craine appraises these four publications as significant contributions in the quota of publications published in 1955 and brought out subsequently which dealt with natural resources and government.

Of the four, Wengert's study presents a philosophical foundation for an understanding of the nature of resource policies and the processes by which they are formulated. Although philosophical, this book is by no means theoretical, and the author describes the role of the political struggle in shaping resource policies and how policy-forming processes do and must operate in a democratic society.

At some length and with thoroughness, Dr. Craine analyzes the government documents and the recommendations which are made on the fundamental problems confronting the Federal and state governments in increasing the efficiency of both in the important fields of water development and flood control. Dr. Craine concludes that a solution of the problem of providing appropriate yet effective coordination at "the summit" is yet to be found. He believes that when all the interrelationships and interactions of governmental processes are viewed as a dynamic whole will sustain progress in solving the problems he achieves.

"Until that millenium," he writes, "the recommendations of the President's Committee, built as they are on the foundations of earlier intensive studies and upon an intimate knowledge of the practical realities, represent a progressive step in government concerned with resources administration."

Book Reviews

THE HOUSING YEARBOOK—1956. National Housing Conference, 1025 Conn. Ave., N. W., Washington 6, D. C. \$3.00.

The Housing Yearbook for 1956 issued by the National Housing Conference contains as its feature article a Survey of Housing Costs in Reading, Pennsylvania. It is claimed that housing conditions are above average, with only one-sixth of the 32,890 dwellings substandard. Yet Reading has an acute shortage of houses and apartments for middle-income families. The hard economic facts of life are presented. Public housing offers a solution for those who qualify but is there enough public housing?

In the Yearbook is an article entitled "What's Wrong with our Cities?" by Charles Abrams, which sets forth: "There is enough land on the west coast alone to house the whole population of the United States at 12 to the acre, giving everyone a view of the Pacific Ocean, but some people are still forced to live at 400 to the acre because of the land shortage." Mr. Abrams presents a two-point program for salvaging cities: 1. Sample censuses at five-year periods; 2. Survey of all vacant and inadequately developed land in and around cities as a basis for a rational plan; 3. A redefinition of *Slum* and *Slum Clearance* to mean rehabilitation of the people; 4. Regional approach to the problems of cities; 5. Minority needs in suburban areas recognized and charted; 6. A new approach to the urban renewal program conditioned on use of vacant land; 7. An over-

haul of the relocation program; 8. A housing program geared to needs; public housing for low-income groups should be stepped up and vacant land used as far as possible; 9. A reorientation of city planning is long overdue; Federal aid should be conditioned on the rationalization of the region and State zoning invoked; 10. Housing has become part of a larger problem. The Federal government holds the key to a comprehensive look at our cities.

The comprehensive information in *The Housing Yearbook for 1956* is indispensable for all those interested in planning at each level of government and all those interested in human welfare.

THE STATES AND THE METROPOLITAN PROBLEM. The Council of State Governments, 1313 East Sixtieth Street, Chicago 37, Illinois. John C. Bollens, Director of the Study. 1956. 163 pages. Cloth bound, \$3, paper bound \$2.50.

The growth of metropolitan areas has become a population phenomenon in America. It has sharpened problems of metropolitan government that have been rising for decades. Few problems of governmental structure, surely, are more acute today. More than half of our people now live in metropolitan areas—an increasing proportion of them in the suburbs and fringe areas. But government in the typical metropolitan area, on which its residents and its economy must depend for public facilities and services, is a complex and confusing maze. For each area, as a rule,

Planning and Civic Comment

there are a great many separate governments, without coordination or coherent pattern.

Because of that situation, the Governors' Conference in 1955 directed the Council of State Governments, as the agency of all the States, to study the problem of government in metropolitan areas and to report the results, with recommendations pointing to improvement. To make the study the Council obtained the services of John C. Bollens of the Department of Political Science, University of California at Los Angeles.

As defined by the Census Bureau, there are 172 metropolitan areas in the continental United States—each with a central city of at least 50,000—located in forty-two States and the District of Columbia. If the recent past is a criterion, they are certain to become still more numerous, still more populous. The 1950 Census showed that 56 percent of our population lived in metropolitan areas. On the basis of a sample survey in 1955 the bureau estimated that of a total 161 million in April that year, 95 million, or 59 percent, lived in metropolitan areas—13.7 percent more than five years before. Still more striking, in confirming the continuing trend to the suburbs and fringe areas, the survey indicated that 44 million of the metropolitan dwellers resided outside the central cities—27.8 percent more than in 1950.

Even before these developments assumed their current acceleration, illogical quiltworks of governmental organization and inadequate facilities were under frequent criticism in metropolitan areas. The present

rate of growth and the shift to the suburbs not only have made the old problems real to more persons; they have increased the inadequacies themselves.

After describing this general setting and the major problems in Part I, the Council's study devotes its longest section, Part II, to means by which state and other governments have sought to reduce the metropolitan difficulties. It describes six major devices utilized or discussed, and suggests the extent to which each may be useful today. Although it presents no panacea, it emphasizes three approaches—the metropolitan federation, the urban county and the metropolitan special district—as offering outstanding promise. Past practice and current significance of annexation likewise receive close attention, and means of making it more effective are suggested.

The concluding section points up patterns of government and principles of organization that can serve metropolitan interests, and it recommends specific means by which the states can work with local governments and organizations to produce adequate solutions.

HOW BYPASSES AFFECT BUSINESS. Chamber of Commerce of the United States, Washington 6, D. C. 1956. 50c.

Contrary to general business opinion only a few years ago, highway bypasses (relief routes) usually help business and raise property values. A nationwide survey by the Chamber of Commerce of the United States discloses results which have been published by the Cham-

ber in a booklet entitled "How Bypasses Affect Business."

The publication points out that the new national highway program, which calls for 42 percent of federal-aid construction in urban areas, will mean that many towns and cities from coast to coast will face the bypass problem.

Effects of bypasses on business, property values, traffic volume, pedestrian safety and parking are listed, together with legal aspects, and suggestions for community organization for study and action on the bypass problem as it affects a specific locality.

The publication cites a survey of nine cities by the California Division of Highways listing the effects of bypasses on various businesses along the by-passed routes. With few exceptions the businesses showed gains, some ranging as high as 132 per cent. Other studies showed an increase in land values along by-passed routes.

Business men credited gains to a decrease in traffic congestion on the by-passed routes which made shopping easier.

COMMUNITY PLANNING. Edited by Herbert L. Marx, Jr., The Reference Shelf. H. W. Wilson Co., 950 University Ave., New York 52, N. Y.

This little volume is a series of compilations on current issues in the field of community planning. Emphasis is placed on the positive means of achievement through democratically controlled planning, rather than on the many serious urban problems. The general titles covered include: The Community's Need for Planning; An Analysis of Planning; Planning Accomplish-

ments: The City Spreads Out; Federal and State Roles in Planning; Public Participation.

PHILADELPHIA WORKERS IN A CHANGING ECONOMY. By Gladys L. Palmer. University of Pennsylvania Press, Philadelphia 4, Pa.

A study of a large metropolitan labor market which has for its theme the interplay of stability and change in the Philadelphia economy over many years with special attention to the contrasting effects of war and depression on the work force of a mature industrial area.

THE CORE OF THE CITY. By John Rannells. A Pilot Study of Changing Land Use in Central Business Districts. Institute for Urban Land Use and Housing Studies, Columbia University. 1956. \$5.50.

Mr. Rannells' study of urban activities answers questions in city planning and yields the conclusion that "the value of the city's physical assets is not inherent in the actual structures so much as in the use that is made of them." The theory and the method developed in the book are tested by analyzing patterns in certain activities as they interact with each other and buildings and environment.

PLANNING THE REGION OF CHICAGO. By Daniel H. Burnham, Jr. and the late Robert Kingery. Chicago Regional Planning Association, 79 West Monroe St., Chicago 3, Ill. 191 pp., illustrated. Maps and charts in color. \$20.00 post-paid.

The co-authors of this book are eminently fitted for their task. Daniel H. Burnham, Jr. has devoted most liberally of time and energy to civic enterprises of State, regional and local character. He served as

Planning and Civic Comment

President of the Chicago Regional Planning Association continuously for 30 years. Robert Kingery was selected to establish the first office and staff for the then newly formed Chicago Regional Planning Association as its Secretary. From 1924 to his sudden death in 1951, he was wholly devoted to this work. This book reflects but a small part of the tremendous contributions to the art of municipal and regional planning made by the authors and the Association. Here in this volume is the Regional Plan in its entirety—the plan of which is still being created by leadership, courage and persistence in a never ending sequence from vision to reality.

THE HURON-CLINTON METROPOLITAN AUTHORITY. Seventh Biennial Report of the Board of Commissioners, as of December 31, 1955.

This report of progress is prepared for and dedicated to the individual persons in the five-county area surrounding Detroit whose referendum made effective the State Enabling Act of 1939 which created the Huron-Clinton Metropolitan Authority, perhaps the first regional public agency specifically charged to provide "parks, connecting drives and limited access highways" for the use of some three and one-half million people.

The Commissioners of the Authority believe they have provided

a well rounded program of large acreage and small unit parks, forest areas and swimming areas along the routes of the Huron and Clinton rivers, together with the start of the eventual limited access connecting parkway system—all in keeping with a carefully planned, sound financial program.

This report records the accomplishments of the first fourteen years (1942 through 1955) and particularly notes the various types of recreational activities at each of the five parks.

PREHISTORIC PEOPLE OF THE NORTHERN SOUTHWEST. By Joe Ben Wheat, Curator of Anthropology, University of Colorado Museum. Bulletin No. 12. Available from Grand Canyon Natural History Association, Box 219, Grand Canyon, Arizona. 50c plus 8c postage.

This bulletin replaces bulletin No. 7, "Prehistoric Man in the Southwest" published in August 1936. Since then new techniques, new ideas, exploration and evacuation of sites have thrown much new additional light on the archaeological picture of the Southwest. Bulletin No. 12 has been completely rewritten to bring the subject up to date. Well illustrated and complete with bibliography, this new bulletin will further the interest and understanding of the historical and natural history features of Grand Canyon National Park.

IN MEMORIAM

VANDERBILT WEBB {1891-1956}

The death of Vanderbilt Webb, one of our most distinguished members, occurred in New York on June 17, 1956. Mr. Webb was special counsel to the Rockefeller Foundation and a member of the law firm of Patterson, Belknap and Webb. A native of New York, he was a Director of the Williamsburg Restoration and a Trustee of Colonial Williamsburg. For many years he had been interested in conservation and was one of the five original members of the Taconic State Park Commission, appointed by Governor Alfred E. Smith in 1925. Many of the original plans for the development and construction of state parks and parkways in Putnam, Dutchess,

Columbia and Rennsselfar Counties were prepared in accordance with his ideas. In a recent resolution adopted by the N. Y. State Council of Parks it was declared that his personal charm and quiet strength, broad legal knowledge and practical application of it to state park problems made him a valuable Park Commissioner. He graduated from Yale in 1913 with the degree of Bachelor of Arts and subsequently attended Balliol College, at Oxford University, England. He received his LL.B. at Harvard in 1916. He was a Member of Phi Beta Kappa and numerous clubs and organizations. His membership in the APCA covers a period of many years.

EVAN H. TUCKER, SR. {1864-1956}

One of Washington's leading citizens and a charter member of the Committee of 100, Evan H. Tucker died at the age of 91 on August 15, 1956. This Washington-born civic leader devoted his energies for over half a century to making the Capital one of the greatest cities in the world. He served as President of the Northeast Citizens' Association for 50 years. He joined Citizens' Association No. 3 in 1887 and the Northeast Washington Citizens Association as its first vice-president. Two years later he was elected President, a post which he held longer than any other President of a citizens' Association in the National Capital. He was born in

1864 in a house on 10th street now occupied by Woodward and Lothrop's department store. As one of the members of the original Executive Committee of the Committee of 100 on the Federal City, Mr. Tucker headed the Committee on School Sites and Playgrounds as Chairman. His efforts individually and within the framework of the Committee to bring about the enactment of the legislation to create a planning commission for the National Capital were tireless. He was associated with many organizations in the District of Columbia, foremost being the Columbia Historical Society and the Society of Oldest Inhabitants. He

Planning and Civic Comment

is survived by a son Evan H. Tucker, Jr. of Washington D. C. and a daughter, Mrs. John Regli of Philadelphia.

Recent Publications

- REDEVELOPMENT: SOME GAINS AND LOSSES.** Community Surveys, Inc., 615 N. Alabama St., Indianapolis 4, Ind., 145 pp. \$2.00.
- THE INDUSTRIAL STRUCTURE OF AMERICAN CITIES.** By Gunnar Alexandersson. A Geographic Study of Urban Economy in the United States. University of Nebraska Press, Lincoln 8, Neb. 1956. \$6.50.
- THE ROLE OF THE FEDERAL GOVERNMENT IN HOUSING.** By Dr. Paul F. Wendt, Professor of Finance, University of California. American Enterprise Association, 1012 14th St. N. W., Washington 5, D. C. 1956. 45 pages. \$1.00.
- TOMORROW'S BIRTHRIGHT: A POLITICAL AND ECONOMIC INTERPRETATION OF OUR NATURAL RESOURCES.** By Barrow Lyons. Funk & Wagnalls, 153 E. 24th St., New York 10, N. Y., 1956. \$5.00.
- A CLIMBER'S GUIDE TO THE TETONS.** By Leigh Ortenburger. 200 pp. \$3.00. (Order from Sierra Club, 1050 Mills Tower, San Francisco 4, Calif.)
- THIS IS DINOSAUR: ECHO PARK COUNTRY AND ITS MAGIC RIVERS.** Edited by Wallace E. Stegner, many illustrations, 8 in color. \$5.00 (Order from Sierra Club, 1050 Mills Tower, San Francisco 4, Calif.)
- THE NATURE OF CITIES.** By L. Hilberseimer, 286 pp. Paul Theobald & Co., Chicago, 1955. \$8.75. (Brings up to date the author's "The New City" published in 1944.)
- THE STATES AND THE METROPOLITAN PROBLEMS: A REPORT TO THE GOVERNOR'S CONFERENCE.** By John C. Bollens, Director of the Study. The Council of State Governments, 1313 East 60th St., Chicago 37, Ill., 1956. 153 pp. map, tables. Cloth-bound \$3.00; paper-bound \$2.50.
- ZONING ADVANCES IN THE NEW JERSEY-NEW YORK-CONNECTICUT METROPOLITAN REGION.** By Henry Fagin. Regional Plan Association, Inc., 205 E. 42nd St., New York 17, N. Y. RPA Bulletin, No. 86. May 1956. 32 pp., maps, photos, charts. \$5.00.
- SHOPPING CENTERS: LOCATING CONTROLLED REGIONAL CENTERS.** By Eugene J. Kelley. The Eno Foundation for Highway Traffic Control, Saugatuck, Conn., 1956. 192 pp., maps, photos, charts and tables.
- THE CHANGING SHAPE OF METROPOLITAN AMERICA: DECONCENTRATION SINCE 1920.** By Amos H. Hawley. The Free Press, Glencoe, Ill., 1956. 177 pp., maps, diagrams, tables. \$4.00.
- FORECAST OF URBAN GROWTH PROBLEMS AND REQUIREMENTS, 1956-1980.** A Brief Submitted to the Royal Commission of Canada's Economic Prospects. Canadian Federation of Mayors and Municipalities, Mount Royal Hotel, Montreal 2, Canada. 1956. Mimeographed, charts and tables. \$10.00.
- THE AMERICAN COMMUNITY.** By Blaine E. Mercer. Random House, 457 Madison Ave., New York 22, N. Y. 1956. 304 pp. \$3.75.
- PROVISIONS OF HOUSING CODES IN VARIOUS AMERICAN CITIES.** U. S. Housing and Home Finance Agency, Urban Renewal Administration. Available from Government Printing Office, Washington 25, D. C. 1956. 31 pp. tables. 75c.
- PREPARING YOUR CITY FOR THE FUTURE: HOW TO MAKE AN ECONOMIC STUDY OF YOUR COMMUNITY.** By Robert B. Garrabrant. Urban Land Institute, Ring Building, 1200 18th St., N. W., Washington 6, D. C. Technical Bulletin No. 29, May 1956. 27 pp. charts, tables. \$2.50.
- HANDBOOK FOR TEACHING OF CONSERVATION AND RESOURCE-USE.** By Richard L. Weaver. Prepared by the National Conservation Committee of the National Association of Biology Teachers (P. O. Box 2073, Ann Arbor, Mich.) in conjunction with American Nature Association, Washington, D. C. 499 pp.
- RECREATION MANUAL.** Recreation Department of San Jose, Calif. Dept. of Parks, Division of Recreation, 178 Park Ave., San Jose, Calif. (A training manual and an employees guide, program planning of a recreation department.) \$5.00.

Planning and Civic Comment



Official Organ of American Planning and Civic Association and
National Conference on State Parks

CONTENTS

	Page
The Evolving National Recreation Pattern	1
Editorial Comment	7
The National Capital Planning Commission	
The Conservation of Natural Resources	
Strictly Personal	8
Zoning Round Table	10
President Eisenhower Selects Highway Chief	11
The Washington Board of Trade's Forward Look	12
Great Lakes and Pacific Coast Shoreline Surveys	14
Citizen Action for Community Planning	15
Henry P. Chandler Resigns His Federal Post	17
Rock Creek Nature Center	18
"Guides"—Three New Issues	19
All is Not Quiet on the Potomac	20
Planning Education	21
New National Park Dedicated in Virgin Islands	23
Signs: Business and Advertising Distinguished	24
Commentaries	25
State Park Notes	29
A Good State Park Meeting	35
Texas Park Decision Reaffirmed	38
Visitors to State Parks in 46 States Exceeded 183 million in 1955	39
Reprinted Sections of Park and Recreation Structures	40
Minnesota Court Ruling on Land Donated for Park Use	41
The Toronto Report	42
Have You Ordered Your Copy of the Yearbook?	42
Ontario's Provincial Parks	43
The Redwood Highway	46
Meetings	47
Public Parks on Private Property	51
Preservation of Wilderness Canoe Country of Quetico-Superior	60
Let's See Some Wilderness—Conference Aim	61
In Memoriam	62
Book Reviews	63
Recent Publications	64

DECEMBER 1956

PLANNING AND CIVIC COMMENT

Published Quarterly

Successor to: City Planning, Civic Comment, State Recreation

Official Organ of: American Planning and Civic Association,
National Conference on State Parks

SCOPE: National, State, Regional and City Planning, Land and Water Uses, Conservation of National Resources, National, State and Local Parks, Highways and Roadsides.

AIM: To create a better physical environment which will conserve and develop the health, happiness and culture of the American people.

EDITORIAL BOARD

HARLEAN JAMES

FLAVEL SHURTLIFF

CONRAD L. WIRTH

CONTRIBUTING EDITORS

HORACE M. ALBRIGHT
HARLAND BARTHOLOMEW
RUSSELL V. BLACK
HAROLD S. BUTTENHEIM
GEORGE L. COLLINS
KENNETH R. COUGILL
S. R. DEBOER
CHARLES DETURK
NEWTON B. DRURY

V. W. FLICKINGER
S. HERBERT HARE
JOHN IHLDER
THOMAS W. MORSE
JOHN NOLEN, JR.
F. A. PITKIN
HUGH R. POMEROY
FRANK D. QUINN
BEN H. THOMPSON

TOM WALLACE

MANAGING EDITOR

DORA A. PADGETT

Entered as second-class matter at the Post Office at Washington, D. C. under the Act of March 3, 1879. Additional entry at Harrisburg, Pa.

EDITORIAL AND PUBLICATION OFFICE, 901 Union Trust Building, Washington 5, D. C.

Printed by the Mount Pleasant Press, J. Horace McFarland Company, Harrisburg, Pa.

JAN 8 1957

Planning and Civic Comment

Vol. 22

December, 1956

No. 4

The Evolving National Recreation Pattern

JOSEPH PRENDERGAST, Executive Director, National Recreation Association

(An address given at the National Conference on State Parks in Jackson, Wyoming September, 1956)

I wonder if the person who selected the title for my remarks today—"The *Evolving* National Recreation Pattern"—had in mind the possibility that there might be some analogy between the evolving national recreation pattern and, for example, the evolution of man and his universe?

In any case, I have found such analogy and with it all the paradoxes which are to be found in the process of evolution generally.

We think of evolution as a blind, powerful force of trial and error pushing forward, backwards and sometimes even sideways to accomplish unplanned ends in unexpected ways.

I must say that a review of our evolving national recreation pattern finds the same force at work and in the same way. It is hard to find the beginning of that pattern. It is difficult to even determine any pattern today. It is impossible, at this moment, to distinguish the possible from the impossible of tomorrow.

And with the process of evolution go the paradoxes of evolution. I would like to mention three of these paradoxes because they come readily to mind as having real meaning to the evolution of a national recreation pattern as well

as to the evolution of the universe and life itself.

The first is the paradox of space—as space expands, it contracts. We look around this room and say to ourselves this is a good size room. We look out the window and see some great scenery and lots of it and it immediately makes the space in this room seem smaller. We think of the size of the United States or of the world and this vast area of beauty shrinks in size.

Today, as in the past, space means to a man that which he has experienced for himself—particularly the space immediately around himself or to which he has easy access. Space to a man in the Nazi and Communist concentration camps of yesteryear was reduced even below the physical minimum for bare existence. To the early frontiersman of America, however, it was the sound of a neighbor's gun, not a strand of barbed wire, which reduced the space he needed below the level he had set—and he moved West again.

Today one talks of space in terms of the spacemen with earth satellites already under construction—but we are beginning to experience it for ourselves, as we crowd in ever greater numbers into our metropolitan areas, in the terms

Planning and Civic Comment

of the prisoners in the Black Hole of Calcutta.

Although we have so very little space around us individually, we are talking of an expanding universe, expanding they tell us (so far as they can see at the moment) at the rate of 75,000 miles a second in all directions, expanding with a velocity greater than the movement of debris in the blast of an atomic bomb—and still picking up speed.

We can see through the 200 inch Palomar telescope a group of galaxies, for example, known as Cluster 1448 out in the far reaches of the universe. With its speed increasing by 30 miles a second for every million light years of travel, the cluster is now 1,800,000,000 light years away. And, as you know, a light year is the distance traveled by a light ray in a year, that is, about six million million miles. So the light emanating from Cluster 1448 today will be seen by our descendants after it has traveled 1,800,000,000 times six million million miles.

And we know there are other stars, galaxies and clusters even farther away. We can't see them yet but we can hear them through radio telescopes. We see them by hearing them. We measure their distance in terms of time—the very concept of space becomes meaningless in an infinitely expanding universe.

And yet space for the individual human being is contracting and will continue to contract—not just figuratively or relatively but realistically and actually—way below the normal needs not only of the American frontiersman of yester-

year but of the average American today and of all people tomorrow if something is not done soon to preserve our present parks and recreation areas and conserve our remaining open spaces.

Most of us here in this room, in our own lifetime, have experienced for ourselves this space contraction. Where, for example, are the vacant lots in even the built-up areas where once we played our baseball? Where are the open fields at the edge of town? Where are the old swimming holes within walking distance of Main Street? Where are the empty beaches, the open road, the silent woods? Where are they? They're gone or going fast.

Taking America alone—although it's true in general for all the world—open spaces are disappearing with great rapidity in the face of the tremendous growth of our population and its growing concentration in our metropolitan areas. The Census Bureau tells us that virtually all of the increase in the civilian population of the United States between 1950 and 1955 was accounted for by the gain in the population in the 168 standard metropolitan areas of America. The Planning Commission for metropolitan New York told us just last week to expect 4 million more people in that area by 1975 of which only 45,000 will be in New York City. As a matter of fact, New Yorkers are fleeing the city for suburbia at the rate of 50,000 a year. Since 1950, a total of 300,000 persons has moved outside the city limits.

I'm sure that I don't have to belabor the point with you that the urbanization or rather, to speak

Planning and Civic Comment

more accurately, the suburbanization of America is wiping out potential parks and other recreation areas even before the need for them is felt. And we face a population increase in the next 20 years of at least 35 percent of our present population.

What is even more tragic, we're not even hanging on to the pitiful little parks and recreation areas which we were able to acquire in past years. Hardly a week or a day goes by that the National Recreation Association does not receive a desperate call from a community to help save a park from being given over to housing developments, commercial exploitation, fire houses, school buildings, highways, or some other non-conforming use.

School buildings and highways—wonderful things in and of themselves but terrible things to contemplate in their possible ruthless destruction of a community's parks and open spaces. Hospital construction and public housing were bad enough but just wait until the billions begin pouring into school and highway construction.

You state park people may never feel the pressure of school construction but you will soon feel, if you have not already, the pressure of super-highway construction. These super-highways seem to be fatally attracted by state parks and forests and will go miles out of their way to reach them.

What good is 1,800,000,000 light years of space if a boy can't find enough space to throw a ball, or a girl to skip a rope, or old people to gossip in the sun?

We have mentioned the paradox of space. There is also a paradox of time. We are destroying and yet creating it at the same moment. Most of us came here by car or train or airplane, all at incredible speed as the mountain men measured speed by moons and seasons but at a snail's pace in the eyes of our jet pilots of today.

We have been gnawing away at time for centuries and now suddenly we have succeeded in destroying it completely. It no longer exists under certain circumstances. We can fly from New York and reach California before we've left New York. Recently it was officially announced that a jet plane with a human pilot had traveled more than 1900 miles an hour. Nineteen hundred miles an hour and the poor old sun still creeps along at 1100 miles an hour!

In two years, we expect to have satellites circling the earth at 18,000 miles an hour making a complete circle of the earth every 90 minutes.

What will happen when men themselves begin to fly around the world and catch up with the sun or fly in the opposite direction? Do we begin to skip days and weeks and months or do we reverse our calendars and talk about Tuesday following Wednesday and Saturday coming after Sunday?

The only advantage I can see to such speeds and even faster speeds will be the help it may eventually be to the study of history. Our TV sets have shown us that all action gives off light waves which a TV camera can catch and through a TV set reproduce for us all to see. What will happen then when our

Planning and Civic Comment

space ships on the run to Cluster 1448 exceeds the speed of light which they will have to do in order to catch up with the Cluster? Will we recline in comfortable seats, turn on a TV type of gadget and roll back history so that we may see for ourselves the charge at Gettysburg or the death of Caesar?

Perhaps this is too fanciful an idea so let's turn from the destruction of time to its creation—its creation in such gobs and lumps that man just doesn't know what to do with it all. Most of you heard me on the subject of our expanding leisure time at the Georgia conference. I won't repeat it here but, fortunately, I don't have to take back a single word of it. Automation and all that automation means in time saving, or rather in time creating, goes on and like our infinitely expanding universe and contracting space we are creating time at the same moment that we are destroying it.

An 84-hour workweek one hundred years ago. Thirty-five today. Twenty-four by 1975. Perhaps 7 hours in 2056; A five-day workweek today. Perhaps a four-day, three-day, two-day, one-day workweek tomorrow?

Whether we're talking about working men and women, youth with their longer period of educational preparation, farmers and housewives with their time-saving equipment and gadgets, or the older folks with their earlier retirement and their longer lives—the most conspicuous result of this age is time—leisure time, free time, time for man to do with as he will!

More and more people with more

and more time for recreation but less and less space in which to use it in. What does that mean for park and recreation people?

We have just completed the figures for our Recreation and Park Yearbook, the first inventory of public recreation at all three levels—national, state, local—and the figures of areas, facilities, expenditures and use are tremendous, and all expanding.

The third paradox is the paradox of evolution itself—of thinking of it for all eternity as a blind force of trial and error, unplanned and unplanning, uncontrolled and uncontrollable—of thinking of it still in those terms when all now know that man can plan evolution's future and control evolution's action by the manipulation of the environment and by man-made mutations.

The various sizes, shapes, make-ups of the heavenly bodies are not infinite in number and they do act in limited and consistent ways known to man. When life itself began it tried many forms, went through many changes, but even if you take all life's many variations, you will still find them finite in number and subject to over-all classification.

Apparently evolution was satisfied with what it had achieved in the creation of the coelacanth—that fish recently found off the eastern coast of Africa near the island of Madagascar with rudimentary legs—because it has not changed in any respect for over 60 million years. On the other hand, evolution apparently wanted a rhinoceros-type of animal so badly that it tried to

Planning and Civic Comment

develop one three separate times in one period and two other times in another period before it achieved one that survived.

And most remarkable of all (if one takes the long view) evolution contained within itself what might be called the seed of its own destruction or, at least, its control; that is, it has driven steadily and directly towards a form of life—man—which has been endowed with the ability to plan and control evolution itself.

We see this control of evolution by man all around us. For example, we talk of the evolution of hybrid corn, of a better grade of beef cattle, of turkeys with more white meat.

Just last week, by mail, I was invited to become a subscriber to *Things of Science* and see the inside of the scientific revolution—see for myself, for example, how man makes cloth from coal, tar and air, makes newsprint from sugar cane, makes plastic to replace metal, wood and fiber.

We cannot yet date the beginning of the beginning of evolution but our scientists are telling us a part of the story of evolution—5 billion years ago our own little universe, 3 billion years ago our tiny earth, 1 billion 5 hundred million years ago the beginning of life, 500,000 years ago the physical development of man, 7,000 years ago man takes firm control of his environment and civilization begins. That 7,000 years by the way, is to the span of evolution as one minute is to 24 hours.

And civilization begins for only one reason—man has time on his hands, leisure time, free time from

the struggle for bare existence. It is the beginning of the Neolithic Period. Man has fire and can shape stones into tools; he has domesticated cattle, and he reaps the harvest from the seeds he sows himself.

Leisure gives him the opportunity to be something more than a lazy animal and he takes advantage of it to begin his slowly established control of evolution.

Now we are faced with a comparable opportunity. We have more leisure for more people than ever before in the history of mankind and we have it under the favorable conditions of a growing world order, a rising standard of living for all and a constantly higher level of education. This God-given leisure can be the greatest of all blessings for man himself.

But you say, with all your talk of evolution you haven't described the evolution of a national recreation pattern. Well it's a short story and you all know it.

The history of recreation in America is really the story of three separate movements only now beginning to merge into one. Local public recreation in the United States might be said to date from the year 1565 when the Spanish made provision for public enjoyment in St. Augustine, Florida, the first municipality of what was to become the United States. Yet as late as 1900, only about 100 communities had any public recreation areas such as parks and very few, if any, had any organized active recreation in such areas. Only 11 cities in 1900 had supervised playgrounds. Only one county had established parks. There was no

Planning and Civic Comment

organized rural recreation. Today some 50 years later we have a totally different picture.

The first recreation areas established by a State were the "Great Ponds" of Massachusetts, which were decreed by ordinance in 1641 to be "forever open to the public for fishing and fowling" and their legal status remains unchanged to this day. By 1900, however, only five or six States had acquired any state parks. Even after that date, state authorities showed little concern with recreation except for a limited amount of state park development. Only in the last few years has any marked progress in state planning for recreation occurred. Today most States have developed systems of state parks, recreation areas and historic sites, and have made available for recreation purposes certain portions of state owned forests.

The interest and activity of the Federal Government in recreation are not new. It was in 1868 in the very first report of the Federal Commissioner of Education that educators were reminded that "the science of education includes the science of recreation and that elaborate arrangements for the education of a community must be regarded not only as incomplete, but as radically unsound in which suitable provisions for physical training and recreation are not included." In 1871 the Bureau of Fisheries was

established and Federal areas began to be used for the conservation of fish, wildlife and other natural resources. But it was in 1872 when the Federal Government's activities in recreation really began with the establishment of Yellowstone National Park as "a public park or pleasuring ground for the benefit and enjoyment of the people."

Through the years, other Federal agencies have taken up a concern with recreation as a basic human need and, therefore, as a social and civic necessity and have created a fine record of active service to the American people in this field. Today at least 16 permanent peacetime Federal departments and bureaus provide recreation services to the general public, both directly and in cooperation with state and local governments.

During this period of our country's history it has been the blind forces of evolution which have been testing and molding our evolving national recreation pattern but now the clock timing the evolution of our national recreation pattern reads one minute to midnight.

What are we going to do about it? Let it go on by itself or take control of it? We have all the agencies, organizations and leaders we need if we can just bring them together as a team. Why shouldn't the National Conference on State Parks take the lead?

EDITORIAL COMMENT

The National Capital Planning Commission

When Congress passed the legislation to create the National Capital Planning and Park Commission in 1926, exhaustive study had been given to the composition and function of the Commission. The Standard City Planning Enabling Act was prepared by a committee of distinguished planners and civic leaders and served as a model for the Act of Congress. Since, under the Constitution of the United States, the Congress shall pass all legislation whatsoever for the area which is to become the Capital of the Nation, it was clear that the Commission should be composed of representatives of such Federal and District agencies as were dealing with the development of the area plus citizen members well experienced in city and regional planning to be appointed by the President. At first this was four with one from the District of Columbia. This was later increased to five with two from the District of Columbia.

We have been exceedingly fortunate in the caliber of both *ex officio* and citizen members of the Commission during the thirty years of its existence. Few communities have been able to profit by advice from so distinguished a group of officials, who serve without compensation—the *ex officios* without extra pay and the citizen members without compensation.

In the presentation of the Standard Act it was made clear that

planning is a distinct function along with legislation and administration. Planning is not a part of administration and planning commissions are in a position to be of special service to administrative officials for that very reason. In most fields planning is advisory and to become effective the plans must be adopted by the administrative agencies involved. And this is where cities may proceed with benefit of expert modern planning or, as is sometimes the case, suffer from lack of sound planning advice.

The recognized difference between planning by separate agencies for public buildings, public roads, land uses, zoning and other specialized subjects, is that in true comprehensive planning each of the plans for special purpose is adjusted to all the other plans and woven into a united whole.

One of our knottiest problems to be sure has been the planning for the metropolitan area; but that has been vastly improved by the creation in 1952 of the National Capital Regional Planning Council, which is rendering a fine service.

In the planning field our principal handicap has been in the appropriations for operating the National Capital Planning Commission. For twenty-six years its appropriations were part of the District budget; but starvation was the order of the day and in 1952, the appropriations for the Commission were transferred

to the Federal Budget. The Commission has fared better since then and in the future we do not doubt will fare still better. With money enough to keep essential studies up

to date and to amend the Comprehensive Plan as needed, the service of the National Capital Planning Commission would rival that of any city in the country.

The Conservation of Natural Resources

The advocates of various phases of conservation are generally a dedicated group of citizens who are trying to persuade Federal and local officials to act for the public good. And one of the sources of the strength of conservation groups has been their singleness of purpose.

If we are to win the fights against exploitation and build for the future an inspired program of public acquisition and preservation of natural resources, we must steer clear of entangling alliances, which may

seem relevant at the moment but which are bound in the end to lessen the influence of advocates of conservation policies.

If we never relax our pressures for conservation and are known to be dedicated and sincere we can count on real progress though we may lose some battles. Looking backward few conservation fights have been lost when the vast and growing army of advocates of conservation pulled together for their causes.

Strictly Personal

James W. Follin, Urban Renewal Director of HHFA since June 1953, resigned, effective October 5 to enter private consulting business in Washington. Deputy Commissioner Richard L. Steiner will be Acting Commissioner pending the naming of a successor to Mr. Follin.

Dr. Richard H. Goodwin, head of the department of botany at Connecticut College, New London, was named President of the Nature Conservancy, succeeding Dr. Richard H. Pough.

David D. Longmaid, for the last four years Executive Secretary of the Southeastern Pennsylvania Re-

gional Planning Commission, has been made a Vice-President of National Planning & Research, Inc., consulting firm with offices in Boston, Philadelphia, Washington and Salt Lake City.

Mr. Longmaid, previously Director of the Penna. Montgomery County Planning Commission and Assistant Technical Director with the Better Philadelphia Exhibition, will make his headquarters in Philadelphia.

Hugh Pomeroy has been engaged by the Montgomery County Council of Maryland to prepare a master plan for the Gaithersburg-Germantown area. The master plan prep-

Planning and Civic Comment

aration will take four months and will cover 60 square miles of the upper county, where development is being touched off by plans for Government installations to relocate in the county. The proposed study by Mr. Pomeroy will include a survey of existing conditions, a forecast of development trends and a plan for future development and the necessary regulations to guide them.

George H. Collingwood, Analyst, Conservation and Natural Resources, Legislative Reference Service, Library of Congress, and former Chief Forester for the American Forestry Association, is the recipient of the Association's 1956 Conservation Award in the field of General Service.

Donald H. Stansfield, formerly senior planner with the Dayton City Plan Board, Ohio is the new supervising planner of the Bureau of Planning of the New Jersey Department of Conservation and Economic Development. He will direct the Bureau's expanding program of local planning assistance.

David Rockefeller, executive vice-president of the Chase Manhattan Bank is serving as Chairman of a new group, a 55-member committee of business and professional leaders of the Chamber of Commerce of New York. The committee will plan redevelopment of housing, shopping and traffic facilities in the lower part of Manhattan. Mr. Rockefeller has stated "Our Committee will attempt to develop and

present to the city intelligent, integrated proposals relating to specific problems in the area."

John W. Reys, associate professor at the College of Architecture, Cornell University, has contributed an article to *The Town Planning Review*, issued by the University of Liverpool, Vol. xxvii No. 1, April 1956, on "William Penn and the Planning of Philadelphia." An excellent article, well illustrated with interesting prints, it is a scholarly contribution of high order to the existing material on Penn's Holy Experiment.

Mr. Maurice J. Hellier was installed as President of the Town Planning Institute of Britain for 1956-57 at a session of the Institute held November 1st.

A. D. Barnes, director of Dade County parks, Miami, Florida, was elected President of the American Institute of Park Executives at its annual conference held Sept. 9-14 at Seattle, Wash.

Eric Carlson, who for the past two years has been teaching at the Central American Advanced School for Public Administration in San Jose, Costa Rica, has been appointed director of the Inter-American Housing Center at Bogota, Colombia. This Center was established in 1951 under the program of technical cooperation of the Inter-American Economic and Social Council. During the first five years of its existence, the Center has trained 140 specialists from 21 member states of the organization.

Zoning Round Table

Conducted by Flavel Shurtleff, Counsel, APCA

MAP AMENDMENTS

Two very recent Massachusetts decisions are interesting on the question whether a substantial change in conditions must be found to justify a zoning reclassification.

In the first case an area of twenty-seven hundred feet on one side of a street to a depth of four hundred feet was changed from residence to industrial. This area was bounded on the easterly side by an industrial zone, but in the area were residences and across the street to the west was a residential zone.

Points made by the opponents to the change were that there was other available industrial land in the city; that reclassification was made at the request of one industry; that residences in the neighborhood would be depreciated; and that there had been few, if any, changes in conditions.

The court was not impressed by any of these arguments or by evidence that there was factual basis for all of them. On the point of no change in conditions the court said that this was a factor which "while relevant is not controlling. It is one of several circumstances for the council to weigh."

As has been said so many times by the court in zoning cases, where the question is debatable, the judgment of the court will not be substituted for the collective judgment of those familiar with the locality and the circumstances prevailing in the town.

Raymond et al. vs. Commissioners of Public Works of Lowell, Jan. 1956, Mass. Advance Sheets of 1956, p. 15.

In the second case the City of Lynn changed a block (both sides of the street) containing about 500,000 square feet of land from a general residence to a restricted apartment classification. The general residence zone allowed no apartments, and the restricted apartment zone allowed five-story apartment buildings when equipped with elevators.

The case was first heard by a judge in the Land Court who found that there had been no substantial change in the locus or the surrounding area except for an increase in single family residences; that restricted apartments would cause congestion and depreciation in what was really a single family neighborhood; and that the change was "spot zoning".

The Supreme Court reversed the lower court judge, holding that reasons existed for the change; first, it might be desirable to concentrate population in this locus which was relatively near the downtown business district and at the same time very close to the ocean; second, the change would tend to keep the population of the city at the level to which municipal services were geared; third, there was evidence of a trend in demand for apartments rather than two family houses. On the question of "substantial change" the court said "It is not necessary to find a substantial change in locus to support a change in a zoning classification."

Coben vs. City of Lynn, March 1956. Advance Sheets of Mass. for 1956, p. 339.

From the planner's viewpoint the most significant statement in the court's discussion of the Lynn case is that in considering a zoning change "the whole city should be viewed and its plan for the future." It is not the change in the locus or the general neighborhood of the locus which should determine the desirability of the reclassification. It would seem to be fairer statement in such cases that where a change in physical, social or economic conditions anywhere in the city may affect or be affected by the development of a specific area, a reclassification of that area may be justified. In the Lynn case there was evidence that the population of the city had decreased two thousand in the period from 1940 to 1950 and that the decrease was continuing. Coupled with evidence for a demand for more apartments, a change to apartment classification could be well justified.

"Debatability" is too much of a variable to furnish a satisfactory

test of the desirability of a map change. Not only does the conclusion depend on the facts of each case but also on how the court of a given State has been influenced by these facts.

The courts have substituted their judgment for that of the legislative agency. The Connecticut court, for instance, in a case decided last June said in substance that the issue was not debatable where the locus restricted to residence was a five-acre tract bounded on the north by a shipyard, on the south by a collection of shanties, on the east by a river, and on the west by a heavily travelled principal highway on which, near the locus, was a gas station and a marine supplies store. The Zoning Commission had denied an application to change the parcel to business and the court said that this was denying the use of the property for any reasonable purpose and that it went beyond valid regulation and constituted a taking.

DeBuono vs. Board of Zoning Appeals of Stratford, June 1956. Reported only in the Connecticut Law Journal.

President Eisenhower Selects Highway Chief

The enactment of the \$33,000,000,000 Federal Aid Highway Act of 1956 embarks the United States upon a vastly accelerated construction program. The White House announced recently that two top construction men to head the new construction program have been selected by President Eisenhower. John A. Volpe, former Commissioner of Public Works for the Commonwealth of Massachusetts, will serve under a recess appoint-

ment as Federal Highway Administrator until January.

After Congress meets, President Eisenhower will nominate Bertram D. Tallamy of New York as permanent appointee to the \$20,000 a year job. Mr. Tallamy has been Chairman of the New York State Thruway Commission since 1950.

Mr. Tallamy was born in Plainfield, New Jersey in 1901 and graduated from the Rensselaer Polytechnic Institute as a civil engineer.

The Washington Board of Trade's Forward Look

By JOHN K. COCHRAN, Manager, Metropolitan Planning & Development Department

The Washington Board of Trade, an organization composed of more than 7,000 business, professional and civic leaders of Greater Washington, represents some 3,500 different commercial and professional enterprises in the area. It has for 67 years been concerned with the welfare and development of the Nation's Capital, and during this period it has initiated and carried through many projects for the betterment of the community. These projects have been undertaken not only for the beautification of the Federal City, as removing street car tracks from the Mall and the reclamation of the Anacostia flats, but have also included the formation of service organizations for the better administration and government of the District of Columbia. The Board of Trade was instrumental in encouraging the formation of the original National Capital Park and Planning Commission, the creation of the Public Utilities Commission and the D. C. Motor Vehicle Parking Agency, the location of the International Bank and Monetary Fund in Washington, the staging of the Annual Cherry Blossom Festivals, and the Pageant of Peace Celebration during the Christmas Holidays.

Since World War II the Board of Trade has placed special emphasis on the economic development and well being of the District of Columbia. It has concentrated on main-

taining payrolls resulting from expansion during the war years, and adding new ones whenever possible. This program has been the specific concern of an Economic Development Committee established two and one half years ago. During this brief period 156 organizations employing 3,867 persons, with estimated 1956 payrolls of \$22,300,000, have located in the Washington Metropolitan Area. Based on our economic studies, these 3,867 new jobs have created additional jobs which will eventually mean added employment of 4,457 in all trade and service lines, resulting in a total of 8,324 new jobs with aggregate 1956 payrolls of \$39,330,000. This increase in employment and payrolls represents a substantial proportion of the total gain for the area during the two and one half year period. Since the population of the Metropolitan Area is now projected at 3.3 plus for 1980 it may be assumed that the economic development of the area will continue to improve. It seems certain that growth problems so evident in recent years will persist and be supplemented by others in a metropolitan community experiencing a 250 percent population increase in a quarter of a century.

Second only to the federal payrolls in the District of Columbia is the revenue from tourism, a business fostered by the Greater National Capital Committee of the Board of

Planning and Civic Comment

Trade. It is estimated that in 1955 4.6 million tourists spent \$200,000,000 in the Federal City. The figures for 1956 are higher, and the estimate for 1980 is an aggregate of 8 million tourists coming to the city. The impact of these dollars on Washington business life is, of course, of great significance to the Washington Board of Trade.

Because of such changes in the development of the Federal City, now one of the country's most rapidly growing and changing communities, the Board of Trade has paused to reassess its standing committees, to reconsider and reaffirm its major goals, and canvas its membership concerning their preferences regarding committees. As a result of these appraisals the Board has now trained its sights on a broad, over-all field—at the same time bearing in mind that the minutiae forming the substance of the pattern consist of problems with which its committee members must wrestle. Special emphasis, therefore, is now being placed on an area of activity which is entitled to, in fact demands, the closest attention and greatly intensified activity—the planning and development of the Washington Area. A year ago these needs were recognized when the Board of Directors authorized the formation of the Coordinating Committee on the Future of Washington to focus attention on this broad subject, and to correlate the increasing number of activities related to it.

The Board of Trade Department most affected by these changes is that concerned with Metropolitan Planning and Development. Its

Committees have been completely revised; some were discontinued and new ones added in an effort to modernize the structure of the Department and to achieve a more realistic approach to such urban problems as are facing metropolitan areas over the nation. The Nation's Capital is in a unique position both politically and geographically, being circumscribed in both instances. This makes planning problems even more challenging, and the over-all pattern more complex.

The working Committees of the Washington Board of Trade, dealing with planning and development, with their Committee Chairmen and a summary of their activities, are as follows: *COMMUNITY PLANNING* (Charles E. Phillips, Pres. Equitable Life Insurance Company): The physical development of Greater Washington consistent with the city's role as the National Capital and its economic health occupy this Committee. Park development is specifically included as are major plans and alterations in zoning maps and regulations. *DOWNTOWN WASHINGTON* (Arthur J. Sundlun, Pres. A. Kahn, Inc.): The maintenance of a healthy central business area. The Committee will study ways and means to encourage downtown shopping and business, transit and traffic, better merchandising, and improvements in the physical condition of the area commensurate with the dignity of the Federal City. *FEDERAL GOVERNMENT ESTABLISHMENT* (Francis G. Addison, Pres. Security Bank): This Committee is assigned to study and secure adoption of sound community

Planning and Civic Comment

plans for the location of U. S. Government buildings and a reasonable level of federal employment in the District. **TRANSPORTATION** (Major General Louis W. Prentiss (Ret.), Executive Vice-Pres. American Road Builders Association): All surface transportation in the Washington Metropolitan Area comes within the purview of this Committee. This includes mass transit, railroads, interstate bus lines, highways and bridges. **URBAN RENEWAL AND REDEVELOPMENT** (James C. Wilkes, Attorney): A newly formed Committee to devote needed attention to all aspects of urban renewal and redevelopment, of utmost significance in Washington, and to the public housing program. **UTILITIES** (Herbert C. Parker, Engineering Consultant): The future water supply of Washington, the Potomac River Basin, and the sewer, gas, electric and communications system of the Washington Area. **ZONING** (Harvey L. Jones, Vice-Pres. Sandoz, Inc.): This Committee is concerned with specific zoning problems in the District of Columbia.

The Coordinating Committee on the Future of Washington (Francis

J. Kane, Pres. Kane Transfer Company) is composed of the above Chairmen and an advisory group of fourteen members of the Board of Trade. Its purpose is to examine the recommendations of the member Committees and consider them from an over-all Metropolitan Area standpoint before formulating policy recommendations for the consideration of the Board of Directors of the Board of Trade.

It will be seen from the above description that the Board of Trade is actively concerned with the problems and intricacies of planning for the future of the Nation's Capital. It is believed that intelligent work can and must be accomplished to assure orderly development, and to insure the physical well-being and economic stability of the Federal City. It is being made forcibly apparent to us that our American cities are now suffering from lack of realistic planning in the past, and that the problems caused by the rise in urban population, in the traffic and parking nightmares, and the economic plight of downtown areas, must be faced squarely and at once.

Great Lakes and Pacific Coast Shoreline Surveys

Studies of the recreation resources of the Pacific Coast and the Great Lakes region will be initiated early in 1957. The work will be undertaken by the National Park Service with private funds donated for the purpose.

The Park Service estimates that

two years will be required to complete the Great Lakes survey, but that the study of the Pacific Coast can be accomplished in about a year.

The studies will follow the pattern of the Seashore Recreation Area

(Continued on page 19)

Citizen Action for Community Planning

The Citizens Planning and Housing Association of Baltimore has announced that Hans Froelicher, Jr. for 12 years President, recently resigned his full-time responsibilities, but accepted appointment as honorary president. In July, Mr. Froelicher, a nationally known educator, retired as headmaster of the Park School.

H. Warren Buckler, Jr., one of the organization's vice-presidents, will succeed as President.

A series of television programs to highlight the work of citizens planning groups in improving their communities is in preparation sponsored by the Metropolitan Plan Association of St. Louis and Washington University in cooperation with county and community planning groups. The programs will be featured at community and county assemblies leading up to the Fifth Metropolitan Community Planning Conference in May of 1957. Basically the idea is to telecast a half-hour program illustrating the work of planning officials and citizen groups at the local, county and metropolitan levels. The programs will be developed by the Office of Television Activities at Washington University and KETC of St. Louis. The activities-outline for the Association for the season, October to May, is looking towards its Conference in May and a preliminary program has already been drawn up with the theme: Teamwork for Planned Community-County-Metropolitan Development.

During the week of October 7, a panel composed of the Central Business District Industrial and Community Builders' Councils of the Urban Land Institute conducted a study in Peoria, Ill., under the sponsorship of the Peoria Downtown Improvement Association. The study included an evaluation of the Peoria economy as it relates to the metropolitan area, its industrial development and its central business district. The panel was chaired by Boyd T. Barnard, Chairman of the Central Business District Council.

A master plan for improving downtown Toledo, Ohio, will soon get under way chiefly through the generosity of a citizens' group. Trustees of Downtown Toledo Associates, a private organization of Toledo business men recently voted \$10,000 of its private funds to the city-county plan commission for a downtown master plan. Lack of public funds had prevented the commission from undertaking the project. Funds will be used to hire two planners who will be added to the commission staff to work on the master plan. The commission will furnish facilities and direction for the work.

The September-October number of *Issues*, a publication of the Philadelphia Housing Association, features an article "Opportunity Knocks: Keep the Metropolis Green" by Howard W. Hallman. Mr. Hallman concludes that a key aspect of blight prevention now

Planning and Civic Comment

confronting our metropolitan areas is the urgent need for setting aside vast amounts of permanent open space in the suburbs. The article bears careful reading by all who are interested in this vital problem. Prevention of tomorrow's blight is a major plank in the Association's program. The Association has a forty-seven year history of activity behind it, and since 1949 has cooperated with the Civic Council of Montgomery County (Pa.) and the Citizens Housing and Planning Council of Delaware County in preventive efforts against neighborhood crowding. Mr. Hallman pleads for the public to Save the Creeks, the Riverfronts, the Woodlands, the Golf Courses and to establish sufficient community parks, regional parks and reservations before it is too late.

The Citizens Development Committee of the Cincinnati Area urged completion of the Master Plan and endorsed the bond-issue ballots presented to voters of Cincinnati and Hamilton County, Ohio, which they characterize as "the greatest overall opportunity for city and county capital improvements ever presented before."

The Civic Club of Allegheny County presented the second of its once-a-month Thursday evening telecasts on WQED at 9:30 P.M. on October 4, 1956.

The subject, *land use*, was discussed by a panel of four experts, and is described in the letter, reprinted herewith, which was sent to each County Commissioner and to the County Planning Commission.

The participants were: Emil Limbach, president of the Limbach Company, and chairman of the Civic Club's Land Use Panel; Franklin A. West, head of the West Realty Company, and a member of the Club's Land Use Panel; John H. F. Leonard, patent attorney, and secretary of the Mt. Lebanon Planning Commission; and Willard F. Agnew, Jr., attorney, assemblyman from Aspinwall, 17th District.

In the letter the Civic Club recommends that Allegheny County, through its new Planning Commission, should draw up a master plan for land use throughout the county and should establish minimum standards for subdivision control, zoning, and building regulations to conform with such a plan.

The Civic Club of Allegheny County makes this recommendation to the Board of County Commissioners and the County Planning Commission as the result of a year-long study of land use problems in this rapidly developing metropolitan area.

The Civic Club, therefore, recommends:

1. That the County government, with the authority it already has, enact zoning regulations for all second class townships which have not enacted adequate ones for themselves.

2. That the County government ask the 1957 Legislature for authority to zone areas adjoining state and county highways designated as part of a major arterial highway system and areas adjoining such county facilities as parks and airports.

3. That the County government ask the 1957 Legislature for author-



ROCK CREEK NATURE CENTER

Rock Creek Park, Washington, D. C. Formerly the Joshua Pierce House, also known as Klinge Mansion, which was built in 1823 of native stone. This Center is the first of seven proposed for different neighborhoods in the National Capital.



VISITOR PARTICIPATION

Public response to the exhibits at the Center has been enthusiastic, especially among the children who are fascinated with the presentations of natural history—geology, bird life, small animal life and wild flowers of the region.



Planning and Civic Comment

ity to establish and enforce county-wide minimum standards of zoning, subdivision control, and building regulations. The cities, boroughs, and townships within the county should retain the power to exceed these standards, but where they failed to meet them the county should be able to enforce its minimum standards.

4. That the County Planning Commission begin at once preparation of a master plan for land use throughout the county, including a long-range major arterial highway system and an integrated water supply and sanitary sewage system.

5. That the County Planning Commission, in order effectively to perform the duties outlined above,

proceed at once to organize among its personnel five or more geographical divisions specializing in the planning problems of the naturally interdependent areas within the county; and that it organize, within each such area an advisory and liaison council of representatives from city, borough, and township planning agencies.

Respectfully yours,

F. E. Schuchman, President
J. Steele Gow, Jr., Chairman,
Committee on Government Reorganization in Allegheny County.

Emil Limbach, Chairman,
Land Use Panel—Committee
on Government Reorganization
in Allegheny County.

HENRY P. CHANDLER RESIGNS HIS FEDERAL POST

Henry P. Chandler, former member of the Board of Trustees of the American Planning and Civic Association, who has been the Federal judiciary's only chief administrative officer since that position was created in 1939, has announced his retirement from Federal service, effective October 31. The announcement was made in his annual report as Director of the Administrative Office of the U. S. Courts.

Mr. Chandler, a former Chicago lawyer, has worked for and witnessed many notable improvements

in his 17 years as administrative aid to the far flung Federal judiciary.

A native of Indian Orchard, Mass. he received his bachelor of arts degree from Harvard in 1901. He studied law at the University of Chicago and received a juris doctor degree in 1906. He practised law in Chicago for 33 years and was active in many professional, civic and charitable organizations.

He resigned from the Board of Trustees of the Association a few years ago, but continues his membership.

Rock Creek Nature Center

By W. DREW CHICK, JR., Chief Park Naturalist, National Capital Parks

National Capital Parks' newest interpretive facility, the Rock Creek Nature Center opened October 7, 1956. In allusion to the many gadgets, specimens and objects that may be handled or operated by the visitor, it has already been nicknamed the "do-it-yourself house," for therein lies its uniqueness and its fascination to children and adults alike. There has been enthusiastic public response from the beginning and many people have come back repeatedly. What has generated this enthusiasm?

First of all, visitor participation is encouraged. Of many electrical gadgets, one of the most popular is a wild flower namer. Cut specimens are placed in water-filled test tubes, adjacent to each tube is a clue label and a button. By pressing this button and simultaneously pressing another button alongside a name card, a gong sounds and a green light flashes when the correct combination is achieved.

Everyone reaches up and strokes the silky fur of the flying squirrels perched lifelike on a log. There are open trays with samples of rocks and minerals which can be hefted, felt or examined with a lens. Children are fascinated with the specially designed, glass-sided, rotating, observation bee hive and its clear plastic tube giving the bees passage to and from their pollen sources. In the movie room, there are presentations, as requested, on such subjects as geology, sounds of the wild, snakes, and nature hobbies.

The geology program is exciting for it combines sounds of the earth's forces—wind, rain, running water, volcanic eruption, with spectacular night movies in color of an active volcano, a brief slide talk on local geology, and a summary film on the origin of and the forces shaping the earth. All of this is related to Rock Creek Park, in which the Nature Center is located, to the national park system, and to conservation.

In addition, there is the reading room with children's books on natural history, how to do nature crafts and projects, and illuminated 3-D viewers, to mention a few.

This dynamic presentation is being changed constantly so there is always something new to see and do on successive visits.

Surrounded in its dramatic setting with century-old trees, the Rock Creek Nature Center looks down from its isolated hilltop into beautiful Rock Creek Valley bringing to the visitor a feeling of quiet and restfulness in the midst of the encircling city. This panorama ever-changes with the weather, with the seasons, and with the time of day.

Further developments include nature trails in the surrounding woodlands, a simple weather station, bird feeders with window sill-mounted binoculars for interior viewing of this outdoor drama, and an open-air theater.

The Rock Creek Nature Center building was formerly the picturesque Joshua Pierce House (Klingler Mansion), built in 1823 of enduring,

Planning and Civic Comment

rough-hewn, native stone, in itself a feature of considerable geologic interest. The architectural charm has been largely retained in our renovation except for additional lighting and colorful walls resulting in a pleasing blend of the old with the new.

The nature center is open from 9:30 to 4:30 on Saturdays and 1:30 to 4:30 on Sunday afternoons. School classes and organized groups make appointments for mid-week hours and request programs to meet their specific natural history needs.

The Center is closed on Mondays. A visit to the Rock Creek Nature Center is a pleasant and refreshing experience. You are invited to include a visit to it on your next trip to Washington.

The Rock Creek Nature Center launches National Capital Parks' MISSION 66 interpretive program. Eventually, it is expected that there will be seven such centers, each one planned specifically to serve the needs of the neighborhood in which it is located.

"Guides"—Three New Issues

In October, this year, the City Planning Division, University of Arkansas, issued three publications:

"A GUIDE FOR INITIATING A PLANNING PROGRAM" (No. 205), which indicates what should be considered in developing a planning program and the type of information a commission will need to do its work;

"A GUIDE FOR ADOPTING AND RECORDING PLANS" (No. 206), which outlines the procedure a planning commission must follow to meet statutory requirements as

to public hearings, and to adopt, certify, and file plans;

"A GUIDE FOR JOINT COOPERATION IN AREA PLANNING" (No. 207), which summarizes the statutory provisions for joint cooperation in area planning where a regional problem exists and regional plans are needed, and enumerates the factors involved in the implementation of area planning.

These three publications are available upon request, from the City Planning Division, University of Arkansas, Fayetteville, Ark.

GREAT LAKES AND PACIFIC COAST SHORELINE SURVEYS

(Continued from page 14)

Survey of the Atlantic and Gulf Coasts, completed in 1956. A popular report, entitled *Our Vanishing Shoreline*, was prepared by the Park Service as the result of this survey and given wide public dis-

tribution.

The purpose of these studies is to determine the opportunities that yet remain to preserve outstanding natural areas for recreation and other public uses.

All is Not Quiet on the Potomac

The Interstate Commission on the Potomac River Basin, held its autumn meeting at Oakland, Maryland, under the leadership of its able Director, Ellis S. Tisdale. The keynote address was given by Ernest F. Swift, Executive Director of the National Wildlife Federation. Reports on state recreation and wildlife programs were presented by Maurice Goddard for Pennsylvania, Joseph F. Kaylor for Maryland, and Carl Johnson for West Virginia. A panel representing conservation, regional planning and engineering was moderated by Edward A. Ackerman, Director Water Resources Program for Resources for the Future. Elting Arnold, speaking on behalf of the Potomac Valley Conservation and Recreation Council, urged the maintenance of the C&O Canal strip for recreation. Paul C. Watt of the National Capital Regional Planning Council, described the efforts to build long-range plans based on harmonizing all possible foreseeable needs for resources, including park and play space.

A promising undertaking of the Commission is the work of the Recreation and Wildlife Committee under the Chairmanship of Bernard Frank. A cooperative survey to establish criteria and acreages for various types of land and water facilities and a detailed inventory of recreational assets within the basin should result in a program which could forestall adverse uses. Service is free. Send in request that your name be put on the mailing list.

Various citizen groups have organized to cooperate with the Commission. *The Potomac Valley Conservation and Recreation Council*, Mrs. Frederick W. Davis, Secretary, 12004 Colesville Road, Silver Spring, Md., acts as a sort of clearing house of conservation organizations, garden clubs and citizens associations. Organizations and private individuals are welcomed as members. Dues \$5 a year.

The Rock Creek Watershed Association, with Bernard Frank as President, Care of Forest Service, Department of Agriculture, Washington 25, D. C. is a private non-profit organization. Dues are \$2 a year to cover mailing costs of bulletins.

The Washington Committee for a Clean Potomac under the Chairmanship of Dean Richard Bray, of the School of Social Sciences and Public Affairs of American University has been active in working for legislation for Potomac anti-pollution. Dues \$2 a year.

The Audubon Society of the District of Columbia under the Presidency of Dr. Irston Barnes has been active in efforts to safeguard and clean up the Potomac. It publishes *The Atlantic Naturalist* which is nationally read. Subscription of \$5 a year should be sent to Mrs. F. E. Furcolow, 2317 South Buchanan Street, Arlington, Va.

The National Wildlife Federation, 232 Carroll Street, N.W., Washington, issues a Congressional Conservation Report, which is a definitive and invaluable record of

Planning and Civic Comment

all that is going on in Congress regarding bills affecting water supply, anti-pollution, watersheds, national parks and forests. Membership \$5 a year includes Conservation Report.

The American Planning and Civic Association and its Committee of 100 on the Federal City have taken an active interest in the Potomac for many years and in PLANNING AND

CIVIC COMMENT may be found conservation and watershed news items. Under the leadership of the Interstate Commission on the Potomac Basin for the first time we see emerging broad specific plans for the future which citizen organizations can support. Membership in the Association is \$10, including the quarterly and ANNUAL.

Planning Education

The first world-wide history of city planning in English is about to be written. The University of Pennsylvania has announced that it will undertake a three-year history-writing project which will review the history of city development in each of the world's major regions. The project is to be financed by a \$54,000 grant from the Rockefeller Foundation and will be under the direction of the Institute for Urban Studies in the University's School of Fine Arts. Heading the project will be Dr. E. A. Gutkind, architect and city planner of London and visiting research Professor in City Planning. In connection with the program, the University of Pennsylvania is offering six graduate research fellowships in city planning to city planners, historians, and graduates in regional, Oriental and Asian studies. Applicants should write to the Director, Institute for Urban Studies, School of Fine Arts, University of Pennsylvania, Philadelphia 4, Pa.

Ohio State University announces that it will establish a two-year program of graduate study in city

planning beginning this winter. President Novice G. Fawcett explained that the rapid changes in patterns of urban and suburban life have created "an urgent need for research and instruction in this field."

The program, to be administered by the School of Architecture and Landscape Architecture, will offer a broad curriculum and may eventually include research and instructional programs in regional development.

The Conservation Education Association held its third annual four-day Workshop Conference, August 25-29, 1956 at Clemson College, Clemson, South Carolina.

The major objective of CEA a national organization, is to stimulate and improve conservation education in American schools.

The 1956 Workshop Conference was devoted to study and analysis of some selected school systems geographically distributed in the States. The theme of the conference was *What are the Characteristics of a Good Conservation?*

Planning and Civic Comment

During the past summer, representatives of some fourteen communities in Florida, Tennessee and Georgia, sat down at a conference table in the University of Florida's administration building. The occasion was a two-week institute in urban planning, the first in a series of community and industrial development programs being organized by the General Extension Division of Florida. They were joined by several planning educators: Howard K. Menhinick, Regents' Professor of City Planning at Georgia Tech; Malcolm G. Little, another Tech planning specialist; T. William Patterson, UF assistant professor of community planning; and William W. Young, acting head of the General Extension Division's public service training center and institute coordinator.

Basically, the urban planning program was a seminar designed to give southern city planners an opportunity to exchange ideas on a number of problem areas relating to community growth. The conference table also served as a sounding board for the planners' opinions with regard to the status and significance of economic and population development in the South in general, and in Florida, in particular.

The consensus added up to a broad announcement: that while Florida has today the greatest development potential in the nation, it is lagging behind other areas—particularly several of its neighboring States—in actions aimed at controlling and planning its growth so as to insure the greatest possible benefit to the individual communities and to the general public. F. A.

Hood, manager of the Georgia Power Company's community development division, reported that his organization alone had spent better than \$1,500,000 in helping communities plan their futures, and that in the last six months some 76 separate development projects had been organized. In addition, both Mr. Menhinick and Mr. Little pointed out emphatically that the Georgia legislature has acted with vision and energy to facilitate the State's growth both through enabling legislation and needed constitutional amendments. Louise B. Nunnally, of the Tennessee State Planning Commission, outlined the extensive field program being conducted in her State. The development programs of Alabama and Kentucky were also discussed and praised. They pointed to a number of areas in which action should be taken promptly:

(1) They urged that the state legislature enact broad general enabling legislation in the areas of planning, zoning and annexation to facilitate the process of community development. The limitations of special enabling acts has handicapped many municipalities, particularly small population areas.

(2) They recommended a constitutional amendment which would make Florida communities eligible for federal assistance in clearing slum and blight areas.

(3) They emphasized the need for a comprehensive state planning program both to give technical and planning assistance to communities and to coordinate the development activities of the state departments.

Planning and Civic Comment

(4) They called on the state universities to provide every possible service to help in the job of state and community development.

(5) They urged a state-wide campaign to educate the public as to the growing need for adequate planning for development.

The Board of Directors of the National Wildlife Federation announces that there will be available for the school year 1957-58 a series of Graduate Fellowships and Undergraduate James Hopkins Scholarships in Conservation Education.

Application for these fellowships and scholarships must be on file at the office of the National Wildlife Federation, 232 Carroll Street, N.W. Washington 12, D. C., by *December 31, 1956*. Applications must have approval of the project by the director or the departmental head of the university.

Awards granted in the past have been in the amounts of \$500-\$1,000.

The *scholarship* funds are available to exceptionally well qualified students and may be used for the normal expenses of an undergraduate. A report of the work done should be sent to the Federation at its completion before July 31, 1958.

The *fellowships* are designed to support research studies in the field of conservation education. Awards will be made to individuals who can show best records of accomplishment in the field of conservation education and who are qualified for and preferably accepted for graduate school studies. A typewritten copy of the results of the study or a report of progress must be submitted to the Federation by the grantee by July 31, 1958.

A new policy was adopted at a meeting of the Federation's Board of Directors held in Washington, D. C., in August, whereby at least two of the grants would be made for research on problems to be designated by the Federation. One graduate fellowship will be used to finance research on some problem within the general area of water and air pollution.

Other fields of activity that might be considered as appropriate include teacher training, radio and television, urban conservation education, scouting and conservation, curricular problems, state programs, farmer-sportsman relationships, conservation education through legislation, workshop techniques, textbook development or evaluation and so on. The Federation reserves publication rights.

New National Park Dedicated in Virgin Islands

The Virgin Islands National Park, the Nation's 29th and newest, was formally established and dedicated at ceremonies on the Island of St. John in the Caribbean on December 1. At that time 5,000 acres of St. John's green hills, white beaches and cays were formally turned over to the Federal Government for the public benefit by Jackson Hole Preserve, Inc., a Rockefeller sponsored conservation organization.

Signs: Business and Advertising Distinguished

By ALBERT S. BARD, New York City

A Los Angeles, California, case adds another to the list of those recognizing that business signs and advertising signs are two different things to be dealt with in different ways. *People vs. Southern Outdoor Advertising, Inc.*, Criminal Appeal 3408; (Appellate Department of Superior Court, March 26, 1956, Judges Bishop, Petrosso and Swain, affirming Municipal Court Judge Ernestine Stahlhut). Few of these cases appear in the reports; but this note will provide a record of it for the attention of planners, legislators and others interested.

The Los Angeles municipal code prohibits outdoor advertising signs adjacent to freeways if maintained primarily to be viewed from the freeway or if tending to constitute a hazard to vehicular traffic on the freeway. Existing nonconforming advertising signs were accorded a three-year limit. Business signs on the premises were excepted, and land-division signs were permitted for a year. The outdoor advertising defendant claimed that these differences in treatment made the ordinance discriminatory and it was therefore unconstitutional; also that the three-year limit made the ordinance confiscatory.

In a brief decision the Appellate Department upheld the decision below, holding both the difference in treatment accorded the different kinds of signs and the three-year limit on advertising signs to be legal.

While the decision is obviously correct, it may be commented that neither the draftsmen of the Los Angeles ordinance nor the court seem to realize very clearly that business signs are a part of the business on whose premises they appear, and as such have a constitutional right to exist (subject to appropriate public control), if the business itself has the right to exist. The business-sign tail goes with the business hide. It is a part of it. (*United Advertising Corporation vs. Borough of Raritan*, 11 N.J., p. 144.) But advertising of off-premises goods or services is an entirely different and separate land use. The ordinance and the court in the Los Angeles case treat business signs and advertising signs as if they were all just signs, although of slightly different kinds. It is this confusion of their essential difference in land use that encourages the outdoor advertisers to litigate, claiming that all signs, whether business or advertising, must be treated alike. They hope the courts will fall for this confusion, as once upon a time some courts did; but none recently we believe.

Another point to be noted in this case is the emphasis the ordinance puts upon visibility. To come within the prohibition of the ordinance a sign must be erected in order to be seen and read from a certain class of highway, viz. a freeway.

Commentaries

Four awards for outstanding services to forestry were made at the 56th annual meeting of the Society of American Foresters held at Memphis, Tenn., Oct. 17, 1956. The Sir William Schlich Memorial Medal for distinguished services to forestry was awarded to Samuel T. Dana of Ann Arbor, Mich. The Gifford Pinchot medal was awarded to Inman F. Eldredge of New Orleans, La. for outstanding service to forestry. Two special awards were made by the Society for outstanding achievement in biological research contributing to the advancement of forestry. Each award consists of an engraved plaque and a cash payment. The recipients are Leo A. Isaac of the Pacific Northwest and Range Experiment Station, Portland, Oregon and Philip C. Wakeley of the Southern Forest Experiment Station at New Orleans.



After two years of discussion and support by planning officials and the Puget Sound Regional Planning Council, the Boards of County Commissioners of King, Pierce, Snohomish and Kitsap counties agreed to the formation of a joint planning organization to study planning problems common to all of the participating counties. The plan adopted by the four counties was prepared by R. C. Watts, executive secretary of the Washington State Association of County Commissioners and includes an initial budget of \$12,500 annually. With the limited funds available, Mr. Watts will engage a planner and a secretary for the first stages of the planning program. The principal efforts will be a study and evaluation of planning data prepared by city and county planning staffs in the multi-county area. At the end of the year's work, the county commissioners will re-valuate the program and determine if further efforts along the lines of inter-county planning will bring positive results. The Puget Sound Regional Planning Council was appointed as the ad-

visory agency to help formulate the aims and objectives of the program and to help in the coordination between the various city and county planning agencies. One of the aims is to bring all of the counties into the program.



In a move designed to strengthen its local planning activities, Chicago's Board of Aldermen has made that city's planning staff directly responsible to Mayor Richard J. Daley by reconstituting it as a full-fledged executive department. At the same time, the Chicago plan commission, to which the planners had formerly been responsible, was given a subordinate position as the Aldermen made the 15-man body an advisory board to the new city planning department. In these twin moves the nation's second largest city has thus joined a growing number of cities that are placing city planning functions squarely in the mainstream of municipal administration.

The changes were enacted in ordinance form on July 12 by a nearly unanimous vote of the Aldermen. They will go into effect Jan. 1, 1957.

Heading the new planning department will be a commissioner of city planning who will direct the work of the professional planning staff. He will have responsibility for (1) developing and maintaining Chicago's comprehensive plan, (2) reviewing and recommending amendments to the city zoning ordinance, (3) coordinating the preparation of the city's long-range capital improvement program among other duties. But like Chicago's public works, police and other commissioners, he will be appointed by the Mayor (with council approval) and report directly to the city's chief executive.

The department staff will be organized in five divisions. The General Plan Division will be responsible for the preparation and maintenance of the city's comprehensive plan. The Zoning Division will have the job of keeping

the zoning ordinance up to date, while the Capital Improvements Program Division will do staff work needed each year for this continuing program. A research division will undertake the task of gathering and analyzing information needed in planning. Finally, a coordination division will have the job of being sure that all improvement projects undertaken by other city departments and agencies are coordinated in the best interests of the city and master plan. The latter division will handle coordinating functions now being administered by Chicago's Office of the Housing and Redevelopment Coordinator, an office which will be disbanded in January when the new planning department begins operating.



A definitive report on the Women's Congress on Housing held last April under the sponsorship of the Housing and Home Finance Agency has just been issued by that Agency. It contains a complete report on the findings of the 103 women delegates to that Congress and a thorough analysis of the significance of those findings.

Copies of the 82-page report may be obtained (60 cents per copy) from the U. S. Government Printing Office, Washington 25, D. C.

The report explains how the 103 women delegates, the majority chosen on the basis of letters written to the HHFA expressing their views on the modern home, were arranged in groups representative of similar climatic and geographic areas. What they did was to discuss family needs for living and how those needs could be met.

The Report is divided into three parts. The first part is a comprehensive report on the results of the two and a half days of round table discussions of the various groups. The second part undertakes to identify the things that all or a majority of the groups had in common. The third part of the report undertakes to give the reasons why women want certain specific things in a house arranged in certain ways.

The report also gives information on the housewife delegates. Most of them

are full-time homemakers between 25 and 45 years of age, from the medium income group, have one or more children, come from urban and suburban areas and small towns, and either own or are buying their own homes.



The Bay Circuit has been established by the passage of legislation and this action marks the successful culmination of thirty years of effort by those concerned for the preservation of open spaces in Eastern Massachusetts. The Bay Circuit, as envisaged by its proponents, is a series of privately and publicly owned open spaces including city and town parks and forests, water supply areas, state forests, parks and beaches, the grounds of large institutions, wild life preservations, properties used by Boy Scouts, Girl Scouts and similar organizations and scenic or historic sites which may continue in private ownership under voluntary restrictions to assure their preservation. These open spaces from Crane's Beach and Plum Island on the north would include swamp and hill lands, generally unsuitable for intensive development—across the tier of towns north of the Metropolitan District to the Concord and Sudbury River Marshes, Lake Cochituate and the banks of the upper Charles River on the West. Turning east in Norfolk and Wrentham further open spaces are proposed in the Bridgewater and over to Duxbury Beach in Marshfield and Duxbury. These open spaces and reservations, according to the plan, would be connected by a route, designated as "The Bay Circuit" which is intended not as another great highway but rather as a park road for the convenience of visitors to the reservations along the way.

A long history marks the original planning and subsequent revival of plans. Studies by students in the Harvard Graduate School of Design under the direction of Professor Charles W. Eliot, had involved an analysis of that section of the Bay Circuit lying just south of the Merrimack Valley cities. Professor Eliot drafted a new bill to establish the Bay Circuit. The new bill

Planning and Civic Comment

changed the emphasis from simply a program for the acquisition of lands by the State to a proposal for voluntary cooperation of private owners, towns, and cities in the State in the preservation of open spaces. Following this first bill, many conferences led to the production of a compromise bill. Final passage of the Act cleared the way for action to preserve and maintain open spaces around Metropolitan Boston and those who have urged the plan can now organize their efforts to persuade owners of properties which may be indicated as important parts of the Bay Circuit to voluntarily restrict the use of land, or to give the land or money to the State for the preservation of open spaces.



What the world's airport planners should know about the construction of airport buildings and aprons adequate for the needs of a rapidly expanding air travel industry is contained in a new reference document just published by the International Air Transport Association, which has offices at Montreal, Canada.

The 133 pages of the new IATA volume contain a wealth of current information and airline technical experience on planning the important terminal-building areas of airports. It presents the coordinated opinions of the association's 74 member airlines, as major users of the world's international airports.

Included in the volume is a special section on heliports, their design and location in relation to conventional airport layout.

The IATA document results directly from a recent airlines study of current and future requirements for terminal buildings and apron facilities at airports throughout the world. The study confirmed the industry's fears that, in many cases, present errors in construction and design are being continued and compounded in plans for future airport expansion.

The document, which contains 12 charts, was compiled by a group of specialists representative of all airline interests—technical, operations, cargo

and passenger traffic, and facilitation—working under the IATA Technical Committee.

Copies are available to the general public for \$1.50 (U. S.) each, on order to the IATA Technical Secretariat, Terminal Centre Building, 1060 University Street, Montreal 3, P.Q., Canada.

This document covers the foreseeable requirements for the handling and operation of conventional piston-engined aircraft. When current IATA studies of the operational problems of turbojets and turboprops have been completed, the association intends to publish a supplementary report on their further implications in airport buildings and apron construction.



To dramatize the growing fight against blight, ACTION (American Council To Improve Our Neighborhoods) is sending a panoramic screen presentation on an eight-month tour of some 90 cities, announced James E. Lash, executive vice-president of the national organization.

Titled "Our Living Future," the hour and one-half show is being provided by ACTION as a rallying point for interested citizens to further their own local improvement programs. It will be sponsored in each city by representative local groups. Opening in New Haven Sept. 29, the show played Lowell, Somerville, Cambridge and Springfield, Mass., and Buffalo, Schenectady, Troy and Niagara Falls, N. Y., among other eastern cities, before starting west on a tour that will continue through May of next year. Other cities which have booked the presentation include Akron, Fort Wayne, Oklahoma City, Dayton and Indianapolis.

The presentation, which combines motion pictures and photographs, both in color and black-and-white, with a three-dimensional animation technique and an in-person lecture, has been prepared by *Life Magazine* as a public service contribution to ACTION's continuing program dedicated to improvement of homes, neighborhoods and communities.

Planning and Civic Comment

Emphasizing that the presentation not only points up the need for urban renewal and the growing interest of citizens all over the country in this subject, but presents specific examples of what some cities are doing to check the menace of decay, Mr. Lash states:

"The principal purpose of the presentation is to help community leaders arouse interest in local phases of what ACTION calls the new three R's of American cities—Replanning, Renewal and Rebuilding. We urge that sponsorship be as representative as possible and include as many organizations as can be enlisted, so the presentation can be an event of significance in each city, serving to replace apathy with action and to stimulate better citizenship through greater pride in home, neighborhood and community."

There will be no charge made by ACTION, which is a non-profit, non-political organization supported by voluntary contributions. Local sponsors, however, may charge admission fees if they so desire and use proceeds for local purposes of their own choice.



Some 350 architects and designers from throughout the United States convened at Ann Arbor October 24 and 25 to commemorate the 50th anniversary of The University of Michigan's College of Architecture and Design.

Most of them were alumni returning for the semicentennial celebration of their school, which, for many, was a department in the College of Engineering when they studied there. The school began in 1906 as such a department and became a separate unit of the University in 1931.

A symposium scheduled for the afternoon of October 25 concerned itself with "The Next 50 Years." It was chaired by *Joseph Hudnut*, a University alumnus who is now Dean Emeritus of the Graduate School of Design at *Harvard University*.

The convocation address, by *John E. Burchard*, Dean of the School of Humanities and Social Studies at the *Massachusetts Institute of Technology*, centered around the present status and

future of architecture and architecture education rather than on the past.



The Royal Parks of London, by Richard Church, is a publication of the Ministry of Works recently issued. It is a charming publication, illustrated with line drawings and contains much of interest in the general history of park development. The booklet deals only with those parks which are still the property of the Sovereign.

To quote: "These enclosures (for the word *park* signifies a tract of land, formerly intended for confining beasts of the chase within a wall or fence) by the happy disposition of historical determinants, stretch from the west right into the center of London at Charing Cross . . . With one exception the Royal Parks are patrolled by park-keepers who wear a simple uniform and have the powers, privileges and duties of police constables as well as such extra authority as the regulations confer. Hyde Park is controlled by the Metropolitan Police, who have a permanent station in the center of the Park. All this is solely in the public interest, to protect the fabric of the Parks and to ensure that the fullest possible pleasure may be obtained from them by the greatest possible number of people . . . On Bank Holidays and on ceremonial occasions, such as the Coronation, the public are still inclined to leave their litter behind. The ministry spends £12,000 a year in public money in removing it. So serious is this problem that in 1954 the Minister had to set up a Committee to investigate the problem and recommend methods for combatting it . . . Amongst the suggestions of the Committee is that of a newly designed and not unsightly litter bin which we see distributed more copiously about the Parks, to help the public in this matter of civic good manners."

The parks are individually described with delightful items of interest on each park. The parks covered are: St. James's, Hyde Park, Kensington Gardens, Regent's Park and Primrose Hill, Greenwich Park, Richmond Park, and Hampton Court and Bushy Parks.

State Park Notes



PERSONALS

R. I. "Si" Colborn, editor of the *Monroe County Appeal* has been appointed to the Missouri State Park Board by Governor Phil M. Donnelly and succeeds Edwin H. Houx. Dr. William A. Fuson, now Vice-Chairman of the Board, was re-appointed. Terms are of four years duration.

The Kansas State Park and Resources Authority has implemented its program by employing Ernest E. Allen, formerly Director of the Division of Recreation and State Parks in Oklahoma, to become Director and undertake the building of a state park system for Kansas.

MEETINGS

The second International Recreation Congress, sponsored by the National Recreation Association, was held September 30 to October 5 in Philadelphia, Pennsylvania. Numerous sessions on all types of recreation were available to the approximately 2,000 delegates, including a number on outdoor recreation, such as camping, nature programs, state recreation, outdoor facilities, etc. The banquet entertainment included a moving picture, "Active Leisure" featuring His Royal Highness, the Duke of Edinburgh.

The American Institute of Park Executives, meeting in Seattle,

Washington, on September 9-14, heard the announcement that A. D. Barnes had been elected to the office of President. Mr. Barnes is the Director of the Dade County Park Department in Miami, Florida. Claude Robillard, Director of Parks, Montreal, Quebec, was elected Vice-President. Tours, exhibit demonstrations, and numerous general and section sessions comprised the week's program.

The annual Tennessee fall State Park Superintendents' Meeting was held on October 3-5 in the Division offices in Nashville and was attended by superintendents and inn managers from 18 state parks. Open round-table discussions, led by Director Turner were especially beneficial to the participants in providing an opportunity to present park problems. Talks were given by Conservation Commissioner McCord, Lt. Gov. Maddux, and Ira B. Lykes of the National Park Service.

PUBLICATIONS AND ARTICLES

"Criteria for Evaluating Historic Sites and Buildings", which appeared in the September issue of *News and Views* published by the Division of Beaches and Parks in California was reprinted in the September **PLANNING AND CIVIC COMMENT**. The report goes into the

Planning and Civic Comment

requirements for a building, area, or site to be classed as historically significant; the suitability with regard to the amount of original material present, accessibility, etc.; educational value or purpose of preservation; the cost and consideration of upkeep; and the administrative responsibility of the sponsoring group.

NEWS FROM THE STATES

Arkansas. Legislation enacted in 1955 authorized the State Publicity and Parks Commission to sell revenue bonds to finance development of the state parks. However, a decision rendered by the State Supreme Court ruled that holders of bonds could not sue the State to recover their money and hence a program to sell \$3,000,000 in bonds to finance improvement of Devil's Den, Petit Jean, Lake Catherine, and Buffalo River State Parks was never carried out. The Commissioners now propose the following recommendations for new legislation to make any bond sale appear more attractive: (1) a minimum annual appropriation of \$250,000 for maintenance of parks, (2) availability of revenue from park operations for park maintenance, (3) authorization for the Commission to apply all revenues from any source to retire any bonds that might be in default.

California. The field employees of the Division of Beaches and Parks conducted a detailed visitor survey during 1956, obtaining information on the number of people per car, the points of origin, etc. Efforts were made to get as near a 100 percent coverage of visitation as possible. It is expected that the

results of the survey will indicate a comparison of the parks possessing qualities that attract persons from great distances with those parks that receive only local use and, ultimately, will point to the respective obligations of different levels of government in supplying local recreation needs.

The Save-the-Redwoods League recently presented \$600,000 for matching purposes for the acquisition of the famous redwood grove named the Avenue of the Giants. The State Park Commission has resolved that this grove memorialize the great work of the League which has promoted and donated more than \$8 million since 1918 for the preservation of the redwoods in the state park system.

A statement of criteria by which parks are chosen for inclusion in the state park system was recently affirmed in a resolution by the State Park Commission. These guiding principles for park areas have been followed consistently by the Commission over the years and are as follows: (1) parks should be of state-wide, not local significance; (2) they should contain outstanding features or qualities, the preservation of which are of state-wide concern; (3) they should be worthy of inclusion in the system; (4) they should be unified and complete with logical boundaries; (5) they are primarily natural areas and their lands should not have any major modifications or introduction of artificial features such as athletic fields, golf courses, or other recreation developments that are primarily of local benefit, but rather developments should include camping, fish-

Planning and Civic Comment

ing, picnicking, sightseeing, hiking, swimming, etc.; (6) they should not be a subsidy for local recreation developments by local communities; (7) the system should be equitably distributed and the determining factor should be the availability of the types of lands that can most satisfactorily afford the sorts of outdoor recreation characteristic of state parks; and (8) new areas should be considered on a basis of reasonable accessibility, to the entire population and relative cost to the State in terms of park values.

Since 1951 a number of bills have been introduced in the Legislature relating to the establishment of a system of roadside rests. The program was included in the budget submitted to the Legislature in 1956. An initial \$450,000 was appropriated from the State Park Fund to begin the program July 1, 1956. Portions of the program as outlined by the Division of Beaches and Parks are as follows:

The requirements set up for the roadside rests are that they should be well located and take into account public need and ease of maintenance. They may be incorporated with historical markers, overlooks, etc., if they fit in with the purpose of the program. They shall be limited in size to meeting daytime needs of the traveling public and may vary in size depending on the site and traffic to be served. Facilities listed as necessary are: land; clearing, grading, planting, etc.; roads and parking; tables; refuse containers; comfort stations; barriers; water; fencing as needed; signs; and shelters as needed. The location will govern the require-

ments of the listed components.

Connecticut. A long range improvement program for Hammonasset Beach State Park is being prepared for presentation to the Governor and General Assembly by the State Park and Forest Commission. The tremendous public use and state of facility disrepair require improvements amounting to about \$800,000. It is anticipated that needs will include new bathhouse units, a pavilion, improved road system, camp site enlargement, and other changes. The new Connecticut Turnpike is expected to channel more persons to the park and, with the added facilities available, the revenue from park operations would undoubtedly be much greater.

Florida. Governor Collins has recently appointed a State Land Use and Control Commission of five members. The Commission will be responsible to the Trustees of the Internal Improvement Fund and make a report at least semi-annually. The Commission is to be provided with funds to obtain engineering and legal assistance, and is charged with (1) making an inventory of all state-owned lands, (2) recommending a plan under which the sale or withholding from sale of state-owned lands by the Trustees can be made most consistent with the public interest, (3) recommending a plan and policies under which future state parks and other public facilities may be created from state-owned lands, (4) recommending a plan by which the State may regulate dredging and filling of submerged lands and otherwise safeguard the public interest in use of shorelines and other na-

Planning and Civic Comment

tural resources, and (5) recommending needed legislation to accomplish the above objectives.

Idaho. A report made to the Governor by Dr. Leon G. Green, head of the Department of Physical Education at the University of Idaho, sets forth a program for future development of Idaho's state parks and recreation areas, suggesting that the State establish a park and recreation department under the Land Commission, appoint a qualified director and supporting personnel, appropriate sufficient funds for current maintenance and new projects, name a recreation committee to carry out its program, and promote inter-agency cooperation to forward the tourist industry.

Illinois. A state park photo contest sponsored by the Governor created much interest in the 72 state parks and memorials and 500 pictures were entered. Prizes were awarded to winners at the Illinois State Fair in the summer. The first prize was \$250 and others included a free week's vacation for four and 14 expense-paid week-end trips.

Louisiana. Eighteen hundred acres of the beautiful old Idlewild Plantation, 30 miles north of Baton Rouge, were transferred to Louisiana State Parks and Recreation Commission from the Department of Institutions, December 5, 1955.

The Acadian Bicentennial (celebration of the landing of the Acadians in St. Martinsville 200 years ago) was a big success. Many of the activities were held at Longfellow-Evangeline State Park, with pageants being presented on the stage of the recently-constructed

amphitheater. Visitors attended from many parts of the United States and several foreign countries.

The contract for construction of the first recreation building in the state parks has been let and construction is to begin immediately. The building will be located in Longfellow-Evangeline State Park and will have a large main room which will be used for table tennis and shuffleboard. It can be converted into an auditorium seating 400 people or furnish dancing space for at least 100 couples. Just off the main room will be two small game, chess, and TV rooms that can be combined for use of small groups. The building is so planned that the concession and rest rooms will be readily available to outdoor as well as indoor users.

Michigan. A new state park is slated for establishment on 760-acre Muskallonge Lake in the Upper Peninsula. The first tract of 164 acres has already been acquired and other lands near Lake Superior will be acquired through purchase and land exchange as funds become available.

Missouri. Following the example of several other States, the Missouri State Park Board plans publication of individual park folders. The first folder, already prepared, is one for Big Spring State Park containing a map and other useful information.

Nebraska. Fort Robinson in the northwestern part of the State, which was obtained from the Federal Government, is now being remodeled to accommodate tourists. Workmen have demolished some buildings that can no longer be used

Planning and Civic Comment

and have made over the old Army post to provide a hotel, restaurant, rental cabins, bridle paths, swimming pool, and a tent and trailer area. Fort Robinson was first used as a cavalry post in 1876, then as a remount station, a World War I training camp, and a World War II K-9 post where army mules as well as dogs were trained. In addition to the historic values, spectacular buttes are located behind the Fort.

New Jersey. The Department of Conservation and Economic Development is considering the best method of developing 2,200-acre Island Beach. In planning for the area, consideration is being given to surf fishing, bathing, picnicking, boating, and specialized play, as well as preservation of the remarkable plant and bird life and retention of as much as possible of the natural dune line that gives the area its picturesque quality. Present thinking anticipates that the area will be divided into three portions, one to be highly developed for recreation and the other two portions (about one-third to one-half of the island) to be preserved in a natural state and used only by authorized groups. Present efforts are directed toward making a complete plan for all future development.

Oregon. For a number of years, suggestions have been made that an entirely new agency be created to take over state park functions now administered by the Oregon State Highway Commission. In 1955, Governor Patterson, in an effort to resolve the question, called on the Advisory Committee on Travel Information, an advisory group to

the Oregon State Highway Department, to study the subject and to make a report. The Committee investigated state parks in Washington, California, and Oregon, and later held public hearings. The groups urging a separate park department argues that the Highway Commission focused its attention on roads to the exclusion of parks and presented the following additional points of view: (1) that the Highway Commission had failed to acquire sufficient sites for the future, (2) that recreation and cultural programs were being neglected by the Department, and (3) that the historical interests of the State should be incorporated in the system.

Points in favor of the present arrangement were (1) economy—the present operation costs the taxpayers 10 to 20 percent less than a divided effort would, (2) the Highway Commission has now developed techniques and personnel for carrying out park functions, (3) the Highway Commission presently administers the entire park and roadside program, whereas separating administration of roadside parks from major parks would result in inefficiencies and increased costs with the Highway Commission responsible for some parks and a park board responsible for others, and (4) the people of Oregon generally favor the present system and that it is operated to benefit areas on a state-wide basis.

The Committee then formulated conclusions and recommendations that were published in the *Report of the State Park Advisory Committee*. It recommended that, so long as the state park system is financed by

Planning and Civic Comment

highway revenue, jurisdiction should remain with the Highway Commission. The Committee further recommended that the Highway Commission nominate and the Governor approve an advisory board of representative citizens to function as an agency of the Highway Commission and that the advisory board be given authority to (1) conduct hearings on park matters, (2) recommend acquisitions and program projects, (3) assume the duties assigned by the Commission, (4) assist in formulation of division policies and budget, and (5) conduct legislative studies and suggest needed additions or revisions to park laws. The Committee suggested that the advisory board undertake studies relative to (1) classification of sites suitable for inclusion in the park system, (2) financing methods, (3) review of the current 20-year park development program, (4) policies concerning intensifying area acquisition, (5) policies for providing encouragement and limited technical aid to county and district park organizations, (6) coordination of programs with Federal, state, and local park agencies, (7) improved public relations and advertising, and (8) policies concerning employment of naturalists or geologists at some areas. The Committee then recommended legislative review of this program at the end of four years.

South Dakota. The possibilities for a resort hotel in Custer State Park in the Black Hills are being studied by a Chicago firm. Because of the short summer tourist season, the State is expecting to have to subsidize such a venture in order to

encourage the business. All utilities would be furnished by the State, and the revenue bond idea is being considered for presentation to the next Legislature to meet the expense.

Tennessee. "Tennessee State Parks in 66", a study by the Tennessee State Planning Commission's Division of State Planning, aims to project and focus attention on the needs of the state park system by 1966 similar to the "Mission 66" of the National Park Service. The study will explore all facets of park administration, operation, maintenance, and location with recommendations for the proper planning, financing, and place of state parks in the state governmental services.

Camping agencies using state park group-camp facilities are now able to obtain assistance in teaching an appreciation of their camp environment through the Game and Fish Commission. The arrangement for the Game and Fish Counselor replaces the state park naturalist who previously carried out this function.

Texas. Two sites for new state parks have been approved by the State Park Board—Stamford Lake near the City of Stamford and Monahans Sand Hills in Ward County. At the latter area, a development similar to that of White Sands National Monument, New Mexico, is being planned.

A sign inscribed in concrete at a roadside picnic table states, "We hope that the people that preceded you have left this place clean so that you may better enjoy yourself".

West Virginia. During the past year, by means of the revenue-bond program, 42 vacation cabins were

Planning and Civic Comment

built in state parks in addition to a 50-room lodge at Cacapon State Park. Still to be completed are 48 cabins, one fisherman's lodge, and two additional lodges. With completion of the program, the total available accommodations will have a capacity of 1,200 people per night. New areas put into use for the first time this year are Bluestone, Cedar

Creek, and North Bend State Parks, making a total of 21 parks in the system. In addition, the 1956 session of the Legislature transferred the operations of the Point Pleasant Battlefield Monument, the Rumsey Memorial Monument and the Morgan Memorial Monument to the Division of State Parks.

A Good State Park Meeting

September 7-11, 1956

The National Conference on State Parks held one of the best attended and most interesting annual meetings in its 35 years of activity, at the Jackson Lake Lodge (See **PLANNING AND CIVIC COMMENT**, January, 1956). The setting in the Grand Teton National Park, which the American Planning and Civic Association and the National Conference on State Parks had advocated as a national park for many years before its creation in 1929 and its enlargement to include Jackson Hole in 1950, was inspiring, and the view of the Teton Range from the main lobby of the Lodge was most impressive.

Delegates were registered from 33 States, the District of Columbia and Canada. The program commanded interest and discussion on the part of those present.

On the Relation of Outdoor Forest Recreation and Public Park Programs, Frederick Billings, Public Recreation Administrator, Weyerhaeuser Timber Company, presented a paper on the Sustained Yield of Enjoyment on Industrial Forests Lands, which is included in this issue of **PLANNING AND CIVIC**

COMMENT; C. J. Olsen, Regional Forester at Odgen, Utah of the U. S. Forest Service, outlined the many resources of the National Forests—water, wildlife, timber, forage, and recreation, all contributing to a multiple-use program. In the National Forests there are about 4500 areas improved for summer recreation and about 200 for skiing and other winter sports. There are some 78 wild and wilderness areas. In some States the Forest Service has cooperated with the State Park officials to make areas available for state park use. Ben H. Thompson, Chief of Recreation Resource Planning of the National Park Service reported that in 1950, 1,175 cities reported parks, playgrounds and other recreation areas, comprising 16,000 such properties with a total of more than 240,000 acres. At the same time 163 counties reported over 900 properties with more than 213,000 acres. There are now more than 2,000 state parks and similar areas including places of historic interest, administered by 98 agencies in 47 States and commanding an attendance last year of more than 183,000,-

000 people. The National Park System of 178 parks, with four national recreation areas, embraces about 24,000,000 acres of land which last year was used by more than 50,000,000 visitors. Mr. Thompson stressed the possibilities of integration between park and forest recreation.

At the lunch on Saturday, Joseph Prendergast, Executive Director of the National Recreation Association, spoke on *The Evolving Recreation Pattern*. His paper is presented in this issue of **PLANNING AND CIVIC COMMENT**.

At the dinner that evening Horace M. Albright presided in place of Tom Wallace who was unable to be present, and paid tribute to the Chairman of the Board by saying that "we miss his eloquence, his biting sarcasm (when occasion demands), as well as his effervescent and spontaneous wit, and his wise counsel." Mr. Albright introduced the guests of honor—Kenneth Chorley, President Grand Teton Lodge Company and Colonial Williamsburg; Hon. Leslie A. Miller, former Governor of Wyoming; John B. Oakes of the *New York Times*; and Laurance S. Rockefeller, President of Jackson Hole Preserve, Inc., as well as many distinguished guests in the audience. At his request Mrs. Joseph Prendergast played a piano selection with a fine mastery of the keyboard. The speaker of the evening was Conrad L. Wirth, Director of the National Park Service, who told the Story of the Grand Teton National Park from its probable discovery by John Colter in 1807, through the army expedition guided by Jim Bridger

in 1860 and the Hayden party, with William H. Jackson as photographer, in 1872. He told of the visit of John D. Rockefeller and his family to Jackson Hole in 1926 and his interest in preserving its natural condition which culminated in the Jackson Hole National Monument and later in an enlarged Grand Teton National Park, including over 200,000 acres of former monument land of which 173,000 acres were Federal lands and 34,000 acres were given by Mr. Rockefeller and his family.

There were two speakers from Canada, W. B. Greenwood, Chief Division of Parks in Toronto, whose paper on *The Park Movement in the Province of Ontario* is presented in this issue of **PLANNING AND CIVIC COMMENT**, and Peter H. Aykroyd, Resident Engineer at Ottawa, who spoke on the 73,000 acres of Wilderness in the Heart of Canada's Capital. At this session Joseph W. Penfold, National Conservation Director of the Izaak Walton League of America, made an eloquent plea for Recreation Needs in the Public Land States. He outlined available resources, but, in the face of growing demand he emphasized the importance of providing additional areas. V. W. Flickinger told graphically of Ohio's experience in establishing a state park within a state forest.

Marshall Dana of Portland, Oregon spoke on *Recreation is Big Business—the Pacific Northwest Story*. He extended an invitation to the Conference members to attend the Conference dealing with commercial values of recreation in the Pacific Northwest, which ac-

Planning and Civic Comment

ording to schedule, was held at Timberline Lodge on the slopes of Mount Hood on September 14 and 15.

There was the usual Roll Call of the States. There was a lively discussion on Merit Systems and Career Service Opportunities in State Parks, led by Harold W. Lathrop of the National Recreation Association and former President of the National Conference on State Parks. There was a Yellowstone National Park Interpretive Lecture and there were trips on River and Lake in the Grand Tetons and an inspection of the Colter Bay Development made possible by MISSION 66. And finally, there was an all-day tour of adjoining Yellowstone National Park, with a visit to the new Canyon developments which will add to the facilities of Yellowstone and at the same time remove all encroachments on the canyon rim.

Harold W. Lathrop was Chairman of an active Program Committee and John H. Vanderzicht served as Chairman of a Committee on Arrangements to cooperate with Superintendent Oberhansley of the Grand Teton National Park.

At the Business Meeting of Members an expanded and improved program for PARK PRACTICE supplemented by a proposed information letter to be called GRIST was adopted. Arthur C. Elmer remains Chairman for the Conference and Ira B. Lykes has been placed in charge of Park Practice in the National Park Service by Director Wirth.

Chairman K. R. Cougill of the Membership Committee, reported

202 new members, New Mexico, California and Washington leading. Chairman James F. Evans, in his legislative report outlined legislation in the States and Federal legislation relating to national parks and monuments. Chairman Dr. Richard Fatig made a progress report on the Historic Sites Survey. The various suggestions for changes in the Tentative Report of the Committee on Standards were referred to Chairman George J. Albrecht for consideration and report at next year's conference.

The election of new Members of the Board and officers was reported in the September PLANNING AND CIVIC COMMENT. Resolutions were adopted regretting the absence of Tom Wallace, Chairman of the Board, A. V. Marion, Director of the Department of Natural Resources of Ohio, Hon. and Mrs. Emil Miller of the State of Washington Parks and Recreation Board; and J. Hardin Peterson, former Chairman of the House Interior and Insular Affairs Committee; congratulating Lee C. Robinson for having secured 65 new members in New Mexico; thanking Frederick Billings for his contribution to the program and the Weyerhaeuser Timber Company for promoting public recreation on its managed forest lands; urging the Secretary of the Interior to devise appropriate means of holding lands under the jurisdiction of the Bureau of Land Management which have high recreational value until States or other public agencies can acquire them for park and recreation purposes; commending the National Park Service for the MISSION 66 Program; ex-

pressing appreciation of the Rockefeller Family for its great contribution toward the acquisition of the private holdings in the Grand Teton National Park and in the continuing guidance and aid of the splendid park facilities through the Jackson Hole Preserve, Inc.; and expressing sincere thanks for Frank Oberhansley, Superintendent and W. Ward Yeager, Assistant Superintendent of Grand Teton National Park and Arthur Buckingham of the U. S. Forest Service, together with Miss Toni Morton, Secretary to the Superintendent of the Park; Miss Elizabeth Cushman and Miss Marty Hayne of the Student Conservation Corps, Mrs. Lois Woodson of the U. S. Forest Service; Mr.

Raymond C. Lillie, Vice-President and General Manager of the Grand Teton Lodge Company; Mr. John Love, Resident Manager of Jackson Lake Lodge and staff; Chief Ranger Ernest K. Field; Theodore Wirth, Landscape Architect; and Herbert J. Quick, Supervisor of Construction and Maintenance, all of Grand Teton National Park.

All of the papers not presented here and the Roll Call of the States will appear in the 1956 AMERICAN PLANNING AND CIVIC ANNUAL.

The Conference accepted the invitation presented by Judge U. W. Hella to hold its next annual conference in Minnesota at Itasca State Park in September 1957.

Texas Park Decision Reaffirmed

Mrs. Ethel Wilson Harris and Elizabeth O. Graham, both past presidents of the San Antonio Conservation Society of Texas, while attending the National Conference on State Parks received word of the decision of the Texas Fourth Court of Civil Appeals which affirmed a ruling by the District Court of December 1955 in favor of the Conservation Society's two year fight to save their city's tree shaded, centrally located, well beloved Travis Park in San Antonio from destruction for an underground parking lot. The District Court's favorable decision was reported in PLANNING AND CIVIC COMMENT several issues back together with the quoted opinion of the Judges regarding the ownership of the park

being vested in the people. The case was taken to the Court of Appeals with the affirmation just made public. Whether the construction company which first obtained the contract from the City of San Antonio will carry the case to the Supreme Court is not certain but the fact remains that the long delay caused by the Conservation Society's litigation has given time for public opinion to be aroused generally against this misuse of public lands, and also has encouraged the building of several pigeon hole garages in the area of Travis Park thus taking care of the traffic and parking problem that the original backers of the underground park planners claimed as a justification for the sacrifice of the park.

Visitors to State Parks in 46 States Exceeded 183 Million in 1955

A new high of more than 183 million visits to State parks throughout the country during 1955 is revealed in an annual survey of State parks and their operations conducted by the National Park Service.

The visitor-count of 183,187,643 in the 2,034 parks administered by 83 agencies in 46 States showed a 10 percent increase over the 166,760,369 visits in 1954. Since 1950, when 114,290,867 visitors were recorded, attendance has increased more than 60 percent, emphasizing the place State parks are filling in meeting the growing recreational needs of the public. Nine States—California, Illinois, Iowa, Michigan, New York, Ohio, Oklahoma, Oregon and Pennsylvania—reported more than five million visitors at their parks in 1955.

Results of the survey, conducted annually by the Service as part of a cooperative program with the States under authority of the Park, Parkway, and Recreation-Area Study Act of 1936, are contained in a recently issued publication entitled *State Park Statistics—1955*. The survey is made at the request of the National Conference on State Parks.

The statistical report also shows sizable increases for other phases of operations by State park agencies including the use of overnight accommodations. Most notable of these was a 19 percent gain in tent and trailer camping—from 6,408,529 in 1954 to 7,649,847 in

1955. This form of public use of State parks has more than doubled since 1950 when 3,376,611 tent campers were recorded.

Revenue from operations doubled since 1950, increasing from \$6,645,698 to \$13,816,924 in 1955, and showed a continuing rise from the \$13,098,735 of 1954. One of the principal sources of such revenue is from entrance and parking fees, a category which revealed a greater trend toward charging the park visitor for the services he receives. The \$2,695,419 from this source in 1955 showed a 76 percent increase over the \$1,529,086 collected in 1953 and more than 200 percent over the \$894,624 in 1950.

The survey further reveals that expenditures by State park agencies totaled \$55,093,278 in 1955, 12 percent more than the \$49,133,791 in 1954. Several major development programs in State parks caused the figures for improvement expenditures to jump significantly, from \$12,142,069 in 1954 to \$15,293,114 in 1955. For each dollar of the \$55,093,278 spent, 28 cents was for capital improvements, 41 cents for salaries and wages, 21 cents for supplies and equipment, and 10 cents for lands.

The States of California, New Jersey, New York, and Michigan each reported more than \$2.5 million in expenditures during the year. The greatest proportionate increases were made by Florida, Iowa, Indiana, Maine, Massachusetts, and New Jersey.

The average cost to the State park agencies for each visitor in 1955 was 30 cents, according to the survey report. Of this amount, 11 cents was spent on capital improvements and 19 cents on operation and maintenance. Subtracting the amount obtained from operations revenue from the cost of operation and maintenance reduced

the net cost per visitor to 11 cents. Each of these amounts-per-visitor has remained fairly constant over the past six years.

The report shows that the 2,034 State parks embrace a total of 5,085,951 acres of which 70,148 acres were acquired during the year. This included 59 new areas totaling 27,804 acres.

Reprinted Sections of National Park Service Publication "Park and Recreation Structures" Now Available to Public

Twenty-two reprinted sections of "Park and Recreation Structures," a 1938 National Park Service publication dealing with the design and construction of park and outdoor facilities now are available and may be purchased from the Superintendent of Documents.

The sections, all profusely illustrated with construction plans and photographs, were reprinted because of extensive demand by builders and planners of parks and recreation areas. Do-it-yourself enthusiasts have also found them a valuable source of information on various types of outdoor construction.

For instance, the section titled "Picnic Fireplaces," a 14-page booklet which sells for 10 cents, goes into detail on the construction of the now-popular chimneyless fireplace. Critical opinion has tended to urge that fireplaces be inconspicuous and that they blend in with the surroundings as well as being completely practical. The booklet contains photographs illustrating various types of fireplaces

and plans for their construction. It also points out the ease with which many of them may be built with material readily available or native to the surrounding area.

"Picnic Tables," subject of one of the more popular reprints, contains plans and photographs of tables built entirely of wood or stone, or combinations of both materials. The 20-page booklet, priced 15 cents, was developed after exhaustive study and goes into detail as to the merits or demerits of various types of tables for picnicking purposes.

The section titled "Picnic Shelters and Kitchens" has been of value to many organizations planning outdoor facilities. The 28-page booklet is priced at 20 cents. It deals with the chief essentials of picnic shelter and kitchen construction and lists necessary equipment for the simple one-family type building, and the more complex needs of the larger combination building.

The most recently reprinted section is titled "Cabins." Like all

other portions of the National Park Service publication, the purpose of this 40-page booklet, priced 30 cents, is to aid park and recreation-area planners and builders, as well as private individuals and organizations. The booklet contains all the necessary information and plans for cabin construction.

Other reprinted sections of the publication now available include:

Barriers, Walls and Fences, 10 cents; Campfire Circle and Outdoor Theatres, 15 cents; Comfort Stations and Privies, 20 cents; Crossings, Culverts and Bridges, 25 cents; Dams and Pools, 10 cents; Drinking Fountains and Water Supply, 20 cents; Historical Preservation and Reconstruction, 15 cents; In-

cinerators and Refuse Receptacles, 10 cents; Organized Camp Facilities, 50 cents; Signs, 10 cents; Trail Steps, 10 cents; Washhouses and Laundries, 10 cents; Bathhouses and Dependencies, 10 cents; Concession and Refectories, 10 cents; Lodges, Inns and Hotels, 15 cents; Miscellaneous Sport Structures, 10 cents; Boathouses and Dependencies, 10 cents; Entrance Ways and Checking Stations, 20 cents.

Orders for any of the above publications should be sent with remittance in coin, money order or check (not stamps) and addressed to the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.

Minnesota Court Ruling on Land Donated for Park and Recreational Use

City of Fergus Falls vs. Whitlock
(Minn. Sup. Ct., May 18, 1956)
77 N. W. 2d 194.

In 1938 and 1944 two tracts of land in Fergus Falls, Minnesota, were conveyed to the city with the following use-restriction: "It is expressly understood and agreed that the above premises shall be used only for park and for recreational purposes, and that they shall not be used for commercial purposes."

In May, 1947, a businessman engaged in selling welding and hospital supplies, moved his establishment in the city and apparently was permitted by the city to move his shop to a site on the tract in question. The businessman contended that the city officials not only knew and consented to the

transfer but approved the change of location, gave him a moving permit, and supervised the moving of the building. He claimed that the city engineer designated the boundaries of the property he was to occupy and surveyed and staked out the area for that purpose.

After operating for some time at the new site, the businessman began the erection of a new structure. There was no official action taken by the city to permit occupancy of the premises. After he moved to this location, he learned that the land was held by the city subject to the conditions limiting its use for park and recreational purposes and therefore secured from the grantor to the city a quitclaim deed which stated that it was given to

release this portion of the tract from the restriction as to use contained in the deed to the city. When this deed was recorded, this part of the tract was placed on the tax rolls and the businessman subsequently paid taxes on the property.

The city later brought an action in ejectment for the recovery of this property. In a recent decision the Minnesota Supreme Court held

that the defendant had acquired no rights and the city could maintain its action.

In holding that estoppel could not be asserted against the city, the court followed a well established rule that estoppel as applied to municipal corporation cannot grow out of dealings with city officials who exceed their authority.

The Toronto Report

Toronto has issued its first Urban Renewal Report resulting from a newly adopted system of Federal-Provincial-Municipal teamwork. Under Part V of the Canadian National Housing Act, a federal grant of \$15,000 was received by the City of Toronto Planning Board in June 1955 for the purpose of:

- (1) Outlining the general planning policies and proposals for the development of the city;
- (2) Preparing an Urban Renewal Program;
- (3) Illustrating urban renewal measures through one or two examples.

The total budget approved for this project was \$20,000, the balance of \$5,000 being provided by the Province of Ontario and the Planning Board of Toronto.

The Director of the study was Mr. M. B. M. Lawson, Director of the City of Toronto Planning Board.

The report emphasizes that be-

cause of lack of information and decisions on important public projects such as expressways and rapid transit, its proposals for city-wide development could only be tentative but would serve, nevertheless, as a basis for proceeding with further studies and proposals for a renewal program. It was decided to concentrate on selected residential areas of high priority and to develop methods which could be used later in other parts of the city.

Because of its tentative character and its incompleteness, the report suggests that it should be regarded as only the first of a series. The report is considered a major step towards the planned redevelopment of obsolete and obsolescent areas of Toronto.

The study offers a propitious beginning to what must be a continuing process of study, policy determinations and action.

Have You Ordered Your Copy of the Yearbook on Park and Recreation Progress?

This is the volume which the National Conference on State Parks publishes periodically. The current issue came out late in 1955. It con-

tains narrative accounts of operation of state parks and reports from the States on progress in planning, administrative procedure and general activities. Comparative statistics collected by the National Park Service from the States on

Area, Acreages and Accommodations are included.

A valuable reference work which should be in every park library! Our surplus supply is dwindling, so place your order promptly.

\$3.00 per copy, postpaid.

Ontario's Provincial Parks*

By W. B. GREENWOOD, Chief, Division of Parks, Toronto, Canada

On October 1st, 1954, as a follow-up to the District Foresters' Conference, the Department of Lands and Forests established a Division of Parks with a defined policy, the administration and development of present Provincial Parks,—plus the acquisition and development of additional properties for Provincial Parks, as required by the Province.

PROGRESS REPORT TO MAY 1ST, 1956

1. A survey of the Province was carried out to locate, assess and recommend for acquisition or reserve, potential park properties throughout the Province, with the emphasis on the heavily populated Southern Ontario.

2. As a result of the survey, the number of Provincial Parks has been increased from the original six to one hundred and twenty-two varying in size from a few acres to 2,750 square miles, and including four properties gifted to the Crown. This total also includes forty-five former Department of Highways parks transferred to the Division as of May 1st, 1956.

3. Travel by aircraft into Algonquin and Quetico Provincial Parks has been restricted to certain fringe licensed airports, through the co-

operation of the Federal Department of Transport.

4. The policy in effect when the Division was established, of acquiring leasehold properties in Algonquin Provincial Park, has continued, with sixty-nine properties having been returned to the Crown to date.

5. All major recreational development within the Parks is being carried out according to master plans prepared by technical planning personnel.

6. Nominal charges for campsites, commercial boat licenses and miscellaneous items such as garbage collection, fuel-wood, non-resident guides' permits, have been put into effect.

7. All park buildings and signs are being standardized, and substantial improvements are under way in the six original Parks, and a number of the new ones.

8. The Nature and Interpretive Program has been extended to include four major Parks.

9. The Presqu'île and Long Point Commissions were dissolved, and the two Parks taken into the Provincial system.

*A paper given at the National Conference on State Parks at Grand Teton National Park, Wyoming, September 9, 1956.

Planning and Civic Comment

10. The construction and maintenance of access roads and roads within the Parks have been taken over by the Department of Highways.

11. Prison labor, supplied by the Department of Reform Institutions, is being employed with excellent results on park development projects, also in the fabrication of tables, fireplace grills and standard signs.

12. A colored brochure describing the Provincial Parks is in process of preparation, and will be available in 1957.

13. As a result of a Parks Committee study and recommendation, an Ontario Parks Integration Board was established by legislation in 1956.

14. Prospecting and staking of mining claims in Provincial Parks is prohibited.

RECOMMENDATIONS

1. The policy in effect in Algonquin Provincial Park, of acquiring leasehold properties as they become available, be extended to include Lake Superior Provincial Park and others, as may be approved by the Parks Integration Board.

2. A policy be defined as to how far the Provincial Parks System should extend into the Municipalities.

3. Consideration be given to encouraging Municipalities to develop their own parks by way of capital grants.

4. Municipal taxes on Provincial Parks be allowed as an alternative to No. 3.

5. Seasonal entrance fees, parking fees, and the construction of concession buildings, motels, rental cottages, etc., be approved; the concessions to be let by tender on the basis of a minimum rental, plus a percentage of the gross sales; or as an alternative, Crown operated.

6. Long Point Provincial Park be disbanded and leaseholders be required to purchase on a frontage basis, at a price comparable with private sales.

7. An undeveloped property on Long Point be acquired for park purposes, and the sale receipts of No. 6 be used to purchase and develop this property.

8. The boundaries of Presqu'ile Provincial Park be altered to exclude private and leasehold properties, and the lease-holders be required to purchase as in No. 6, the receipts being used to acquire six Quit claimed farms within the Park and to develop the Park generally.

9. Timber utilization in Provincial Parks be handled on a permit basis only, with no permanent utilization roads, buildings, or stationary sawmills.

10. Game and fur management be extended to all Provincial Parks and the natural surplus harvested.

11. A series of motion-picture films be prepared, showing various park activities throughout the year, and these films be given wide circulation in Canada and the United States.

12. Publicity be stepped up in the way of bumper stickers and souvenirs to advertise Ontario's Parks.

Planning and Civic Comment

THE SIX ORIGINAL PROVINCIAL PARKS OF ONTARIO PRIOR TO OCTOBER 1, 1954

Name	Size	Established
Algonquin	2,750 sq. mi.	1893
Rondeau	8 sq. mi.	1897
Quetico	1,750 sq. mi.	1913
Ipperwash	109 sq. mi.	1937
Superior	540 sq. mi.	1944
Sibley	53 sq. mi.	1944

INTERPRETIVE PROGRAM IN PROVINCIAL PARKS

Ontario's first Interpretive Program had a small beginning in 1945 in Algonquin Park. Since that time it has expanded to include Rondeau, Sibley, Quetico and Serpent Mounds Provincial Parks.

The programs include museum exhibits, conducted hikes, labelled nature trails, illustrated talks, camp-fire programs, and special programs for children's camps.

The aim of the program is the education of the visiting public, in subjects related to the natural environment, in an informal manner which gives for recreation.

Algonquin Park has a modern museum building, while the other parks already mentioned, have temporary housing for museum displays.

While most park programs deal mainly with the natural environment, there is now a plan to include the historical background of the park regions. Work is carried out each year to excavate early Indian sites in Algonquin Park. The results are displayed in the museum and provide material for talks.

Serpent Mound Park features a burial mound of the Adena-Hopewellian Culture. This site is being excavated this year and will continue for four or five years. Here the entire interpretive work is based

upon this aspect, through the media of guided tour and outdoor exhibit cases.

Children's camps, which flourish in Algonquin Park, work closely with the Park museum. Graded tests and awards are provided for campers who qualify, under the guidance of nature counsellors.

The naturalist staff consists of one Naturalist Supervisor, based in Toronto, one Park Naturalist in Rondeau Park, and an artist, based in Algonquin Park. Other staff members for the summer season are public school teachers, and university students in biology, forestry, or other related courses.

The following tables show the distribution of staff:

	Algon- quin	Ron- deau	Sib- ley	Que- tico	Serpent Mounds
Perma- nent	1	1	—	—	—
Summer Casual	5	1	3	2	1

The Naturalist Supervisor travels, spending time in each park during the summer.

The following tables indicate the attendance figures for 1955, when only three parks enjoyed the interpretive program:

	Algon- quin	Ron- deau	Sib- ley
Museum	66,706	5,893	3,113
Museum (days open)	114	51	78
Conducted hikes (number of hikes)	1,339	301	303
Nature Trail Registra- tion (number of trails)	28	26	21
Illustrated Talks at- tendance (number of talks)	24,439	614	335
Children's Camps at- tendance (Camp Naturalist Awards)	4	3	2
	6,298	297	461
	105	9	9
	1,135	—	313
	183	—	—

The Redwood Highway

By NEWTON B. DRURY, Chief, Division of Beaches and Parks, California

Preventive planning at its best has been exemplified by the solution of the problem of the Redwood Highway. This was brought out at the meeting of the California State Park Commission in Eureka on August 17th.

District Highway Engineer, Allen S. Hart outlined the alignment and construction of the first unit of the new four-lane Redwood Freeway, U. S. 101, which will extend four and eight tenths miles between Englewood and Dyerville Flats in Humboldt Redwoods State Park. Design of this freeway is to be completed December 1, 1956, and the project will be advertised for bids in February of 1957, soon after which construction will presumably begin. The date set for the completion of this unit, which represents approximately one-quarter of the twenty miles affecting the redwood park, is October 1, 1958. The cost is estimated at \$5,250,000, of which one-half will be met from appropriated park funds.

Thus there comes to a climax a project which for over ten years appeared to present an almost insoluble problem, involving conflict between utilitarian and esthetic concepts. On the one hand was the mounting pressure for widening and bringing to higher standards the present U. S. 101 where it passes through some of the most magnificent of forests. On the other was the need—indeed, the trusteeship—to prevent or at least hold to a minimum the destruction that would follow if a four-lane freeway were plowed

through the giant trees on the present two-lane route.

It was only through comprehensive planning and thoughtful, patient cooperation of both highway and park authorities that this problem was met. Proposals for a by-pass highway completely outside the park, which we had hoped for, did not seem feasible, but after studying a number of alternatives suggested in our Ewen-Wardwell-Meyer report of April 27, 1953, the highway engineers came up with a line that met modern standards of curvature and grade and was, in the most part, either outside the park or in areas of lesser scenic importance; impinging seriously upon park values only at one point, where it was necessary to cross the South Fork of the Eel River at Dyerville, and at no point involving the wholesale destruction of giant Redwoods and of landscape beauty that would accompany heavy freeway construction on the existing line. District Superintendent James E. Warren and Chief Landscape Architect Stephen T. Wardwell of the Division of Beaches and Parks followed the evolution of the new line in the interest of conserving park values.

Some losses are inevitable, but they are considered the necessary price of great gains achieved. These are:

1. Acceptance of the by-pass principle.
2. Preservation of the present Redwood Highway as an alternate scenic park road, primarily for recreational travel and relatively

Planning and Civic Comment

free from through fast traffic and commercial vehicles, including heavily laden lumber trucks.

At the August 17th meeting in Eureka, the park commission took the final steps in the purchase, at a cost of \$1,200,000, of one more unit of the Avenue of the Giants between Englewood and High Rock, along the present U. S. 101 for some two miles. The Save-the-Redwoods League contributed one-half of the purchase price and has been working with the State Park Commission

on this project for over twenty years. The new freeway will be west of and outside this outstanding forest.

It is our thought that when the Redwood Freeway becomes the official U. S. 101, the remaining present road from Miranda to Englewood, a distance of about twenty miles, shall in its entirety be called "The Avenue of the Giants." It is destined to become one of the famous scenic parkways in the world.

Meetings

The *Third National Watershed Congress* was held at Lincoln, Nebraska, September 18-20, 1956. The Conference was very well attended—there were some 500 participants. An interesting feature of the first day's program was a panel discussion led by Under Secretary Clarence Davis of the Department of the Interior; Assistant Secretary of Agriculture Ervin Peterson; and Assistant Secretary George Roderick of the Department of the Army. Secretary of Agriculture Benson, as the luncheon speaker, commented on the Watershed and Flood Prevention Act, as amended by Public Law 1018 of 1956. Other speakers were Walter G. White, Chief of the Water Resources Board of New Hampshire; Harry F. Blaney, Research Supervisor of the Agricultural Research Service of Los Angeles; and Chester S. Wilson, Conservation Consultant, of Stillwater, Minnesota. Representative J. L. Whitten of Mississippi, Chairman of the Subcommittee on Agricultural Ap-

propriations, made a valuable contribution in his talk on "The Congressman Looks at the Watershed Protection and Flood Prevention Program." An extended report of the Summaries Committee, under the Chairmanship of W. Turner Wallis assisted by Francis C. Lindsay, presents proposals for the sponsoring organizations, of which the American Planning and Civic Association is one.

The *National Conference on Government*, held November 11-14, 1956, at Memphis, Tenn., which was the 62nd annual meeting of the National Municipal League, included a session on "The State and Its Metropolitan Areas" at which Frank C. Moore presided and Dr. Luther Gulick, president of the Institute of Public Administration, delivered the main address. Other subjects for the sessions included: Modernizing City Charters; Effective City Government; State Guidance for Industrial Development;

Planning and Civic Comment

Youth in Civic Affairs; and Round-up of Metropolitan Surveys. Many distinguished speakers participated including, Gov. Christian A. Herter, George H. Gallup, Thomas H. Reed, Charles P. Taft, H. Bruce Palmer and R. L. Thornton.

The semi-annual meeting of the *Air Pollution Control Association* was held at the Rice Hotel, Houston, Texas, December 3, 4 and 5. Discussion of air pollution in Houston and the legal aspects of control in that area featured the first morning session. Symposia on the "Odor Problem", "Sulphur Problem" and the "Dust Problem" with such general subjects as "Vapor Losses", "Gas Recovery", "Smokeless Flares" and "Incinerators" were included in the program which also included plant and channel tours.

The *League of Women Voters* of the District of Columbia held a Workshop on Planning and Zoning for the Federal City on November 28, with an all day session. Mrs. Henry Munroe, President of the D. C. League welcomed the participants and introduced Maj. Gen. U. S. Grant 3rd, President of the American Planning and Civic Association, who spoke on "History of Zoning in the District of Columbia" and Carl Feiss, Planning Consultant, who is a Vice-President of the American Planning and Civic Association and President of the D. C. Chapter, American Institute of Planners, who spoke on "What Kind of Washington Do We Want?" A morning panel discussion followed on "A Plan for the Central Business District of Washington

and Zoning for the Regulation of Density" participated in by C. McKim Norton, member of the National Capital Planning Commission; James C. Wilkes, member of the Commissioners Zoning Advisory Committee; Wilfred Owen, Metropolitan Transit Expert, Brookings Institution; J. Ross McKeever, Assistant Director of the Urban Land Institute; Robert C. Albroom, Editorial Writer for the *Washington Post and Times Herald*; and Harold M. Lewis, Zoning Consultant, and author of the proposed new D. C. Zoning Regulations.

The luncheon meeting was addressed by Brig. Gen. Thomas A. Lane, Engineer Commissioner of the D. C. and Tracy Augur, Urban Planner of Housing and Home Finance Agency.

The afternoon panel discussion was centered on the subject: "A Plan for the Residential Area of Washington and Zoning for the Regulation of Density". Participants were: Charles A. Horsky, President, Washington Housing Association; Julian Berla, Architect; Nathaniel Keith, Planning Consultant; Grosvenor Chapman, President, Washington Metropolitan Chapter, American Institute of Architects; and Harold M. Lewis, the D. C. Zoning Consultant. Both panels were followed by audience participation and general discussion which was reported by Dr. Dorothy Muncy, Industrial Planner and a member of the League of Women Voters of the District of Columbia.

The 3rd annual meeting of *Keep America Beautiful*, the national public service organization for the



ROCK CREEK PARK DAY

October 6, 1956

With the First Lady, Mrs. Dwight D. Eisenhower, serving as Chairman of the Honorary Commission, the observance of Rock Creek Park Day for 1956 was a fine success. Mrs. Eisenhower referred to "the lovely Rock Creek Park which enhances the beauty of our Nation's Capital to such great extent." Scores of public spirited citizens worked voluntarily on the various aspects of the event which was entirely the work of civic organizations and private citizens to focus attention on the famous natural park which is one of the enviable endowments of the city. The American Planning and Civic Association was one of the participating organizations.



Avenue of the Giants, near Dyerville, Humboldt County, California. The location of the new Redwood Highway will make little infringement on the Redwoods.

Planning and Civic Comment

prevention of litter was held at the Biltmore Hotel in New York City. Both the American Planning and Civic Association and the National Conference on State Parks are members of the National Advisory Council. At a preliminary meeting of this Council, on October 25, 1956 at which Herbert Evison, Chief of Information, National Park Service, represented the NPS and the two organizations, he said:

Speaking for the Director of the National Park Service, Conrad L. Wirth, perhaps the principal point that I can make is that the effective working of Keep America Beautiful, Inc., must in the long run bring effective results with respect to the kind and extent of enjoyment that Americans receive from their National Park System. There has probably been no great diminution in the National Park Service's task of cleaning up after litterbugs, or in its cost, estimated at about \$500,000 a year; but we are certain that increases in cost have not been proportionate to the increase in volume of public use. Certainly we constantly see evidences, in the parks, of increasing public concern over the litter problem; and we are active participants, 12 months of the year, in the effort to combat it.

We are one of what might be called the action agencies represented on the Advisory Council in the sense that litter prevention and control is a part of our management responsibility; we owe much to the other groups represented on the council who do not have that responsibility but who nevertheless exert a tremendous influence in directions that are of help to us,—and to the Forest Service and many other land management agencies. I must say, though, that we look increasingly to industry itself to do its share of ball carrying, and are highly encouraged to believe that it will do so, though we realize that it cannot do all that it should do or plans to do overnight.

If KAB, with the help of all of us, can convince automobile manufacturers that a trash container, as standard car equipment, is an unavoidable MUST,—and next year, not in 1960—I believe that would do more toward keeping our roadsides clean (if at the same time places for litter disposal become adequate) than any one thing that can be done.

The Federal City Council held its Annual Fall Dinner at the Sheraton Carlton Hotel on October 8th. In the absence of President George A. Garrett, Chairman Francis G. Addison, presided, read a letter of appreciation from President Eisenhower, and introduced the official guests at the long head table. The speakers were Frederick G. Gardener, Chairman of the Municipality of Metropolitan Toronto, and Governor Theodore McKeldin of Maryland. Mr. Gardener, who in 1954 addressed the American Planning and Civic Association at its Columbus meeting, told the story of the overall metropolitan planning and administration of Toronto. Governor McKeldin stressed the need for cooperation between the state, county and town agencies in the Metropolitan Region.

The Tenth Annual Meeting of the *National Trust for Historic Preservation*, held in Washington, October 19-21, 1956, ranks with the outstanding meetings held previously. An attendance of about 300, with large representation from Washington, D. C., Philadelphia and New York, as well as the States of Virginia and Maryland, a good program and interesting features such as the reception and tour of the Stephen Decatur house on Lafayette Square, the reception and tea at the home of the Under Secretary of the Treasury and Mrs. W. Randolph Burgess, and the bus tour to Fredericksburg, with a final reception at Woodlawn Plantation, all added up to a very successful meeting.

The dinner honoring Woodrow Wilson, with Mrs. Woodrow Wilson

Planning and Civic Comment

as guest of honor, was noteworthy, especially the centennial tribute paid by the Honorable Jan Ciechanowski, former Ambassador from Poland to the United States, now a citizen of the United States and a resident of Washington, D. C., and the luncheon, which had as speaker, J. F. W. Rathbone, Secretary of the National Trust of England.

Mr. David E. Finley, Chairman of the Board of Trustees, opened the sessions with an account of progress made by the Trust in administering its properties and in its program of general education and activity in historic preservation. Frederick L. Rath, Jr., formerly Director of the Trust and now Vice-Director of the New York State Historical Association and its Farmers' Museum gave an account of the short course, "Historic House Keeping" conducted at Coopers-town, New York on September 23-28 which is designed to aid in the solution of specific problems connected with preserving historic properties.

Three panel sessions with outstanding speakers covered the subjects: "Recording America's Architecture", "Preservation and Community Action" and "Early Industries and Preservation". Presiding at these panels were Richard H. Howland, President and Mrs. Helen Duprey Bullock, Historian of the Trust.

Special features of interest were a tour of the Stephen Decatur House on Lafayette Square, built in 1819 from designs by Benjamin H. Latrobe for Commodore Stephen Decatur. After the Civil War it was purchased by General Edward Fitz-

gerald Beale who left it to his son, the late Truxtun Beale, former U. S. Minister to Persia and Greece. Mrs. Beale left the house with many of its contents to the National Trust with an endowment for its preservation as a national monument. A tea followed the sessions at which the participants in the conference were guests of the Under Secretary of the Treasury and Mrs. W. Randolph Burgess. An opportunity was afforded to visit the Little Stone House in Georgetown where preservation of this historic property is now being carried on by the government. A post-conference tour to Fredericksburg, where open house was held at the Mary Washington House, the James Monroe Law Office and Kenmore, included a visit to Woodlawn Plantation, one of the properties of the Trust.

The Bureau of the Census of the United States Department of Commerce has begun a series of meetings with the users of population and housing census data. The first meeting was held at the National Housing Center in Washington on October 19, 1956. The purpose was to assemble representatives from a large number of organizations who would be making use of the 1960 census material in order to get their advice and to discuss the current status of 1960 census planning. Further meetings will be held during the course of the coming year on this important subject. Inquiries on matters connected with the Council and the 1960 Census should be addressed to Mr. Robert W. Burgess, director of the Bureau of the Census.

Public Parks on Private Property*

Tree Farm Recreation—A Sustained Yield of Enjoyment on Industrial Forest Lands

By FREDERICK BILLINGS, Public Recreation Administrator,
Weyerhaeuser Timber Company

When John Vanderzicht and Charlie De Turk invited me to participate in this conference several months ago, I was pleased to accept—not so much because it meant an opportunity to see the Grand Tetons by morning light and evening twilight, but because their invitation by itself was a generous acknowledgment that the forest industry's tree farm recreation program has come "of age".

I am honored to be here with you and would like to recognize at the outset my indebtedness to these two gentlemen from my home State. Although we approach park recreation from somewhat different directions, we share a common belief which I think is significant. A belief that the barrier supposedly separating private business interests and those of state and federal agencies exists, in many cases, only in the imagination. You could say that any imaginary difference is a little like "shadow boxing"—even though no one gets hurt while shadow boxing, it consumes energy, time and is *still* boxing.

The mutual desire to work together shows us that the barrier is pretty thin and is easily broken through.

In meeting and talking with many of you the past two days, I have

been impressed with both the complexity and diversity of your responsibilities—in site acquisition, waterfront development, liaison with legislative bodies, resolving the question of admittance fees, adequate manpower, work-load, public information programs, and increasing maintenance costs. Your day's work, I can see, is not unlike my own in that you handle many matters each day which do not appear on any organization chart.

It is here that we see the first similarity between your work as public administrators and mine as a representative of private industry—we are both serving the public. In your business, you are furnishing Mr. and Mrs. America, and family, with a vast variety of outdoor facilities, and for your purposes you can view this public as an entity. In modern jargon, you are "selling" your program to *one* public.

With industry, on the other hand, there are different kinds of publics: customers, employees, shareholders. The most important of these publics is the customer public. As in any business, my company's first concern must be to sell its products.

The use of my company's land for timber production, which involves watershed and soil protection as well, must come first,

*Presented at the Thirty-Sixth Annual Meeting of the National Conference on State Parks—Grand Teton National Park, Wyoming—Sept. 8, 1956.

Planning and Civic Comment

then, with recreational uses of this land following up in a strong second place.

Recreation's prominent role is gained with us because of the American public's steadily increasing desire to "get away from it all" and see the wide open spaces. The underlying reasons for putting out the welcome mat as we do are: 1. With most state and federal park facilities crowded, people are going to use our lands for outdoor activities; 2. If we educate people properly, eventually they will control each other in the correct use of recreational facilities; 3. We want the public's good will; 4. Due to overcrowded game conditions, we welcome the public's help in harvesting game animals in season which damage our small trees.

The operating policy of Weyerhaeuser Timber Company states the principles which guide our day-to-day production operations—whether they be in forestry, logging, lumber, pulp, plywood, or special products departments. It reads as follows:

"The operating policy of the Weyerhaeuser Timber Company is to operate its properties so as to provide continuous and profitable employment for its workmen, a profitable investment for its shareholders, and uninterrupted supplies of forest products for the consuming public at reasonable prices".

As you can see, our basic reasoning, planning and operation are all predicated on the idea of a sustained, permanent harvest of trees from our Washington and Oregon tree farms. The volume of tree crops (logs) harvested each year is commensurate with the annual

growth of the forests entrusted to our management.

A tree farm is a privately-owned, tax-paying area of forest land voluntarily dedicated to growing of timber as a perpetual crop. All tree farm owners agree to protect their trees from fire, insects and disease, and carry out a clean, systematic log harvest and grow new trees to replace those harvested.

The tree farm concept recognizes the fact that a forest is not a static, but a living, dynamic unit—and that, given a chance, it will reproduce itself as a renewable natural resource.

The work of the nation's industrial foresters responsible for the inauguration of this plan has not been in vain. Their years of effort to achieve a balance between forest growth and harvest received national recognition last year when the Chief of the U. S. Forest Service revealed the results of a national survey of timberlands, called the Timber Resource Review, and made the dramatic announcement that more timber is growing on our nation's forest lands (public and private) than is being consumed.

Foresters know that, in addition to supplying a steady flow of forest raw materials, tree farms contribute other important benefits to both man and wildlife. They give consideration to proper use of timberlands and the relationship of tree growing to such other vital factors as recreation—which we are concerned with here today—to fish and game management, and watershed protection.

The actual beginning of the tree farm movement was marked by the

Planning and Civic Comment

dedication of the Clemons Tree Farm in Washington in 1941. Since that time, the movement has spread rapidly across the nation until today there are about 8,500 private timberland owners managing more than 39 million acres as tree farms in 43 States.

That's a lot of timberland, and you are saying to yourself, an enormous recreation potential. We, in the industry recognize this and seek to do our part to relieve the overload on your facilities, as well as gain the public's understanding of our business. It is interesting to note that my company's first recognized public park was opened in 1941—some months prior to the dedication of our tree farm at Clemons. True, this area was a simple picnic spot with none of the facilities we regard as a standard minimum today. But it was a "first" for us and it marked the beginning of a public park program that is destined for greater growth and development.

Hunting and fishing privileges had been granted to local sportsmen in our forest areas before this time, but the idea of maintaining a scenic recreational area and providing basic park facilities did not come until shortly before World War II.

The number of our parks has steadily increased since that time until now—some 15 years later—we have 14 parks in Washington and Oregon. Of the 89,000 people who used our tree farms for recreational pursuits in 1955, we estimate that 40,000 of them were park visitors.

To formalize and strengthen the recreation program we have en-

gaged in, my company has adopted a recreation policy. The statement reflects the thinking and views of the managers at our branch locations who are responsible for timberland management and production operations.

As I read this recreation policy, please bear in mind that its spirit is one of good neighborliness—an invitation on the part of our mill managers and employees asking the public to come in and visit our forest lands, much as you would invite a guest into your home.

Here is our recreation policy:

Although the primary use of the forest land is for the production of timber, it is company policy to make the land available for secondary uses which are not detrimental to the maximum growth of new tree crops.

Recreational opportunities shall be offered to the public through the use of designated tree farm areas for campers, hunters, fishermen, and other recreationists. The use of these areas shall be limited only as necessary to avoid fire, injury to employees or the public, or damage to the timber crops, roads or equipment.

Whenever possible, sites of historic interest or outstanding scenic beauty shall be preserved for public enjoyment.

The company shall cooperate with groups interested in promoting recreational use of forest land in developing programs for the proper use of the designated areas.

Extending to the public the privilege of use of company lands for recreational purposes will help to achieve a better understanding and appreciation of the benefits to be derived from sound forestry management of privately owned timber lands.

This, then, is our feeling toward the visiting public whether these visitors be campers, hunters, fishermen, hikers, berry pickers, nature or flower photographers, skiers, bird watchers, sight-seers, target shooters, rock collectors, horseback

Planning and Civic Comment

riders or archers. Almost all of these pursuits are enjoyed within easy distance in areas adjacent to the parks.

The 14 parks we maintain for tourists provide picnic tables, piped water, restrooms, stone and cement fireplaces, free firewood, as well as receptacles for trash. Swimming and fishing are available at 12 of the parks and overnight camping is permitted at all of them.

Parking facilities are also provided and, like you no doubt, we are learning what a tremendous difference there is between parking space and *adequate* parking space.

For me to tell you that parks are crowded these days is unnecessary and even ludicrous. We all know the staggering figures on the increasing number of people and dollars that will be wrapped up in regional and national recreational pursuits in the coming years.

In Washington state alone, the modest 800,000 visitors of 1946 seem trivial when contrasted to the more than 5½ million visitors we will have this year. The economic contribution of the overnight campers alone, who last year numbered 400,000 and spent 25 million dollars, benefit both rural and urban areas in my State through sales and gasoline taxes and indirectly, by real property taxes paid by retailers.

Dr. Weldon Gibson of the Stanford Research Institute recently commented, "In 26 States, the tourist trade is the third ranking activity as measured by income. Regionally, as an income producer, it is outranked in the Pacific Northwest only by timber and agricul-

ture". In Oregon and Washington the amount spent annually by hunters and fishermen is estimated at 170 million dollars.

The proper harvest of the game crop is a requisite of the multiple use theory which we have been considering. I have spoken of forest land uses in terms of timber production, protection of watersheds and soil, and harvest of game crops. These factors, together with recreation, combine to make what industrial forest land owners mean by "multiple-use". I have hesitated to use this term because the term is not generally understood. Too many people regard multiple-use as a phrase applying only to federal forests—possibly because of the fine job done by the U. S. Forest Service in making its lands available to hunters, fishermen and providing campsites and other recreational facilities.

Regardless of this confusion, the public is becoming more and more aware of the private forest land owner's multiple-use practices which, in addition to keeping his lands productive and establishing recreational areas, means building the soil, providing room and board for fish and game and the protection of man and wildlife from fire and stream pollution.

Last year an over-supply of deer in western Oregon were found to be browsing in carefully seeded sections of young Douglas fir.

Sample plots were fenced, and it was determined the deer were eating, and destroying seedlings outside these fences at a terrific rate. Foresters from several local timber firms, together with repre-

Planning and Civic Comment

sentatives of the Izaak Walton League, presented their findings to the State Game Department.

On the basis of the facts presented jointly at this meeting, the Game Department relaxed its either-sex regulation in certain areas during deer hunting season and a significant step was taken toward reduction of deer destruction of young tree crops. This is just one example of the multiple-use principle in action.

Another phase of this concept is seen every time a company owning timberland sets aside some of its operational acreage for a public park or stream-side campsite. The emphasis is shifted from harvesting timber on this land for lumber to provide an out-of-doors retreat for people. In addition to losing the land for lumber and pulp-product purposes, the mill and woods crews who perform the necessary labor together with the materials involved make our parks a large investment. You can't put a dollar value on a man's enjoyment of a day in the woods, but it is certainly worth a lot more to him in terms of relaxation and escape from the tensions of present day pace of living. And it is worth a lot to us to have him enjoy himself on our lands.

The spiritual benefits of recreation are rewards that are worthy of more promotion and boosting from you and from me. I do not think it would hurt any of us to broadcast far and wide the fact that active enjoyment of the out-of-doors can bring man closer to God and nearer the spiritual satisfactions we all need—and somehow do not seem to have time for.

Even though today we have machines and devices our ancestors would never have believed possible, I often wonder if we have lost sight of our forefathers' enjoyment of the contemplative life which strengthened them and enabled them to build our country. This is a subject I know you have considered too.

A beautiful spot on the Toutle River 12 miles east of Castle Rock, Washington on the Spirit Lake Highway was the first complete public park opened to visitors by our company. The large sign, standard for company parks, marked this one as "Coal Banks Park" until in 1954 when it was re-named the "Harry E. Morgan Park" in honor of the man who developed this first park. Until his retirement two years ago, Mr. Morgan was manager of the company's Longview lumber operations.

Soon there were four other parks between this one and the highway's terminus at Spirit Lake. Snow-capped Mt. St. Helen's looks down on all of them—Kid Valley, Hoffstadt Creek, Al Raught (also named in honor of a retired executive) and Marratta Creek parks.

One of our newer areas, and the only one providing boat dock facilities, opened this year on the Vail Tree Farm. It is Bald Hill Lake Park on a beautiful large lake which the State Game Department stocked with 5,000 trout at the beginning of the season. Tall Douglas fir trees completely surround the lake enhancing its picturesque setting. Adjacent areas were harvested by logging crews in 1950, but the trees around this lake were left standing at the request of the logging man-

Planning and Civic Comment

ager who wanted the spot developed into a public park. Timber surrounding another lake nearby on this tree farm has also been reserved at the manager's request and will have park facilities added later on.

The diagrams I have distributed show a map of an area that is fast becoming one of our most popular parks. If you will look closely you will see that chained gates were almost immediately installed to restrict automobile traffic into the picnic area.

Nesika Park was named for the Indian Princess Nesika who was the daughter of old Oregon's Indian Chief Millicoma. This figurative appellation lends a sense of history and charm to this park which is hard to resist. The park is 20 miles east of Coos Bay, North Bend, Oregon in a myrtlewood grove in the heart of the Millicoma Tree Farm, and as you can see, is on the banks of the Millicoma River.

Unique features of this park include a nature trail, horseshoe pits, playground equipment for children, fireplaces situated at each of the picnic tables, a wading beach for children and a swimming hole for older people.

Maintenance of this park, like the others, is handled during the summer season by a "park ranger" who makes daily trips through the park to empty trash receptacles and check each fireplace for smoldering fires. Employment of park maintenance men on more of a full-time basis at our other parks will no doubt come in time as the use of parks increases.

The area marked "undeveloped"

will soon be ready for use. This is a tribute to the forester with the vision and foresight to select an expandable site to begin with.

In presenting these examples to you, I hope that I am conveying the spirit of enlightened public interest which guides our executive and branch management. The men who are charged with the direction of our logging and manufacturing activities in various plant communities are constantly seeking to widen and improve the public's understanding of our business. They encourage local campers and sportsmen to visit forest parks. By such visitations the public begins to see the sense of some of the phrases they have read, heard and wondered about. Phrases like "second growth", "area selection harvesting", "seed source", "fire break", "sustained yield", "game management" and "permanent payroll".

It is one thing to work vigorously for a company whose every action is influenced by the idea of a permanent, sustained renewal of its raw material. Yes, this is one thing, but gaining the public's understanding of this endeavor is quite another matter.

Corporate good citizenship today calls for action in what has proved best—doing what is right and then letting the public know about it.

You know the power of public opinion as well, or better, than I and it is perhaps presumptuous of me to define its implications in such detail. I know that you must go to legislative bodies for park site acquisition funds and that granting of these funds hinges on public opinion more than anything else.

Planning and Civic Comment

But even though the forest owner's park site problem differs from yours, the public he invites into his lands is subject to the same amount of opinions and misconceptions that you are faced with in your relationships with people.

Let me point out the type of thing I have in mind. Three years ago when I was working at our Springfield, Oregon branch, I arranged a field trip through the Calapooya Tree Farm for the graduating class of a nearby high school. Following a tour of newly-seeded sections and inspections of beautiful thirty-year old second growth stands, we played games and enjoyed a picnic lunch at Ryan Park on the banks of the Calapooya River. As we prepared lunch at one of the fireplaces, an alert looking boy asked:

"This is a reserved area set aside for Weyerhaeuser employees only, isn't it?"

I replied that the park was maintained by the company for all the public—employees and others alike.

"Golly", was his reply, "And I thought a big company was just out for all it could get".

Do not misunderstand me—I don't blame the boy for his belief. His mistaken impression was straightened out. The point is that here was something that needed straightening out.

It is the same sort of public misconception that leads to rumors to the effect that there are not enough picnic tables in your most popular state parks because the state park director shuffled the legislature's park funds into a new car for himself. He who waits for this sort of

talk to "blow over" sometimes is blown out of a job. All of us must tell our story to the public in terms that can be understood—and keep telling them.

When it comes to the matter of a lack of good manners, or vandalism on the part of the public, I imagine you would like to overlook it just as I would. Unfortunately, it's like a painful sickness—in that you certainly don't want it, but you cannot simply ignore it.

When we find one of our restrooms riddled with rifle holes, or a park sign defaced with obscenities, we—like you—take a deep breath and try to take the long view. The perpetrator is the guest you do not want to invite back into your home. The same one that, while hunting, fills the fuel tank of a D-6 caterpillar with sand or uses a blow torch on a tree farm gate. These characters are the same ones who, as we said in the Marine Corps, "Fouled things up for everybody else."

How do you educate them to understand that what they are doing "in fun" is endangering a recreation program which has cost many companies much hard work and money? If you have any ideas on how to effectively curb this needless vandalism, I know many men in the forest industries who would be glad to give them a try. We have seen how Smokey Bear and the Keep Green program captured the imagination of the public. This cooperative effort on the part of state, federal and private groups has done such an outstanding job reducing the number of forest fires that today insects do more damage

Planning and Civic Comment

to the nation's forests than fires.

Perhaps, by putting our heads together, we can come up with an answer to park vandalism. *The National Education Journal* recently printed a short piece of advice on this subject by one Stanley A. Sprecher of Cheyenne, Wyoming:

"For clean, well-kept recreational areas—be they city playgrounds or national parks:

1. Properly dispose of all trash and debris.
2. Set an example to encourage others to practice good outdoor manners.
3. Help protect natural beauty and man-made conveniences".

and then there is this quote from a park bulletin—"Let no one say—and to your shame . . . that all was beauty here . . . until you came".

On private lands we see vandalism and thoughtlessness of a few placing the entire recreationist-landowner program in jeopardy for the great majority—the mannerly public. I am reminded of how effectively hunter vandalism, carelessness with fire and firearms were reduced in Oregon last fall with a clever program sponsored by the Oregon Division of the Izaak Walton League and called "Red Hat Day". The campaign took its name from the hunter's headgear which, in itself, symbolizes safety while hunting. The late Governor Paul Patterson gave his official blessing to the program as did every organization in the state concerned with hunter conduct—timbermen, farmers, State Game Department and sportsmen's organizations. Tens of thousands of hunters in the State signed the Red Hat Day pledge:

I give my pledge
to be law abiding
to respect the rights and property of
others
to be careful with fire and firearms.

The results were impressive. Measurable reductions were brought about in the number of hunting deaths, cases of vandalism and there were 200 fewer forest fires during hunting season than in the previous year.

This proves that an educational campaign designed to cover a wide broad public can bring results. Certainly it is worth our consideration here.

Ernie Swift, executive director of the National Wildlife Federation, recently stated in *CONSERVATION NEWS* while discussing recreation on forest lands, "Industrial foresters are mortally afraid of fire and rightfully so, but some States claim the hunter and fisherman as their most careful clients. Such a reputation must be earned the hard way". And Swift continues, "Many recreationists seeing vast wooded areas as a place to indulge their outdoor hobbies are not definitive in the matter of ownership. To them it is free territory or at least quasi-public in character. But too often they leave their badges of good citizenship at home and almost universally become litterbugs; others lose an even greater sense of responsibility, and a small minority resort to destructive vandalism".

Outraged cries are coming from all directions and it is time for someone to spark an idea that will launch a hard-hitting program to reduce public park vandalism.

Another area where your assist-

Planning and Civic Comment

ance would be of value to us is the matter of development of historical landmarks and locations. The history of the Northwest is woven closely into the fabric of our timber economy and society. The same is true of other regions of our nation. What can industry do to help preserve historical places and events on its timberland? The only one of our parks that contains a historical marker is the Mitchell Park near Bly, Oregon on the Klamath Falls Tree Farm. There a stone pyramid bears a plaque which describes how the explosion of a Japanese bomb in 1945 killed six people who were picnicking nearby. This (the plaque states) was the only place on the American continent where death resulted from enemy action during World War II.

Another location, though not a park, contains one of the oldest pioneer cemeteries in Western Oregon. Some of our loggers stumbled on it by accident in the Calapooya Tree Farm near Springfield, Oregon. The company restored the small six-grave plot, cemented the broken headstones and enclosed the plot with an attractive fence.

We, in the forest industry, need and want your help in developing our public parks. You have been in the business longer than we have and know the answers to most of our problems.

I want to thank you for the help I have received from state park people. I hope I have not given you the idea that Weyerhaeuser is the only company that maintains public parks and recreational areas at no charge to the public. Many other forest products firms practice

the principles of the multiple-use concept.

American Forest Products Industries, an association representing the nation's lumber, pulp and paper producers, is currently considering a survey of its membership to determine the extent of public recreation on private lands. It is hoped that this examination will be under way in the near future.

In addition to these other timber companies, there are oil companies, power companies, mining companies, all doing much to make their lands more accessible to the public. No one would welcome a visit or call from you more than they. They are anxious to be partners with you and to help you shoulder the load of tourist and recreation traffic.

I hope you now realize that recreation in the forest industry, more specifically with Weyerhaeuser Timber Company, is not something that recently "sprung fully-armed from the head of Jupiter". We have long encouraged recreationists to use our lands. Beginning in a modest, informal way, recreation grew like everything else in the Northwest.

The strong position of recreation today and its place in our industrial society has been earned. We, at Weyerhaeuser, cannot say as did Lyle Watts, formerly chief of the U. S. Forest Service, that "the Forest Service puts the recreation use of the lands second to nothing". And I believe that we will not say this now or in the future. But I will say that the strong second place that recreation has earned with my company is a position that is not

going to get any weaker as time goes on.

Weyerhaeuser Timber Company by following out its stated recreation policy, practices multiple-use principles that best benefit all phases of forest land activity. The Company's gates are open to the recreationist-guest—yes, the gates are open and the lock has been thrown away. With the cooperation and appreciation of the public we will not start looking for the lock.

May I invite each one of you to visit our tree farm parks? On your next vacation to the Pacific Northwest plan to spend a few hours seeing some of the industrial public parks in our region. Each of you has his favorite scenic spot in his own State, but this does not preclude having a second favorite and a third favorite. These, I am sure, you will find when you see the shaded canyons and cool, inviting streams of Washington and Oregon.

Preservation of the Wilderness Canoe Country of the Quetico-Superior

Early last summer, Friends of the Wilderness and associated conservation groups extended a joint invitation to President Eisenhower to speak at the University of Minnesota at Duluth and to see the Quetico-Superior country. The President has been interested in the preservation of this area, but due to a crowded schedule, he found it impossible to accept. He sent a personal message expressing his views, and we reproduce the President's letter.

THE WHITE HOUSE
WASHINGTON

October 15, 1956

Mr. William H. Magie
Executive Secretary
Friends of the Wilderness
3515 Fourth Street
Duluth, Minnesota
Dear Mr. Magie:

Please thank the Friends of the Wilderness, the Minnesota Conser-

vation Federation, the United Northern Sportsmen of Duluth and the Minnesota Division of the Izaak Walton League for this opportunity to discuss the subject of conservation.

Conservation is a subject in which I have a deep and life-long interest. For example, through almost ten years, I have followed closely the Quetico-Superior Program.

That program typifies the basic principle this Administration follows on all matters relating to conservation. It preserves the wilderness recreational values of the Superior National Forest. With the steady growth of our population, there is an increasing need for recreation under natural outdoor conditions. This is of major significance to the physical and mental health of the Nation. Mr. Fred Seaton, as Secretary of the Interior, is wholeheartedly working toward such wise use of our public lands and he has the

fullest support of this Administration.

You will be glad to know that, through the Congress and recent negotiations with Canada, we have

added to the public ownership in and strength of the Superior National Forest.

Sincerely,
Dwight D. Eisenhower

"Let's Save Some Wilderness"— Conference Aim

Means of preserving, as pioneers knew them, areas of wild lands all over the United States will be the subject of the Fifth Biennial Wilderness Conference which will be held in San Francisco, March 15-16, 1957.

The rapid disappearance of wild lands under pressure of explosive population growth in this country and the likelihood that all wilderness may vanish before long led sponsors of the Conference to schedule the subject for discussion at this time.

The principal sponsor of the Conference is the Sierra Club, one of the Nation's leading outdoor and conservation organizations, with more than 10,000 members. Other sponsors include the Wilderness Society, Washington, D. C. and the American Planning and Civic Association, Washington, D. C.

The meeting is expected to attract conservationists from all over the country as well as representatives of Federal and State agencies admini-

stering public lands and recreational areas, national park concessionaires, national forest permittees, packers, sportsmen and scientists.

George L. Collins, National Park Service, San Francisco, will be chairman of the Conference. The first day of the two-day session will examine the status of "Our Scenic Open Space Resources," with David R. Brower, Sierra Club executive Director and advocate of a national scenic resources review, as chairman. The second day will be devoted to a discussion of a national wilderness preservation system with Howard Zahniser, executive secretary, Wilderness Society, Washington, D. C., as session chairman.

All sessions will be held in the Fairmont Hotel, San Francisco. All persons interested in preservation of wild and wilderness areas for the enjoyment of present and future generations are invited to attend and participate in the Conference. Only a \$2 registration will be charged.

IN MEMORIAM

BALDWIN M. WOODS {1887-1956}

We have been saddened by the death of Dr. Baldwin M. Woods on September 7 at his home in Berkeley, California. Since 1940, Dr. Woods has served as a member of the Advisory Council of the American Planning and Civic Association and has been a member of the Association since 1937.

His activities in the University of California have included many important posts and currently he was serving as professor of engineering; director and vice-president, University Extension; and in past years as president of the academic board and director of the U. S. School of Military Aeronautics, located at the University of California.

In the years 1936-43, Dr. Woods was Chairman of Region 8 of the National Resources Planning Board

and from 1939 to 1942 was a member of the California State Planning Board. He was consultant in Survey of Federal Research for the National Resources Committee, 1937-38.

He was author and co-author of several books on engineering and engineering economics. He served as President of the American Society of Planning Officials in 1941, later as a member of its Board of Directors, and was a member of many professional societies and honorary member of many organizations.

A native of Texas, he received his early academic training at the University of Texas and later received the degree of Doctor of Philosophy at the University of California. Subsequently he studied in Paris and Munich.

DR. JAMES E. PATE

We have received news of the death of Dr. Pate which occurred at Williamsburg, Virginia, June 12, 1956. He had been a member of the American Planning and Civic Association since 1948 and was Professor of Government at the College

of William and Mary. A leader in planning, he was chairman of the Williamsburg Planning Commission and a member of the executive board of the Virginia Citizens Planning Association.

As we go to press we have received news of the death of:

MAJOR O. A. TOMLINSON, former Regional Director of Region 4 of the National Park Service, who was active in park work for many years. His death occurred Sept. 25, 1956.

HERBERT U. NELSON, consultant and executive Vice President of the National Association of Real Estate Board from 1922 to 1955 died Nov. 20, 1956 in Evanston, Illinois following a stroke. He guided the Association to heights of national growth and influence and was instrumental in founding professional real estate organizations.

Book Reviews

DESIGN IN CIVIL ARCHITECTURE. By Sir Albert Richardson and Hector O. Corfiato. Vol. 1, Elevational Treatments. Philosophical Library. New York, N. Y., 216 pp. illus. 1956. \$15.00.

The main object of this volume, as stated in the Preface is "to provide ideas which will refresh the minds of architects."

The approach to the subject as it appears in much of its presentation, suggests a text book for students. As such it should certainly awaken in them a perception of the underlying elements of design, as the text spells out the technique through which architectural values are expressed. As for the experienced architect, although the principles of architectural composition are ever active in his mind, consciously or unconsciously as he works, the book may still serve to "refresh his mind" as proposed by the authors.

Such generalizations as appear in the preliminary chapters are ably elaborated and brought down to cases by the illustrations that make up the greater part of the book; each one is accompanied by captions analyzing the principles involved. The result is a far-reaching outlook on the various aspects of architectural composition.

The manner of presentation and the scope of the present volume are in no sense a treatise on the historic styles of architecture; rather would the book seem to take its place as a corollary to the other work of these authors, bearing the all-inclusive title "The Art of Architecture". This deals with the evolution of architectural expression by giving

"a synoptical view of architecture through the ages to the present day." It aims to show as far as possible, "the chronological development as well as the gradual formation of principles", and it is in that way that it relates to the volume on Design in Civil Architecture.

Louis Simon, Washington D. C.

THE METROPOLITAN TRANSPORTATION PROBLEM. By Wilfred Owen. The Brookings Institution, 722 Jackson Place, Washington 6, D. C., 1956. 301 pp. maps, photos, charts, tables. \$4.50.

The most factual and readable book on the metropolitan transportation problem has just been published by the Brookings Institution, Washington, D. C. Wilfred Owen, the author, is one of the outstanding specialists in the field of transit and transportation in the United States. He has produced an attractive, well illustrated, small volume, a concise summary of the growth of transportation services in the United States in the last century and has projected this growth into a series of fascinating and terrifying estimates for the future. Of particular interest to readers of *PLANNING AND CIVIC COMMENT* is Chapter 8, Transportation Demand and Community Planning.

This book belongs not only on the shelf of every person interested in community development problems, but it should be read and seriously considered by them as well. This is one of those rare kinds of working documents which would make an excellent Christmas gift to your favorite planner.

—C.F

Recent Publications

- PROVISIONS OF HOUSING CODES IN VARIOUS AMERICAN CITIES.** 1956. Superintendent of Documents, Government Printing Office, Washington 25, D. C. 75c.
- COMMUNITY BUILDING: SCIENCE, TECHNIQUE, ART.** By Carol Aronovici. Doubleday & Co., Inc., 575 Madison Ave., New York 22, N. Y. 1956. 321 pp., with bibliography. \$7.50.
- TOMORROW'S LANDSCAPE.** By Sylvia Crowe. Architectural Press, 9-13 Queen Anne's Gate, London, S. W. 1, 1956. 197 pp., illus., bibliography. 21s. (about \$2.90).
- GUIDE FOR PLANNING RECREATION PARKS IN CALIFORNIA: A Basis for Determining Local Recreation Space Standards.** Committee on Planning for Recreation, Park Areas and Facilities. Document Section, Printing Division, Sacramento, 14, Calif. 1956. 77 pp. \$2.00.
- LAND SUBDIVISION REGULATIONS.** League of Wisconsin Municipalities, 30 East Johnson Street, Madison 3, Wis. 1956. 29 pp. \$2.00.
- SHOPPING CENTERS.** By Eugene J. Kelley. Eno Foundation for Highway Traffic Control, Saugatuck, Conn. 1956. 192 pp.
- SAVING CITIES THROUGH CONSERVATION AND REHABILITATION** (selected articles from the *Journal of Housing*). National Association of Housing and Redevelopment Officials, 1313 E. 60th St., Chicago 37, Ill. 1956. 35 pp. \$1.00.
- A GUIDE TO BOOKS ON RECREATION.** National Recreation Association, 8 West 8th St., New York 11, N. Y. 1956. 30 pp.
- STREET TREES.** Prepared by the Detroit City Plan Commission, Department of Parks and Recreation for the Detroit Committee on Neighborhood Conservation. 4 pp. 1214 Griswold Street, Detroit 26, Mich.
- THE ARCHITECTURE OF REDEVELOPMENT IN U. S. A.** By Carl Feiss, in *Progressive Architecture*, Vol. XXXVII, No. 8, Aug. 1956., pp. 120-127. Reinhold Publishing Corporation, 430 Park Avenue, New York 22, New York.
- CONSERVING AMERICAN RESOURCES.** By Reuben L. Parson, Prentice-Hall, Inc., New York, 1956. 550 pp. illus. \$8.65.
- THE BOOK OF THE STATES, 1956-57.** Edited by Frank Smothers. Council of State Governments, Chicago, 1956. 679 pp. \$10.00.
- SURVEY OF AIR POLLUTION RESEARCH PROJECTS BY FEDERAL, STATE, LOCAL AND PRIVATE AGENCIES.** Los Angeles County Air Pollution Control District, Los Angeles, Calif. 1956. 29 pp.
- PLANNING 1955.** Selected papers from the Annual Planning Conference of the American Society of Planning Officials meeting jointly with the Community Planning Association of Canada, Montreal, Canada, Sept. 25-29, 1955. 224 pp. \$4.00.
- THE CRISIS IN WORLD POPULATION.** By J. O. Hertzler. University of Nebraska Press, Lincoln, Neb. 1956. 279 pp. \$5.00.
- THE CONSERVATION DIRECTORY: A Listing of Organizations and Officials Concerned with the Protection of Wildlife and other Natural Resources.** National Wildlife Federation, Washington, D. C. 1956. 40c.

STATEMENT OF OWNERSHIP, MANAGEMENT, CIRCULATION, ETC., REQUIRED BY THE ACTS OF CONGRESS OF AUGUST 24, 1912, AND MARCH 3, 1933 OF PLANNING AND CIVIC COMMENT published quarterly, at Harrisburg, Pa. for October 1, 1956, Washington, D. C. as:

Before me, a Notary in and for the State and county aforesaid, personally appeared Dora A. Padgett, who, having been duly sworn according to law, deposes and says that she is the Managing Editor of the *Planning and Civic Comment*, and that the following is, to the best of her knowledge and belief, a true statement of the ownership, management, etc., of the aforesaid publication for the date shown in the above caption, required by the Act of August 24, 1912, as amended by the Act of March 3, 1933, embodied in section 537, Postal Laws and Regulations, printed on the reverse of this form, to wit:

1. That the names and addresses of the publisher, editor, managing editor and business manager are: Publisher: American Planning and Civic Association and National Conference on State Parks, 901 Union Trust Building, Washington, D. C.; Editors: Harlean James, Flavel Shurtleff, Conrad L. Wirth, 901 Union Trust Building, Washington, D. C.; Managing Editor: Dora A. Padgett; Business Manager: None.

2. That the owner is: American Planning and Civic Association and National Conference on State Parks, 901 Union Trust Building, Washington, D. C.

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

Sworn to and subscribed before me this 19th day of September, 1956

(My commission expires Feb. 14, 1959)

Dora A. Padgett
Managing Editor
Regina C. McGivern
Notary Public, Washington, D. C.

Planning and Civic Comment



Official Organ of American Planning and Civic Association and
National Conference on State Parks

APR 9 1957

CONTENTS

	Page
Little Rock, Site of the 1957 National Citizens' Planning Conference	1
Editorial Comment	4
Strictly Personal	7
Zoning Round Table	10
Historic Areas and Historic Zones	
Public Recreation Use of the Nation's Public Domain	12
Secretary Seaton and Director Wirth Report to the People	14
Operation Outdoors in the National Forests	17
A New Deal in Mount Rainier National Park	18
Watch Service Report	20
Progress of the Urban Planning Assistance Program	22
Planning and Conservation Education	24
Citizen Action for Community Planning	26
Pictorial Section	
State Park Notes	29
The Expanded Park Practice Program	39
Commentaries	40
Student Conservation Program	45
The Secrets of Jamestown	46
Chesapeake and Ohio Canal National Historical Park	47
Park, Parkway and Recreational Area Surveys	47
Cutting and Use of Forest Material in National Parks	48
Devil's Tower Anniversary	48
Meetings	49
California Announces State Park Criteria	50
In Memoriam	52
Book Reviews	53
Recent Publications	56

MARCH 1957

FIRST QUARTER—JANUARY—FEBRUARY—MARCH

PLANNING AND CIVIC COMMENT

Published Quarterly

Successor to: City Planning, Civic Comment, State Recreation
Official Organ of: American Planning and Civic Association,
National Conference on State Parks

SCOPE: National, State, Regional and City Planning, Land and Water Uses, Conservation of National Resources, National, State and Local Parks, Highways and Roadsides.

AIM: To create a better physical environment which will conserve and develop the health, happiness and culture of the American people.

EDITORIAL BOARD

HARLEAN JAMES

FLAVEL SHURTLEFF

CONRAD L. WIRTH

CONTRIBUTING EDITORS

HORACE M. ALBRIGHT

HARLAND BARTHOLOMEW

RUSSELL V. BLACK

HAROLD S. BUTTENHEIM

GEORGE L. COLLINS

KENNETH R. COUGILL

S. R. DEBOER

CHARLES DETURK

NEWTON B. DRURY

V. W. FLICKINGER

S. HERBERT HARE

JOHN IHLDER

THOMAS W. MORSE

JOHN NOLEN, JR.

F. A. PITKIN

HUGH R. POMEROY

FRANK D. QUINN

BEN H. THOMPSON

TOM WALLACE

MANAGING EDITOR

DORA A. PADGETT

Entered as second-class matter at the Post Office at Washington, D. C. under the Act of March 3, 1879. Additional entry at Harrisburg, Pa.

EDITORIAL AND PUBLICATION OFFICE, 901 Union Trust Building, Washington 5, D. C.

Printed by the Mount Pleasant Press, J. Horace McFarland Company, Harrisburg, Pa.

Planning and Civic Comment

Vol. 23

March, 1957

No. 1

Little Rock, Site of the 1957 National Citizens' Planning Conference

By JAMES A. HATCHER, Little Rock, Arkansas

EDITOR'S NOTE: Mr. Hatcher who prepared the article on the Little Rock Meeting for this issue, is serving as Convention Director for the National Citizens Planning Conference. He is Project Planner for the Metropolitan Area Planning Commission of Pulaski County, Arkansas. Mr. Hatcher received the degree of Master of City Planning at M. I. T. in 1956 and B. A. from the University of Oklahoma in 1953.

A unique planning conference will unfold during the four days of June 9, 10, 11, and 12, 1957. The conference, whose theme is "Main Street 1969", will be held at the Marion Hotel in Little Rock, Arkansas.

The conference will be devoted to exploring, in nontechnical terms, the impact on the main streets of America, of new shopping center concepts, of the interstate highway system, of the tourist, of industry, and of regional valley development. The year 1969 is the year the federal interregional highway program is scheduled for completion—a period of the immediate future.

Each day of the conference will be devoted to a particular theme which will carry out the overall conference theme. On Monday, June 10, the theme is Business and Commercial Development, with a session devoted to preservation of new shopping center concepts that may have considerable effect on Main Street, U. S. A. On Tuesday, June 11, the theme is Industrial Development,

with a session devoted to exploring a case history of the location of an industrial plant. The afternoon session will be devoted to a report on the interregional highway system and its effect on main street.

Wednesday, June 12, is regional development day: the major session to be conducted at Winthrop Rockefeller's Winrock Farm on The River Valley of 1969—the Arkansas River Valley—is the case in point.

On Tuesday, a zoning roundtable and a roundtable on citizen participation in the development of the plans is scheduled.

A conference note concerns the conference consultants, experts in the fields of planning, highways, municipal engineering, and parks, who have been invited for the purpose of being "buttonholed" by the conference delegates to talk about a particular problem during a coffee, fizz, and consulting hour just before the morning session.

The conference should be very valuable to the participant, and is a new concept for a conference on

Planning and Civic Comment

planning—a conference for the citizen and businessman.

The conference will represent a milestone for planning in the Little Rock Metropolitan Area and in Arkansas. Planning in Arkansas is said to have started about 1919 in Texarkana with the formation of a city planning commission. But it was not until 1950, when the City Planning Division of the University of Arkansas came into existence, that planning got a real boost. At that time Little Rock was the only city maintaining a planning staff. Six years later some twenty-four cities and one county maintain staffs. In addition, Little Rock has a metropolitan agency and a housing authority, each with a staff. The increased interest and awareness in local planning during the six-year period is due in large part to the recognition by the local communities of the important role planning can play in future growth and development. Interest in local planning has been given added impetus since 1955 by the Arkansas Industrial Development Commission, which is pointing out the need for adequate planning and zoning if communities are to become acceptable for the industry needed to increase the per capita income in the State.

Local planning in Arkansas is maturing, and the planning commissions, by accepting their responsibilities, are influencing the growth and development of their communities, making them better places to live, work, and play.

In Little Rock, the 1957 National Citizens' Planning Conference represents a planning achievement by

the citizens of the Metropolitan Area of Pulaski County. For, in just two short years, the Metropolitan Area Planning Commission has become a symbol of cooperative progress for the future growth and development of the metropolitan area. This is the result of citizen effort and determination: the same citizen and businessman element that now seeks to provide the State of Arkansas a chance for further enlightenment through this conference on planning.

Little Rock, the county seat of Pulaski County and the capital city of Arkansas, is situated at the edge of the Ozark and Ouachita mountains, which are divided by the Arkansas River Valley. Some of the most scenic country in the United States is located in and around the many state parks of Arkansas. Within a five-hour drive of Little Rock, eleven state parks, one national park, and two national forests are located, giving their visitors a wide variety of sight seeing, picnicking, fishing, swimming, riding, hiking, boating, and other sports.

Petit Jean Park, containing 4,100 acres of sheer mountain beauty, is located near Morrilton, Arkansas. According to legend, the mountain of Petit Jean was named for an old romance. The park contains the most rugged parts of the mountain. The mountain, shaped like a head of a great bird, rises 300 feet above the Arkansas River to an elevation of 1,100 feet. Adjoining the park itself is Winrock Farm—Mr. Winthrop Rockefeller's property that has become a showplace of Arkansas and one of the best equipped and

Planning and Civic Comment

most skillfully managed stock farms in the Nation.

It is here that the final session of the 1957 National Citizens' Planning Conference will be held. This session will be devoted to Regional Development and, more particularly, the Arkansas River Basin. From the farm, the broad valley of the Arkansas is clearly visible and is an extremely beautiful sight.

Little Rock, the convention city, is situated on a high, rolling plateau on the south side of the Arkansas River. Until 1818, the land now included in the City of Little Rock was owned by the Quapaw Indians and but few white settlers lived there. The city's name is derived from a rock still to be seen on the bank of the Arkansas River, traditionally called the Little Rock, to distinguish it from a larger rock, called Big Rock, located two miles further up the river.

Little Rock was first settled, as a town, early in 1820. There were at that time two sets of claimants for the townsite, each having platted a town on the same land. In the beginning, both were called Little Rock, but soon one set of claimants changed the name to Arkopolis to avoid confusion.

After a court decision in favor of the Little Rock group, a compromise was effected between the two sets of claimants, each taking half interest in the town. Later both titles proved to be defective, having been based on laws pertaining to disposition of public lands which were passed before the Quapaw title was extinguished.

In 1821, the capital of Arkansas Territory was moved to Little Rock

from Arkansas Post, and the county seat of Pulaski County was moved to Little Rock from Cadron.

Little Rock, today, is the point at which the Old South meets the great new Southwest: a city of enthusiastic, optimistic people anxious to meet with interested people from all over the United States to take a good look into the future which is nearly upon us—"Main Street 1969".

Committees of the 1957 National Citizens Planning Conference include Arkansas Committee of Directors:

Winthrop Rockefeller, Chairman of Directors; Gordon Wittenberg, Conv. Chairman, Wittenberg, Delony and Davidson, Architects; B. F. Vinson, Vice-President, 1st National Bank; Knox Banner, Executive Director, Little Rock Housing Authority; Bruce Streett, Attorney; William Ewald, Chief of Development, Arkansas Industrial Development Comm.; John Matthews, John Matthews Company, Community Developers; Fred M. Pickens, Attorney; William Bonner, Assoc. Prof., University of Ark.; James A. Hatcher, Planner, Metropolitan Area Plan Comm.; Frank Cantrell, Arkansas Economic Council.

Program Committee: William Ewald, Jr., Chairman, William Bonner, S. B. Zisman; Finance Committee: John Matthews, Chairman, Arkansas Committee; Publicity Committee: Knox Banner, Chairman, Al Barnes, Wayne Cranford; Registration: Donald Bozarth, Chairman, Sid Wilbank, John Hirten; Hotel Arrangements and Reservations: Ben Shelly, Chairman;

Exhibits Committee: Dick Forbes, Chairman, Gerald McLindon, Don Elson; Tours and Transportation Committee: Dudley Hinds, Chairman, Tom Burleigh; Ladies Pro-

gram: Mrs. N. P. Alessi, Chairman, Judy Dishongh, Margurite Gamble, Mildred Woods; Arrangements Committee: J. J. Holloway.

EDITORIAL COMMENT

INTERSTATE HIGHWAY SYSTEM

The Gore Bill which became law at the end of the second session of the 84th Congress has assured the people of the United States that by 1969 they will have a 41,000-mile interstate system of modern highways. To accomplish this, the Federal Government is paying 90 percent of the costs and the Act places on the Secretary of Commerce the duty of setting up standards for these highways which must be met if the States are to receive their authorized financial aid. The Act also sets up the office of Federal Highway Administrator. Last October Mr. John A. Volpe was given an interim appointment and in February of 1957 Mr. Bertram Tallamy, who built the New York Thruway, was confirmed by the Senate as the permanent Administrator. All this would seem to provide for supervision concerning contours, widths, treatment and complete control of the wide rights of way. Also these interstate highways are to be built with limited access. The abutting property owners have no right of access by automobile except at the interval access and exit roads provided as part of the plan.

But in most States this leaves abutting property owners the right

to erect unsightly billboards and signs to mar the landscape and divert the attention of drivers who may be permitted, as on existing turnpikes, to drive 60 or 70 miles an hour.

Hearings were held early in January by the Senate Subcommittee on Highways of which Senator Gore is Chairman, to determine from all concerned the progress which had been made. The reports were very encouraging for all that could be done under the Federal Highway Act of 1956. But, in the light of expressed demand on the part of some members of the Committee, Senator Gore asked the Secretary of Commerce to submit to the Committee proposals for an amendment to cover this important phase. In the meantime Senator Richard Neuberger of Oregon introduced a bill, S. 963, which would authorize the payment out of authorized Federal funds to the States for expenses in securing roadside easements to protect the system. On the House side Representative Robert Hale of Maine introduced a bill, H.R. 3977, which would also give the Federal Government power to withhold funds from each State "unless the State agrees to take appropriate action to prevent the erection or

Planning and Civic Comment

use of billboards and other outdoor advertising displays within two hundred yards of either side of each highway in such State constituting a part of the interstate system.”

The sentiment in Congress for what is called States' Rights is recognized; but in this case, where these interstate highways are being financed by 90 percent of the costs to bring substantial benefits to the States, and where it is inconceivable that all 48 States could or would act in time to insure the protection of this vast Federal expenditure, it is well to quote the Governors of the States and Territories called together by President Theodore Roosevelt in 1908. The Governors united in the following declaration of principle: "We declare the conviction that in the use of the natural resources our independent States are interdependent and bound together by ties of mutual benefits, responsibilities and duties." The interdependent benefits, responsibilities and duties of the States in regard to the Federal Interstate Defense System are clear and it is our earnest hope that the Federal-Aid Highway Act of 1956 will be amended to per-

mit the Secretary of Commerce to regulate billboards and signs along this important system of 41,000 miles.

One of the reasons the New York Thruway is superior to other turnpikes is that in addition to high standards of planning and construction, the State was given power to regulate billboards and signs on abutting property.

The whole problem was very well stated in December, 1956 *Harper's Magazine* by Mr. Robert Moses. A great deal of interest has been generated by his timely warning. Among the organizations which have declared themselves in favor of regulation on the Interstate Highway System are the American Automobile Association, American Nature Association, American Planning and Civic Association, the Audubon Society of the District of Columbia, the Garden Club of America, the National Council of State Garden Clubs, the New Jersey and Pennsylvania Roadside Councils, the Georgetown Progressive Citizens Association and the National Capital Garden Club League.

NATIONAL PARK SERVICE FORGES AHEAD

Secretary Seaton in his annual report to the President, and Director Conrad L. Wirth in his report to the Secretary of the Interior, record the launching of Mission 66 as an important achievement in 1956. When the 15 years of neglect in the

National Parks (1941-1956) are taken into account, the 10 year program of Mission 66, which promises protection of National Park areas, their interpretation to the public and facilities to take care of park visitors, will long be remembered.

OUR VANISHING SHORELINE

If adequate legislation can be secured to acquire three or four of the accessible and undeveloped beach sites reported in OUR VANISHING SHORELINE while they are still accessible, the survey will have constructive results. If such legislation could also authorize funds to cover half the cost of the acquisition by the States in shore areas of state importance, the people of the States

affected could find themselves in possession of important seashore State Parks which might be unavailable in a few years if they do not act soon. No doubt, also, the proposed survey of the Great Lakes and Pacific Coast seashore areas, now made possible by donated funds, will disclose other opportunities which may vanish all too soon if early action is not authorized.

THIRD GENERATION MEMBERS

Mrs. John M. Gries has taken out a membership for her eldest grandson, John Charles Gries, son of Dr. John Paul Gries of Rapid City, South Dakota. The three sons of the late Dr. John M. Gries have been members of the Association for 15 years.

This recalls the APCA Columbus 50th Anniversary Conference when Byron Harvey, Jr. took out a membership for his son Byron Harvey III then in college, and Clyde Nichols, Jr. took out a membership for his young son, J. C. Nichols III, both third generation members.

Following the Columbus meeting

Robert Taft, Jr. of Cincinnati, accepted an invitation to become a third generation member of the APCA. His grandfather, President William Howard Taft, and his father, Senator Robert A. Taft were members of the Association for years before they died.

There may be other families who have been members for two generations who would like now to arrange for a third generation member, and thus hold the interest of citizens of the future in the program for conservation and planning which has been sponsored by the Civic Association for more than 50 years.

Strictly Personal

Ira J. Bach has been appointed Chicago's Commissioner of Planning to take effect January 1, 1957. The new Department of City Planning was created in 1956 as the working arm of the municipal government of Chicago for all types of future planning. This represents a major reorganization of the city departments related to planning. Mr. Bach was formerly executive director of the Chicago Land Clearance Commission and before entering the housing field in 1942, practised architecture for several years in Chicago.

Donald M. Graham has accepted the recently created post of Planning Administrator for the city of Boston and will top the new planning set-up recommended last year by Boston citizen groups and supported by the Greater Boston Chamber of Commerce and the Boston Municipal Research Bureau. His function will be to coordinate activities of the City Planning Board and the Housing Authority, which also administers urban redevelopment. Mr. Graham previously headed the Providence, R. I. Redevelopment Agency.

Charles F. Palmer, member of the Board of Trustees of the APCA, is the author of an article in the December 16 issue of the *New York Times* Sunday Magazine Section, "To Wipe Out Slums." Mr. Palmer is the author of the book "Adventures of a Slum Fighter" pub-

lished last year. He was formerly U. S. defense housing coordinator.

Henry H. Saylor, dean of U. S. architectural editors, and founder in 1944 and editor of the AIA monthly *Journal*, has announced his retirement.

Rafael Pico of Puerto Rico has been named the President of a new society, The Inter-American Society of Planning, officially set up in early December, and growing out of a meeting of planning and housing technicians at Bogota, Colombia. It is expected that the new Society will include 22 Nations in the western hemisphere.

Miss Ethel L. Larsen, Manistee, Michigan, is one of the recipients of the Nash Conservation Awards for 1956 in the non-professional class in recognition of her many years of work in promoting sound conservation principles as an officer and conservation consultant of the General Federation of Womens Clubs. She is an active member of APCA.

Ladislas Segoe and Associates, city planners and consulting engineers, announce expansion and relocation of their offices to 811 Gwynne Building, Cincinnati 2, Ohio.

Planning and Civic Comment

Everett B. Mansur, Chairman of the San Gabriel City Planning Commission and Planning Consultant for many different city and county planning commissions, was elected president of the Southern California Planning Congress for 1957 at the annual meeting held at the Green Hotel in Pasadena. The Congress is composed of several hundred city and county planning commissioners, other public officials and planners. For over thirty years this organization has taken an active part in stimulating better city and county planning. It meets monthly in different cities throughout Southern California and provides a forum for constructive planning discussion concerning the plans and planning needs of communities.

James Macaulay, F.R.I.C.S., well known to American planners, has been honored by an award of M. B. E. (Member of the Order of the British Empire). A native of Glasgow, he was active in planning in Scotland and in 1955 was a delegate to the National Conference on Parks and Open Spaces.

Park H. Martin has resigned as Executive Director of the Pittsburgh Regional Planning Association. He will be succeeded by Patrick J. Cusick, Jr. Mr. Martin will continue as consultant and as Director of the Allegheny Conference on Community Development.

Myron Hendee, formerly Chief Land Planning Consultant, Federal Housing Administration, and re-

cently Chief of Planning and Engineering, District of Columbia Redevelopment Land Agency, has been appointed Chief, Planning Section, United States Post Office Department.

Charles B. Bennett has formed a consulting firm of Charles B. Bennett and Associates with offices at 3723 Wilshire Blvd., Los Angeles, Calif.

David A. Wallace has been appointed Director of the Baltimore Regional Planning Council, a new agency formed on recommendation of the Greater Baltimore Committee. Mr. Wallace was formerly Planning Director of the Philadelphia Redevelopment Authority.

Robert F. Foeller has been appointed a technical manager of ACTION. Mr. Foeller formerly served as Director of the City-County Planning Commissions of Toledo, Ohio. Prior to that he was head city planner in Detroit, and for 10 years before was with Harland Bartholomew and Associates. He has served for the past two years as President of the Ohio Planning Council. As technical manager of ACTION, Mr. Foeller will advise on urban planning and development.

Fred Smith, Director of the Council of Conservationists, was given the Annual Award of the Trustees of Reservations in Boston, on January 23, 1957, for his contribution to Conservation in 1956. Others who have received the award

Planning and Civic Comment

in the past include Dr. Fairfield Osborn, John D. Rockefeller, Jr., Frederick Law Olmsted, and Jay N. Darling.

Mr. Smith was recognized because of his activity in connection with the elimination of Echo Park Dam in the Upper Colorado River project, for his management of the successful campaign to prevent the construction of Panther Dam in the Adirondacks Forest Preserve in New York, and for his recent work in New York State to create a "Conservation Team" consisting of the Conservationists of the State, the State Conservation Department, and the Governor of New York. He is a member of the Advisory Board on National Parks, Historic Sites, Buildings and Monuments of the National Park Service of the Department of the Interior, and is Chairman of the Advisory Committee to the New York State Conservation Commissioner.

The Council of Conservationists is now incorporated and has a new board of trustees including Horace M. Albright of New York, Edward Mallinckrodt, Jr., of St. Louis, Frank E. Masland, Jr., of Carlisle, Pa., Alfred A. Knopf of New York, Ira N. Gabrielson of Washington, and Mr. Smith. The Council will attempt to have Dinosaur National Monument given National park status this year, and in the mean-

time is heading up a movement in New York State to create a temporary Commission (already requested, by Governor Harriman, of the Legislature) to preserve and protect historic sites, about which New York State has traditionally done little.

John R. Searles, Executive Director of the District of Columbia Land Agency, is one of the recipients of the Rockefeller Public Service Awards for outstanding public service. Mr. Searles plans a survey tour of cities in nine European countries to study different methods of official participation in urban land planning.

Lee F. Johnson, Executive Vice-President of the National Housing Conference has announced his resignation. He will leave Washington, D. C. and return to his native Colorado.

The Aldo Leopold medal for 1957 for distinguished service to wildlife conservation was presented to C. R. Gutermuth, Vice-President of the Wildlife Management Institute at the 22nd North American Wildlife Conference held recently in Washington, D. C.

Zoning Round Table

Conducted by FLAVEL SHURTLEFF, Counsel, APCA

HISTORIC AREAS AND HISTORIC ZONES

In 1955 the Massachusetts Legislature was considering two bills which proposed to set up commissions for historic areas in the island of Nantucket and in the Beacon Hill district of Boston. Because of the doubtful validity of some of the provisions of the bills, questions were submitted to the Supreme Court of the State for an advisory opinion. Both bills were similar in purpose, i.e., to protect and preserve historic buildings and places of historic interest and to develop appropriate setting for such buildings and places. Both bills established commissions, set the bounds of the historic areas and provided that within them buildings and structures should not be erected, altered, restored or razed without a permit. Permits were to issue only after the commissions had passed upon the appropriateness of the exterior architectural features of buildings and structures which were "subject to public view from public streets or ways", and in determining appropriateness the commission was to consider design, arrangement, texture, materials and color and the relation of such features to similar features in buildings in the immediate surroundings.

The bills further enjoined the commissions to make no recommendation or requirement except to prevent developments obviously incongruous to the historic aspects of the surroundings. This last provision was clearly intended to avoid

the definition of a standard of architectural design.

The Supreme Court answered specifically each of eleven questions but the following is the gist of the reasoning which controlled all the answers.

The proposals in the legislation do not constitute a taking of property because title and beneficial enjoyment for nearly all purposes remain in the owners. They do however regulate the use of property, and can be supported only if they qualify as police power regulations. Zoning regulations which they most resemble are related to public health and safety, but since there is little or no relation to public health or safety in the preservation of historic buildings or places, such proposals must rest on the less definite and more inclusive ground that they serve the public welfare.

On this ground alone the court found the regulations valid, although it warned that there might be cases, as in zoning, where decisions of the commission would be improper applications of the regulations because of hardship to owners or remoteness from the purposes of the legislation.

Opinion of the Justices 333 Mass. 823 and 830

This advisory opinion of the court, which was followed by the enactment of the legislation, has raised the question whether historic zones could be properly included in a zoning ordinance along with the

Planning and Civic Comment

usual residence, business and industrial zones.

At least one Massachusetts city, Salem, notable for its historic houses of several early periods, has amended its zoning ordinance to include historic zones, preferring this method of protection to legislation like that adopted for Nantucket and Beacon Hill. Other cities which have adopted the zoning method are Charleston, S. C., Winston-Salem, N. C., Williamsburg, Va., Alexandria, Va. and New Orleans, La. There are no cases in a state court of last resort which have tested the validity of historic zones, but there are well reasoned legal opinions that so long as the preservation of historic areas contributes to the public welfare, such an area may be constituted a historic zone.

Without questioning the soundness of this conclusion, it is doubtful that the Massachusetts opinion can be cited as supporting it. Certainly the court decided that regulations for the preservation of historic areas were valid as police power measures and compared them to zoning regulations. But many existing valid police power regulations would have no place in a zoning ordinance, since they are in quite a different field of governmental activity. They do not carry out any of the purposes which are

stated in the zoning law or which would be held to be inherent in the law. In this connection it is interesting that the Massachusetts zoning law states as one of the purposes "to preserve and increase its (the city's) amenities."

This purpose, though generally expressed, may be sufficient to support the Salem ordinance.

After the disastrous floods of 1955 both Connecticut and Massachusetts adopted amendments to the zoning law to permit flood plain zoning. The Massachusetts language is most specific. "A zoning ordinance may provide that lands deemed subject to seasonal or periodic flooding shall not be used for residence or other purpose in such a manner as to endanger the health or safety of the occupants thereof."

If zoning is a desirable method of preserving historic areas, it seems wise to insure the validity of this method by amending the zoning law either generally by adding to the purposes of zoning or specifically as in the flood plain illustration. Such an amendment should pass the legislature as readily as special legislation setting up Historic Commissions for specific cities and as general legislation it would be favored in many States.

Public Recreation Use of the Nation's Public Domain

The Bureau of Land Management views outdoor recreation as a human need that is essential to the well-being of the American people. In providing public lands for public recreation use and, where authorized by law, in providing public recreation facilities and services as well, it is cooperating with national, state and local efforts, both public and private.

Vacant public lands contain many of the last remaining parts of the United States which are still quite similar to the primitive lands of early America. It includes rough and mountainous forest lands, vast stretches of semi-arid range lands, extensive deserts and pockets of badlands and wastelands, rugged and diversely wooded coastlands, virgin forests in the Pacific Northwest, and scattered tracts of shorelands on isolated lakes and streams. In short, it includes nearly all types of land found in western United States, but they are lands which have been passed by in the rush of settlement and development of the better and more accessible lands. In all there are still left nearly 170,000,000 acres of vacant public lands in the United States.

Much of the vacant public lands is suitable for public recreation use. Much of it is used. Public recreation use of an extensive or general nature commonly takes place on most of these lands as part of its multiple-use management. Some intensive public recreation use of a

more or less special type, which is induced by particular physical or locational attributes of certain of these lands such as picnicking, camping, fishing and hunting, also occurs at many places.

The Bureau of Land Management, in recognition of the rapidly increasing interest in and public need for the use and acquisition of public lands for purposes of public recreation, emphasizes the satisfaction of national, state, and local needs for public recreation lands in its management program. In fulfilling these needs, the Bureau will utilize as fully as ever its yardsticks for conservation and wise use of public lands and their resources.

Lands suitable for various recreation uses, but which also have important multiple use values and should therefore be retained in Federal ownership under Bureau administration, generally will be made available to state or local governments or local groups by lease or permit. Suitable lands, having little importance for multiple uses, ordinarily will be made available for acquisition by state or local governments or local groups under conditions that will insure their use for public recreation purposes. Particular attention is being given to coastland ocean frontage and attendant access lands, inland water frontage and attendant access lands, now significantly utilized for public recreation purposes, and other public lands of manifest present or

Planning and Civic Comment

future recreation value or which provide access to recreationally used land.

The establishment and administration of desirable public recreation areas for state or local use and enjoyment and the provision of any attendant public recreational facilities and services is ordinarily considered to be primarily a responsibility of state and local governmental agencies, rather than the Bureau of Land Management. The Bureau stands ready to facilitate their efforts. In cooperation with the National Park Services, Bureau of Sports Fisheries and Wildlife, and other Federal agencies having responsibility for acquisition, use, and development of public recreation areas, it will make suitable public land sites or areas available for state or local agencies and instrumentalities within the scope of existing laws and regulations, consistent with other land use demands. Locally, States or communities may initiate action in their own interest by filing timely applications to lease or purchase public lands for public recreation purposes under the Recreation Act of June 14, 1926, as amended by the act of June 4, 1954.

The Recreation Act authorizes the sale, lease or grant for recreational and public purposes of any public lands, surveyed or unsurveyed, except lands withdrawn or reserved for national forests, national parks or monuments, or wildlife refuges, lands set aside or held for Indians, and the Oregon and California and Coos Bay lands in western Oregon. Federal, state or local agencies or instrumentalities and nonprofit corporations or associations are eligible to apply. Individuals are not eligible under this law. Applicants are limited to the patenting of not more than 640 acres in a calendar year. All minerals are reserved to the United States. Sales or leases may not be approved unless and until the lands are classified and opened for disposition.

For historic monument purposes, lands may be obtained without charge, except for a filing fee. For other uses, lands are leased or sold at rentals or prices which take into consideration the purpose for which the land will be used. A system of discounts from fair market value has been established for this purpose.

Secretary Seaton and Director Wirth Report to the People

LAUNCHING OF MISSION 66 HIGHLIGHTS NATIONAL PARKS YEAR

Launched with the blessing of President Eisenhower and the Congress, the National Park Service's MISSION 66 was signaled out by Secretary of the Interior Fred A. Seaton in his annual report to the President as the event of greatest significance to the National Park System during the fiscal year which ended on June 30, 1956.

The report on this 10-year conservation program for the System, the Secretary pointed out, was completed early in 1956 and "represents a distillation of the contributions of literally hundreds of men and women", employees of the National Park Service.

Reflecting the requirements of the program, the 1957 fiscal year appropriation for the Service provided for an increase of more than \$19,000,000 over the \$48,866,300 appropriated for the previous year.

"The major increase is . . . for buildings and utilities, to make a beginning on the construction of a wide variety of needed structures and to provide utility services adequate for a vast volume of public use both of government and concessioner facilities," the Secretary stated.

Stressing the conservation character of the MISSION 66 program, Secretary Seaton declared that a fundamental of the National Park Service's planning is "so to develop and staff as to relieve the damaging

impact on the superlative features of the National Park System." He referred to the extensive construction program as simply "one of the means by which enjoyment without impairment can be provided."

In his annual report to Secretary Seaton, National Parks Director Conrad L. Wirth paid tribute to the warm support given the MISSION 66 program by both former Secretary of the Interior Douglas McKay and his successor, Secretary Seaton; the instant favorable response to it of President Eisenhower; and the bi-partisan backing accorded it by the membership of the House of Representatives and the Senate.

Director Wirth called attention to the fact that difficulties in recruiting design staffs had compelled the Service to contract with private engineering and architectural firms for the preparation of some of its plans and for supervision of construction. "Eager as the National Park Service is to obligate the increased construction funds made available to it," he said, "its first responsibility is to make certain that over-all developments are soundly planned, that design for structures is fully acceptable, and that it gets, in return for its construction dollars, 100 percent of what it pays for."

He also called attention to a

Planning and Civic Comment

number of concessioner projects under way or completed, at Yellowstone, Grand Teton, Yosemite, Grand Canyon, Glacier, Everglades and Shenandoah National Parks. One of the most notable was the start on construction of the new Canyon Village, in Yellowstone,—part of a long-range program to relocate public use facilities in the parks which now encroach on major scenic exhibits.

Near completion, in advance of the launching of MISSION 66, the facilities at Yorktown and Jamestown, in Colonial National Historical Park, in preparation for the 1957 anniversary observance there, are a noteworthy sign of progress. The program includes completion of Colonial Parkway, extending from Jamestown through Williamsburg to Yorktown; construction of new visitor centers at Yorktown and Jamestown; and restoration of the glassworks at Jamestown with funds supplied by the Jamestown Glasshouse Foundation, Inc.

The Director's report noted the appointment to membership on the Advisory Board on National Parks, Historic Sites, Buildings and Monuments, of John B. Oakes, of the *New York Times* editorial board, Frank J. Masland, Jr., Carlisle, Pa., manufacturer, and Fred Smith, New York public relations counselor.

Other events of interest during the year noted by the Director included the establishment of Region Five, covering the northeastern part of the country, with headquarters in Philadelphia; dedication, in November 1955, of Big Bend National Park, Texas, estab-

lished in 1944; observance of the 50th anniversary of passage of the Antiquities Act, under the authority of which many national monuments administered by the Service have been established; the Service's continuing excellent record with respect to mountain climbing safety; and the greatly increased volume of winter sports activity in the eight national parks where such programs are carried on. On the "disaster" side he noted the extensive damages caused by floods, during the winter of 1955-56, in a number of California parks and at Hot Springs National Park, Arkansas.

Director Wirth stressed the Service's objective of strengthening its interpretive activities throughout the National Park System. He called attention to the fact that MISSION 66 contemplates the construction of about 100 visitor centers "to provide needed information . . . and to supply some understanding of the character of an area and its significance." He adds, "Each will have to be tailored to the specific requirements of the area in which it is situated." The volume of use of information and interpretation services continued to increase, as did the development of self-guidance for visitors, in various forms.

Reduction of the Northern Yellowstone elk herd by 6,535 animals greatly reduced the serious overgrazing which has greatly troubled the Service for a number of years.

With increased appropriations for roads and trails, and for parkways, and with authorization of \$16,000,000 a year during 1958 and 1959 for roads and trails, these phases of the

Planning and Civic Comment

Service's construction program are expected to continue at an accelerated pace. Among structures, in addition to the visitor centers at Colonial National Historical Park, others are also under way at Grand Canyon and Carlsbad Caverns National Parks. Multiple-room lodges for visitor accommodation are being built at Isle Royale National Park, and a concessioner's building and concessioner's dormitory are under construction at Mount Rushmore National Memorial. Numerous utility construction jobs are also under way at Grand Teton, Yellowstone, Yosemite, Glacier, Big Bend, Colonial and elsewhere.

The Service had \$1,250,000 for land acquisition during the fiscal year; as in 1955, \$500,000 of this amount was donated by Jackson Hole Preserve, Inc., to match an equal amount of appropriated funds conditioned on matching donations. About 46,000 acres of inholdings were acquired by purchase, donation or exchange. Donations included lands for Natchez Trace Parkway by the State of Mississippi; for Blue Ridge Parkway by Virginia and North Carolina; for Cumberland Gap National Historical Park by Tennessee, Kentucky and Vir-

ginia; for Fort Union National Monument by the Union Land and Grazing Company; and for the Edison Laboratory National Monument by Thomas A. Edison, Inc. He reported that approximately 25,000 of the 28,500 acres of the Cape Hatteras National Seashore Recreational Area had been acquired, and that land acquisition at Independence National Historical Park, Philadelphia, has been virtually completed.

Cumberland Gap National Historical Park and Fort Union National Monument were both established during the year and Glenmont, Thomas A. Edison's home, was given national historic site status.

With funds donated for the purpose, the Service completed a 2-year survey of the Atlantic and Gulf Coasts and produced the brochure, "Our Vanishing Shoreline," which called attention to the remaining opportunities for public acquisition of shoreline properties, and designated at least two areas as of national significance. Work was also initiated on the Nationwide recreation plan, one of the important phases of the MISSION 66 program.

Operation Outdoors in the National Forests

A plan to double camping and picnicking facilities in the national forests within the next five years to meet a steadily building demand for such facilities, is included in "Operation Outdoors," issued by the U. S. Forest Service.

Recreation visits to the national forests will hit the 66 million mark by 1962, Forest Service officials predict. Their estimate is based on the past rate of rise in recreation use of national forests, the growing population, increased time for leisure activities, and the upward swing in money spent for recreation.

The five-year recreation plan was released following the President's budget message to Congress which recommended financial support of the project to start this year. The program resulted from the Department's study of various Congressional and public proposals to balance recreation facilities with the mounting use. At the request of Congress a comprehensive survey of needs in the 150 national forests throughout the country has been made.

Operation Outdoors is a double barreled program. First it aims at solving the problem of ever increasing family outdoor activities such as picnicking and camping in the national forests. A second part will deal with improvement and management of wildlife habitat in cooperation with State Game Departments.

Some 2,150 new camping and picnicking grounds which will accommodate 40,500 additional families at a time are called for in Opera-

tion Outdoors. Tables and fireplaces are to be repaired and sanitary facilities modernized on the 4,900 camp and picnic grounds which now can properly accommodate only 41,400 families. As in the past, it will be left to private capital to provide and operate resorts and other special facilities in the national forests.

"Operation Outdoors is geared not only to correct existing unsatisfactory conditions at national forest recreation areas but also to meet foreseeable use during the next five years," Richard E. McArdle, Chief of the Forest Service, said. "At the same time, however, we must keep recreation in balance with the use of other national forest resources, such as water, timber, and forage.

"The American people are seeking outdoor recreation more than ever before. The national forests are feeling this boom with a tremendous increase in visits. Our existing facilities simply can't handle the load."

Recreation visits to the national forests hit an all-time high of 45½ million in 1955 as compared to 18.2 million in 1946. About 39 percent of the people camped and picnicked outside improved areas because existing facilities, largely built by the Civilian Conservation Corps between 1933 and 1941, could not take care of them.

Existing facilities have deteriorated under excessive use. Picnic tables, campfire grates, and sanitary facilities need constant repair. Sec-

Planning and Civic Comment

tions of some popular areas have been closed for indefinite periods because facilities were completely worn out and funds have not been available to replace them.

Many people, unable to find a spot to picnic or camp in established areas, have gone to places where

there are no sanitary facilities and no fireplaces. Streams that supply water to nearby towns and cities are being threatened with pollution and forest fire danger is increasing. Through Operation Outdoors it is expected that these serious conditions can be alleviated.

A New Deal in Mount Rainier National Park

For the benefit of those who are familiar with the majesty of Mount Rainier and the growing complications of providing overnight accommodations for the ever increasing visitors during the short summer season at Paradise, we present a map showing the proposed sites for visitor accommodations. In the Mission 66 program for Mount Rainier, the National Park Service explains:

Mount Rainier is a rugged mountainous area ranging from about 1,500 to 14,410 feet in elevation. Sites with topography suitable for development of tourist facilities are confined to subalpine parks between 5,000 and 6,000 feet elevation, and to flats and benches within the canyons, between 1,500 and 3,000 feet above sea level . . .

Snow packs to depths of from 15 to 25 feet at Paradise, and remains through June and often well into July and August. This requires costly construction and expansive maintenance and operation . . .

The advantages of the low elevation sites are: lower construction and maintenance costs, shorter distance to sources of supply, proximity to existing or proposed all-year highways, longer operating season, and more favorable situation with regard to water supply and public power.

The Mission 66 program provides for completion and improvement of the road system; improvement and some extension of the trail system; expansion and improvement of camp

grounds and picnic areas; development and enlargement of overnight lodging for park visitors, transportation service and other concession facilities and services to take better care of visitors; development of two major day-use centers; the development of six visitor centers and other facilities to enhance public enjoyment and understanding of the Park; construction and improvement of utility systems and of facilities for park protection; and the relocation of the Park Headquarters.

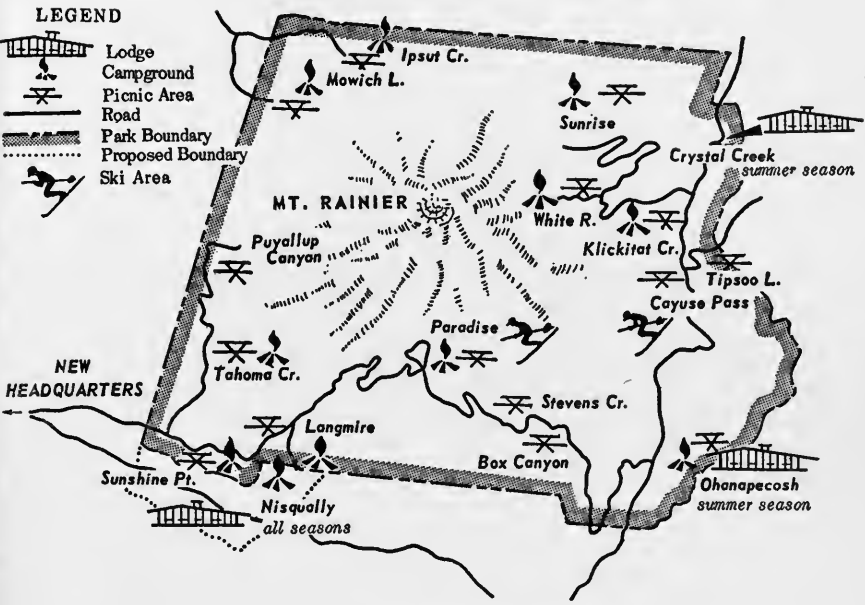
Paradise and Sunrise would become day-use areas and no ski lifts or skiing would be permitted on the exposed mountain above timber line. That fight was won several years ago. Three sites have been recommended for overnight accommodations, one on the South side of the Nisqually River for all seasons (where the park boundaries could be slightly extended); and two others at Chrystal Creek and Ohanopecoh for the summer season.

It is proposed to move the park headquarters from Longmire to a point outside the park, near Ashford, Washington. The National Park Service states:

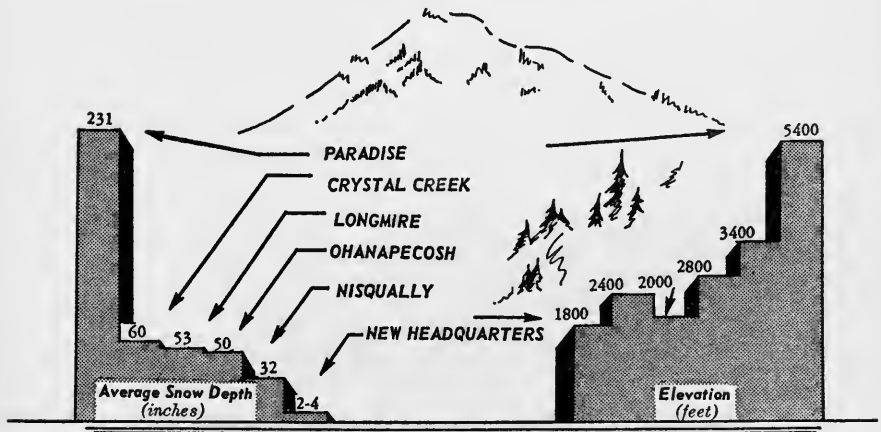
A headquarters development includes no public use facilities. It is the ad-

Planning and Civic Comment

DEVELOPED SITES for VISITOR ACCOMMODATIONS



SITE CONSIDERATIONS



ministrative center, and the service center for the park, and includes offices, shops, warehouses, garage and storage facilities—behind-the-scenes facilities which the visitor seldom needs to see or use . . .

The present headquarters site at Longmire will be used for campgrounds, picnic area, and public recreational use.

Our readers are invited to study the map, visit the park, and write in their opinion of the New Deal in Mount Rainier.

Watch Service Report

The 85th Congress convened on January 3 and members of both Houses proceeded to pour public bills into the hopper. By the end of January 4,248 bills had been introduced into the House. We are listing some bills of interest to our members.

National Parks

H. R. 935 (Saylor, Pa.) introduced Jan. 3, 1957. To preserve permanently as a national park, an area of national significance in Colorado and Utah, such park to be known as the Dinosaur National Park, which shall supersede the Dinosaur National Monument. Referred to the Committee on Interior and Insular Affairs. It is thought that the change in status of the area would result in greater public use.

H. R. 1145-S. 77 (Hyde-Beall) introduced Jan. 3 and Jan. 7. To establish the Chesapeake and Ohio Canal National Historical Park and to provide for the administration and maintenance of a parkway in the State of Maryland. Referred to the Committee on Interior and Insular Affairs. This would establish a park of 4,800 acres situated along the line of the Chesapeake and Ohio Canal between the terminus of the George Washington Memorial Parkway above the Great Falls of the Potomac River and a point within or in the vicinity of the city of Cumberland, Md. The bills authorize also a scenic parkway connection to be part of the Park. (See Editorial this issue)

H. R. 500 (Saylor) introduced Jan 3. To establish on public lands of the United States a National Wilderness Preservation System for the permanent good of the whole people, to provide for the protection and administration of areas within this System by existing Federal agencies and for the gathering and dissemination of information to increase the knowledge and appreciation of wilderness for its appropriate use and enjoyment by the people, to establish a National Wilderness Preservation Council. Identical bills were introduced under different numbers and referred to the Committee on Interior and Insular Affairs.

H. R. 627 (Engle) introduced Jan. 3, 1957. To provide that withdrawals or reservations of more than five thousand acres of public lands of the United States for certain purposes shall not become effective until approved by Act of Congress. Referred to the Committee on Interior and Insular Affairs.

S. 693 (Goldwater) introduced Jan 17. To revise the boundaries of the Grand Canyon National Park and Grand Canyon National Monument in the State of Arizona. Referred to the Committee on Interior and Insular Affairs.

S. 342 (Watkins) introduced Jan 7. To implement the ten-year "Mission 66" plan that has been undertaken for the public benefit concerning the rehabilitation, improvement and preservation of the National Park System. Referred to the Committee on Interior and Insular Affairs. Authorizes construction of buildings, utilities and other facilities needed on other federal lands situated in close proximity to park areas.

S. 826 (Saltonstall) introduced Jan. 25. To provide for the establishment of the Cape Cod Canal National Park in the Commonwealth of Massachusetts. Referred to the Committee on Interior and Insular Affairs.

National Capital

S. 78 (Beall) introduced Jan. 7. To provide for the maintenance and operation of the bridge to be constructed over the Potomac River from Jones Point, Virginia to Maryland.

S. 966 (Humphrey) introduced Jan. 29. To provide for the transfer of the Civil Service Commission Building in the District of Columbia to the Regents of the Smithsonian Institution for use in housing the National Collection of Fine Arts and a National Portrait Gallery, to provide for the international interchange of art and craft works. This building was formerly known as the Patent Office Building.

S. 1042 (Neely) introduced Feb. 4. To amend the act entitled "An Act authorizing and directing the Commissioners of the District of Columbia to construct two 4-lane bridges to replace the existing Fourteenth Street or Highway Bridge across the Potomac River." Referred to the Committee on the District of Columbia.

S. 944 (O'Mahoney) introduced Jan. 29, 1957. To amend the Act of August 30, 1954, entitled "An Act to authorize and direct the construction of bridges over the Potomac

River." Referred to the Committee on the District of Columbia. This bill authorizes the Secretary of the Interior to construct, maintain and operate a four-lane tunnel across the Potomac River from the vicinity of Constitution Avenue in the District of Columbia to the Virginia side of the Potomac River. At the hearing before the Committee, Conrad L. Wirth, Dr. David E. Finley, and General Grant testified in favor of the tunnel.

H. R. 4366 (Broyhill) introduced Feb. 5, 1957. Amends the Act of August 30, 1954 that authorized the construction of bridges over the Potomac River in order to provide for construction of a four-lane tunnel across the Potomac from the vicinity of Constitution Avenue in the District of Columbia to the Virginia side, such terminal to be constructed north of the Arlington Memorial Bridge and south of, or under, Theodore Roosevelt Memorial Island. Referred to the House Committee on the District of Columbia.

H. R. 4367 (Broyhill) introduced Feb. 5, 1957. Proposes to amend the 1954 Potomac River Bridge Act to provide for the construction of a six-lane bascule span bridge over the Potomac River to be known as Theodore Roosevelt Bridge. The bridge would be constructed across such portion of either of the two islands comprising the Theodore Roosevelt Memorial Island as may be agreed upon by the Theodore Roosevelt Association and the Commissioners of the District of Columbia. (In introducing this bill and the one above for a tunnel, Mr. Broyhill announced that he is proposing both the tunnel and a bridge in the hope that the controversy could be resolved.) Referred to the Committee on the District of Columbia.

Recreation

H. R. 3594-S. 846 (Engle) (Anderson and others) introduced January 24, 1957. For the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States. Referred to the Committee on Interior and Insular Affairs. The proposed Commission would be composed of 15 members, four senators, four representatives, plus seven citizens appointed by the President. It would have until Dec. 31, 1959 to make an inventory and projection of outdoor recreation needs to 1976 and the year 2000, and to plan ways to meet the needs.

Planning

H. R. 3383 (Mrs. Griffiths) introduced Jan. 22, 1957. To create a Department of Urban affairs. This bill provides for a Secretary of Urban Affairs, with an Under Secretary and two Assistant Secretaries, and all functions of the Housing and Home Finance Agency will be transferred to the new Department. Referred to Committee on Government Operations.

H. R. 1019 (Younger) introduced Jan 3, 1957. To Create a Department of Urbiculture. This act states that the Congress finds that many of the most pressing problems facing the people of the United States grow out of the lack of knowledge and understanding of proper techniques in utilization of urban land. Referred to Committee on Government Operations.

Conservation

H. J. Res. 5 (Celler) introduced Jan. 3, 1957. To provide for the observance and commemoration of the fiftieth anniversary of the official founding and launching of the conservation movement for the protection in the public interest of the natural resources of the U. S. Referred to the Committee on the Judiciary. The year 1958 marks the fiftieth anniversary of the first conference of state governors ever held in the history of the U. S. when President Theodore Roosevelt called the conference on May 14, 1908. The bill provides for the establishment of a Commission to prepare and carry out a comprehensive plan for the observance and commemoration of the birth of the conservation movement in the U. S. Other similar resolutions have been introduced in the House and S. J. Res. 35 in the Senate covers the same subject.

Federal-Aid Highways

S. 963 (Neuberger) introduced Jan 29. To amend the Federal-Aid Highway Act of 1956 for the purpose of restricting the use of billboards and other outdoor advertising displays along the National System of Interstate Highways. The title of the Senate bill varies somewhat: To provide for the control of certain advertising on federally owned or

controlled lands adjacent to the National System of Interstate and Defense Highways, and to encourage such control on other lands adjacent to such National System.

H. R. 685 (Horan) introduced Jan. 3, 1957. To amend the Federal-Aid Highway Act of 1944 to provide for an addition to the national system of interstate highways.

H. R. 3977 (Hale) introduced Jan. 29, 1957. To amend the Federal-Aid Highway Act of 1956 for the purpose of restricting the use of billboards and other outdoor advertising displays along the National System of Interstate Highways. Referred to Committee on Public Works.

H. R. 4593 (Reuss) introduced Feb. 7, 1957. To provide for the control of certain advertising on federally owned or controlled lands adjacent to the National System of Interstate and Defense Highways, and to encourage such control on other lands adjacent to such National System. Referred to the Committee on Public Works.

Progress of the Urban Planning Assistance Program

Evidence of increasing interest in the Federal urban planning assistance program is the fact that 242 small communities and 23 metropolitan areas and urban regions were participating at the end of 1956. Allocations of Federal grants under the program, in actual operation about two years, total \$1,788,000.

The 242 small communities are in 16 States, the metropolitan areas and urban regions in 11 States. Altogether, 21 States are participating in the program. Applications from three additional States are now awaiting final action by the Urban Renewal Administration. Allocations of grant funds through 1956 break down as follows: for assistance to small communities—\$941,000; for metropolitan areas and urban regions—\$847,000.

In addition to the \$1,788,000 allocated at the end of the year there were applications in process of review for an additional \$973,000, giving a total of \$2,761,000 in grants approved or applied for. All grants must be matched by at least an equal amount of non-Federal funds. The program therefore has already generated more than \$5.5 million

dollars of city planning work across the country. Some agencies already participating have indicated that they plan to expand their activities. The growth of interest elsewhere suggests that at least a dozen additional States and metropolitan areas will seek to participate during 1957.

Among the types of projects receiving Federal aid are the following: 11 small Arkansas communities getting planning help from the City Planning Division of the State University; 30 small cities being aided by the Bureau of Community Development of the Pennsylvania Department of Commerce; 41 localities in Alabama receiving assistance from the State Planning and Industrial Development Board; and, in Connecticut, help from the State Development Commission in planning rehabilitation of 21 communities damaged by floods in August 1955.

The Connecticut Commission also is providing planning assistance on a regional basis to the three river valleys hardest hit by the floods, as the Rhode Island Development Council had done earlier for the

shore region hit by the hurricane of 1954. Another example of regional planning by a state planning agency is the project recently initiated by the Maryland State Planning Commission for the coordinated planning of the five-county Baltimore metropolitan area.

Most of the metropolitan area planning work, however, is being undertaken by metropolitan agencies created under state law and representing a central city and its surrounding suburbs. Metropolitan agencies now receiving Federal aid include those of Detroit, Atlanta, Little Rock, Savannah, Nashville, Denver, and Cleveland. In all, 16 metropolitan planning agencies are now participating in the Federal-aid program and new agencies are being formed in many areas to deal with the growth problems of the nation's expanding cities.

To be eligible for Federal aid, planning agencies must be official bodies created by state law and authorized to engage in local or regional planning. They must have staffs technically competent to supervise their projects but may carry out the work either with their own staffs or by employing qualified planning firms or consultants.

Federal aid is not available directly to small municipalities. Such communities may apply to their state planning agencies for assistance. The provision of such assistance has been a recognized function of state government in a few States for a number of years but, under the stimulus of the Federal-aid program, is being expanded and extended to others. Of the two dozen States that are now either conducting approved programs or have expressed an intention of initiating them, probably not more than a half-dozen offered such assistance to their urban communities before the present program started. It is expected that the number of communities receiving planning assistance from their state agencies will more than double during 1957.

The type of work undertaken in the various localities varies with the particular needs of each place, but generally includes studies of the community's economic base and growth trends, a zoning plan, street and traffic plans, regulations governing the subdivision of land for urban purposes and other measures designed to prevent conditions that otherwise might lead to the formation of slums and blighted areas.

Planning and Conservation Education

Boston University Graduate School announces Seminars and Courses dealing with the Metropolitan Community for 1956-57. For many years Boston University has had an intense interest in the metropolitan community and its problems. It sponsored the Boston Contest in 1944 with the Boston Society of Architects and has issued numerous publications currently serving as references for community leaders. The courses offered cover: Urban Geography, Industrial and Commercial Geography, Geographical Aspects of Community Planning, Public Administration—Metropolitan Government, Area Analysis and Community Analysis.

The Department of City and Regional Planning of the University of North Carolina at Chapel Hill is offering several research and graduate assistantships to candidates for the master's degree. Stipends range from \$700 to \$1500 a year. Preference is given to candidates whose record presents evidence of skills in research and/or design. Applications should be returned by March 1, 1957.

The Metropolitan St. Louis Survey, financed by grants from the Ford Foundation and the McDonnell Trust and co-sponsored by St. Louis and Washington universities, is presenting a graduate seminar in metropolitan research as part of its research and educational activities. The course, which is accredited by the two universities and which is interdisciplinary in

nature, is conducted by eleven political scientists, sociologists and economists who are or who recently have been on the staffs of seven universities and colleges. Through this course and through the week-by-week participation of university fellowship holders in research projects, the Survey is attempting to increase the supply of trained research personnel—now very small in number—in a field of increasing concern and importance to the people of the United States and other urbanized nations.

Communications should be directed to John C. Bollens, Executive Officer and Director of Research, Metropolitan St. Louis Survey, 8147 Delmar Boulevard, University City 24, Missouri.

The fourth annual summer Institute on Historical and Archival Management will be offered by Radcliffe College, with the co-sponsorship of the Department of History of Harvard University, during the six weeks, June 24 through August 2, 1957. Designed for college graduates who are interested in a career in archival, museum, and historical society work, the course is open also to employees of institutions in these related fields. Students will devote full time to the study of archival and historical resources and their relation to the interpretation of history; and they will visit representative manuscript and archival depositories, historical societies, and museums in the area of greater Boston. The staff will consist of

Planning and Civic Comment

eighteen or more experts in these fields. The course will be under the direction of Lester J. Cappon, Director of the Institute of Early American History and Culture at Williamsburg, Virginia, and Archival Consultant, Colonial Williamsburg. Those completing the course satisfactorily will receive a certificate signed by President Jordan and Mr. Cappon. The class will be limited to fifteen, and will be conducted as a seminar. Two full-tuition scholarships of \$200 each are available. Inquiries should be addressed to the Institute, 10 Garden Street, Cambridge 38, Massachusetts.

A \$150 annual scholarship has been made available to a student majoring in city planning at New York University's Graduate School of Public Administration and Social Service.

Sponsored by the "Civil Service Leader", the scholarship is called the "Jerry Finkelstein Award" in honor of the former chairman of the New York City Planning Commission. It was previously given to the recipient of the master of public administration degree who had, in the opinion of the faculty, written the most outstanding thesis.

The Southern Regional Education Board has issued a most informative folder on city planning as a career, and on opportunities for graduate training in the South. The employment opportunities are increas-

ing. Between 1942 and 1953, the expenditures for planning by American cities of 25,000 population or more increased six-fold. Sixty percent of the Nation's cities with a population of 10,000 or more have established planning programs. The demand for city planners in the South is great, and students who secure a master's degree may look forward to lucrative and rewarding employment.

The Southern graduate planning schools, the Georgia Institute of Technology and the University of North Carolina, have entered a memorandum of agreement with the Southern Regional Educational Board to provide for cooperative development of graduate work in city planning to meet the needs of the entire region. For further information prospective students are asked to write to:

Howard K. Menhinick, Regent's Professor of City Planning, Georgia Institute of Technology, Atlanta, Georgia; John A. Parker, Head, Department of City and Regional Planning, University of North Carolina, Chapel Hill, N. C.

The nineteenth in the series of annual two-week Special Summer Programs in City and Regional Planning will be given during the 1957 Summer Session in the School of Architecture and Planning at the Massachusetts Institute of Technology from Monday, July 22, through Friday, August 2.

Citizen Action for Community Planning

A recent issue of *Headlines*, Real Estate News Letter, reported the imaginative efforts of the Oskaloosa (Iowa) Chamber of Commerce and the Real Estate Board to "sell" the citizens of the community on the future of their own city. The effort, featured by all forms of publicity media, will follow a procedure of continuing civic progress reports to the public on industrial, business and real estate fronts.

Eighty-nine cities were represented at the 31st annual convention of the League of Oregon Cities held in Portland, November 25-28. Attendance at the various sessions totalled 836.

J. W. Barney, city manager of Hillsboro, was elected to serve the League as president for the next year. Mr. Barney, active in League affairs for many years, served as League treasurer during 1955-56. Mayor Edward C. Harms, Jr., of Springfield was named vice-president and John F. Porter, city manager, Corvallis, was elected treasurer. Immediate past-president Peter G. Cosovich, mayor of Astoria; Mayor Robert White, Salem; and Ormond R. Bean, commissioner of finance, Portland, were re-elected to serve as directors. Newly-elected directors are W. W. Balderree, city attorney, Grants Pass; William L. Jackson, mayor, Baker; Loren D. McKinley, mayor, Tillamook; and Hap Taylor, mayor, Bend. Four members of the present board—Mayor Paul O. Landry, vice-president, Klamath Falls; Mayor M. A. Davidson, The Dalles;

Mayor Richard Long, Oregon City; and Mayor Hollis S. Smith, Dallas—did not run for re-election in their cities and will retire from city office in January.

James O. Convill and J. L. Franzen, who retired as city managers of Corvallis and Salem in July 1956 were honored for their outstanding contributions to the League and to municipal government in Oregon. Certificates of appreciation were presented to Mr. Convill and to Mr. Franzen at the annual banquet.

Newly-elected city officials were welcomed at a special luncheon for that purpose. Governor-elect Robert D. Holmes and Secretary of State-elect Mark O. Hatfield were guests at the luncheon.

Planning, fringe area and highway problems were emphasized in general sessions and in various section meetings. A report of the League liaison committee on local government organization was presented by J. W. Barney, committee chairman, following a discussion of the recommendations of the Interim Committee on Local Government and Urban Area Problems. City interest in the interim committee recommendations on annexation was recognized by resolution and continued study of the fringe area problem was also suggested. Another resolution called for greater city participation in planning the urban connections to limited access highways.

Three new general publications of great value and interest to citizen

Planning and Civic Comment

organizations have been issued by the American Council to Improve Our Neighborhoods in connection with its program of education, public information, local assistance and research on immediate and long-range problems to aid communities in achieving better living conditions. "Municipal Housing Codes in the Courts" contains a comprehensive compilation of court actions on cases rising from the enforcement of housing codes in American communities. It includes specific citations to court cases and references to the literature. It is particularly helpful to lawyers, code-drafting committees of citizen organizations and officials of municipalities engaged in urban renewal. "Organization of Block Groups for Neighborhood Improvement" provides practical, how-to-do-it advice on organizing block groups and details on how the Community Conference of the Hyde Park-Kenwood Community Conference has handled specific problems in human relations and neighborhood improvement. This pioneering citizen organization of the Chicago region holds out hope to every community which hopes to start on the road to self improvement. "Housing Code Provisions" is a reference guide for citizen organizations and is a compilation of the kinds of provisions generally incorporated in municipal housing codes. Based on a survey of over 50 ordinances now in operation it quotes extensively from material contained in these ordinances. It will serve as a guide to code-drafting committees and citizen organizations.

The Municipal League of Seattle and King County, Washington announced that its weekly publication *Municipal News* is to appear semi-monthly beginning with the January 12 issue, in an eight-page format with livelier make-up and many more pictures. The old format was established in 1911 and the publication has continued with only a few minor changes. The object is to do a better job of telling the 4,500 members of the League the news of its community activities.

The D. C. Chapter of NAHRO held a highly successful and well attended luncheon meeting in Washington, D. C. on January 3, 1957, which featured a talk on the topic "Renewing Cities for the Automobile Age." Victor Gruen, distinguished Viennese-American architect was the speaker.

The Citizens Civic Association of Fort Wayne, Indiana, with fifty integrated and cooperative neighborhood associations in the metropolitan area, reports that its concept of community organizations is as follows: "Community organization is a process by which people identify their community's needs and objectives for improvements; order and rank them; develop their confidence and work for their fulfillment; find the proper action in respect to them; and, in so doing, extend and develop attitudes and practices of teamwork with each other and public officials." This is a well worded statement, worthy of popular acceptance as a civic goal.

Planning and Civic Comment

The Kentucky City Bulletin, organ of the Kentucky Municipal League reprinted in a recent issue a talk by John C. Hazeltine, Commissioner, Community Facilities Administration of the Housing and Home Finance Agency, on the subject of "Federal Aid for Public Works Planning" which outlined not only the program of advances for public works planning, but also pointed out the relationship with other federal programs in which municipalities may participate. Recent Federal legislation, he pointed out, with possibilities for community development include the Federal-Aid Highway Act of 1956 and the Water Pollution Control Act Amendments of 1956.

Street repair problems face cities all over the country. Bangor, Maine is preparing an inventory to provide information for a long range reconstruction and maintenance program. A Committee appointed by the City Manager is performing the service, assisted by a management intern from the University of Maine. On the basis of the information gained construction priorities will be established for the 1957 budget to cover needed work on eight to ten miles of the 120 in

the city next year, with further construction each following year.

WILLIAM ZECKENDORF CONFIRMED AS MEMBER OF APCA BOARD OF TRUSTEES

Confirmation of the election of William Zeckendorf as a member of the Board of Trustees of the American Planning and Civic Association was voted at the Annual Meeting of the Board held in Washington, D. C., March 6, 1957.

Mr. Zeckendorf has been President of Webb and Knapp since 1947. His activities in the field of general real estate brokerage have been outstanding. In 1946 by directing brokers he assembled the sprawling East Side tract which the Rockefellers ultimately presented to the United Nations for its headquarters in New York.

Webb and Knapp have proposed the plan for the Redevelopment Project in Southwest Washington which calls for approximately 2,500 residential units, a Town Center and a dramatic Plaza which is envisioned as a possible future center of the arts of peace.

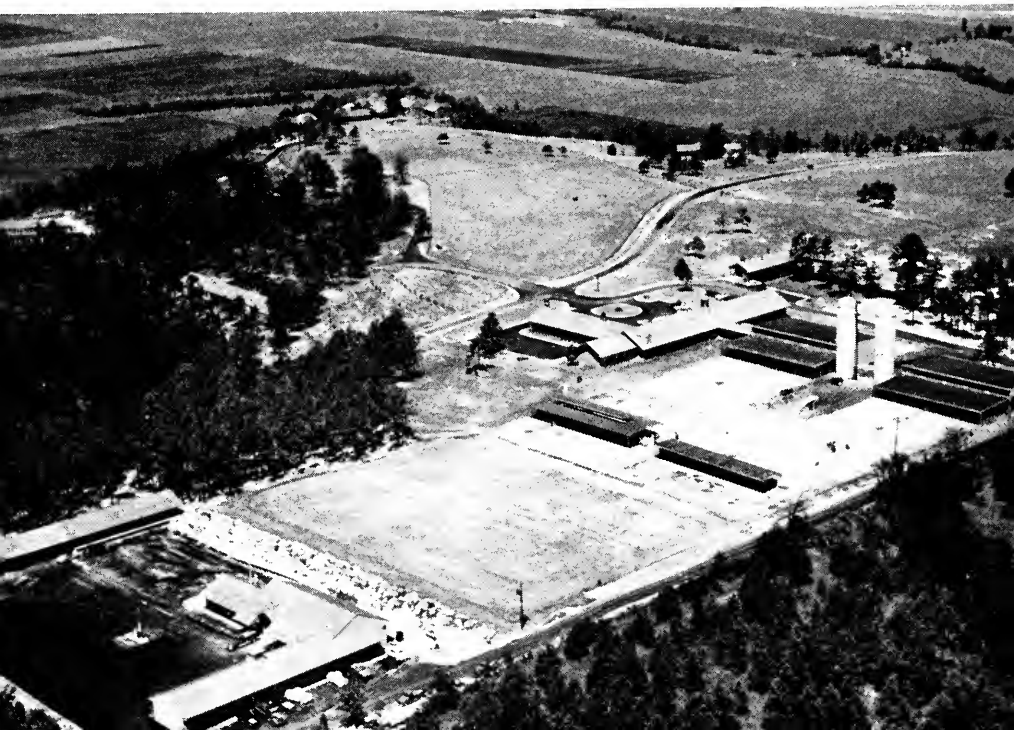
He is expecting to attend the National Citizens Planning Conference at Little Rock in June 1957.



Capitol Building of Arkansas commands the view of downtown Little Rock along Capitol Street.

THE 1957 NATIONAL CITIZENS PLANNING CONFERENCE

Winrock Farm, Winthrop Rockefeller's farm on Petit Jean Mountain overlooking the Arkansas Valley. The last session of the Conference is scheduled to be held here.





One of Little Rock's finest ante-bellum homes, built in 1840 for Albert Pike, lawyer, poet, Masonic leader and Confederate General.

PHOTOS COURTESY ARKANSAS PUBLICITY AND PARKS COMMISSION

Lake Catherine State Park, serene beauty between Hot Springs and Malvern.



State Park Notes

PERSONALS

Kenneth R. Cougill, President, National Conference on State Parks and Director, Division of State Parks, Lands and Waters, has been appointed to serve also as Assistant Director of the Department of Conservation. Mr. Cougill is rounding out a quarter of a century of service with the Indiana Parks Department. For the past ten years he has been Director of the State's park system. Selection of Mr. Cougill as Assistant Director of Conservation reflects most favorably upon his record as a career state park and conservation leader. He has played an important part in the growth and development of the Hoosier park program and it is good to know that his skills and talents will continue to be used for the benefit of conservation in Indiana.

Arthur Lyman, former Commissioner of Natural Resources in Massachusetts resigned November 29 to accept the position of Executive Secretary of the Trustees of Reservations, a trust to preserve scenic and historic places in Massachusetts for public enjoyment. Francis W. Sargent of Orleans has been appointed Commissioner by the Natural Resources Board to succeed



Mr. Lyman. Mr. Sargent has headed the Marine Fisheries Division of the Department since 1947, and, in the new post, will have responsibility for the Forests and Parks, Marine Fisheries, and Law Enforcement Divisions.

New officers were elected at the meeting of the Missouri State Park board on November 9, 1956. The new Chairman of the Board is Dr. William A. Fuson of Trenton and the vice-chairman is R. I. Colborn of Paris.

MEETINGS

The annual meeting of the Association of Southeastern State Park Directors was held at Hugh White State Park near Grenada, Mississippi, from November 11 to 14. The meeting included the reports by States, several stimulating talks and discussions, a tour of Grenada Lake, and the election of officers.

Some of the points mentioned by the States reporting: *Alabama* has carried out extensive construction and renovation of park facilities of all types. The first tent camping area has been developed, a trailer parking area has been built, new sand beaches have been constructed by pumping up bay sand at Gulf State Park, and two group camps

Planning and Civic Comment

have been thoroughly renovated. *Florida* has construction underway on at least half of the 40 major projects contemplated during the present biennium. This includes two museums bringing the total to six. *Kentucky* has acquired a 3,000-acre area containing a 250-acre lake, near Ashland to be named Greenbo State Park. *Louisiana* has acquired three new parks: A public beach on the north shore of Lake Ponchartrain, a small park on Lake Bruin, and Fort Jesup, an historic site in the Sabine territory. *Maryland* has a new park of 97 acres on the large Deep Creek Lake in the extreme western portion of the State. *North Carolina* has extended the summer naturalist services to week-ends in the spring and autumn months at William B. Umstead State Park.

Talks were those given on "Publicity and Good Public Relations" by Gordon Turner, "Present Day Trend in State Park Planning" by Thomas Morse, "Basic Purposes of State Parks" by Elbert Cox, and "Interpreting Your State Parks" by Ira B. Lykes.

New officers for the coming year are Emmet L. Hill of Florida, President; Gordon H. Turner of Tennessee, Vice-President; and C. West Jacocks of South Carolina, Secretary-Treasurer. The 1957 meeting will be held in Florida.

The annual meeting of the Texas state park managers was held at Bastrop State Park February 19-21. The principle subjects discussed were boat dock operation, maintenance of buildings and grounds, operation of pool and beach areas,

and park concessions. The meeting closed with awarding service certificates to outstanding employees by Executive Director Bill M. Collins.

The second annual meeting for personnel of the Missouri State Park Board was held in Jefferson City on November 15 and 16, 1956. One of the goals of the meeting was to improve service to the public, both to residents and out-of-State visitors.

NEW PUBLICATIONS

A revision of the 7-page pamphlet, *Public Recreation Areas in the Vicinity of Washington, D. C.*, was prepared by the National Park Service early in 1957. Forty parks and recreation areas are listed showing facilities, mileage and direction from Washington, and the agency administering each area. The numbered areas are keyed to a map on the last page. Copies are available from the National Park Service, Washington 25, D. C.

The recently issued *16th Biennial Report of the North Carolina Department of Conservation and Development* summarizes progress made during the past two years. The report states that the primary purpose of state parks is to serve the people by preserving and protecting for present and future public enjoyment unique natural areas, by providing public opportunities for recreation use, and by portraying and explaining the natural features to the public.

The report reviews the difficult maintenance and repair problems resulting from recent hurricanes and the failure of water during the

Planning and Civic Comment

drought of 1954 and earlier. Personnel training improved the quality of work, though many resignations hampered normal operations. The interpretation of natural features increased with five summer naturalists giving service to the public and one naturalist retained for spring and fall interpretive work on weekends. The report concludes with recommendations to provide: (1) increased appropriations to improve operations, public use programs, and maintenance, (2) funds to complete developments and land purchase at existing parks, (3) additional technical personnel for advance planning of the state park system, (4) further raising of state park personnel standards, (5) a land purchase fund for new state parks, and (6) funds for building public use facilities on new state parks.

The section on "Parks and Recreational Areas" of the *Thirty-Third Biennial Report of the State Land Department of Idaho* contains a map and brief descriptions of the 23 state parks, historical sites, and recreation developments on federally constructed reservoirs. The report compares Idaho's progress in acquiring and developing state parks to that of its neighbors, especially the three Pacific Coast States. There appear to be a number of undeveloped lakeshore areas administered as school grant lands which would be suitable as parks, should the State decide to purchase them. Facilities on existing parks are not adequately developed. The report concludes with an expression of the need for an experienced park man to head the program and make recommendations for new parks

with better distribution, better facilities and a method of financing.

South Dakota Department of Game, Fish, and Parks has issued an attractive booklet entitled, *An Invitation to Camp in South Dakota*, which lists 165 campsites in the State arranged by the number of the highway along which each is located. The booklet is illustrated and gives examples of the types of signs which announce the campsites. The tables of campsites show for each park the capacity, administering agency, and availability of water, toilets, tables, and fireplaces.

Results of a survey of visitors to Michigan state parks are interestingly summarized in a booklet entitled, *Michigan State Park Users Survey, 1956*, by Thomas L. Dahle. The survey was conducted last summer by the Bureau of Business Research of Michigan State University under the sponsorship of the Parks and Recreation Division. The two parts of the survey included interviews with 894 park users in 31 widely scattered parks, and questionnaires filled out voluntarily and sent in by mail by over 3,800 park users from 57 of the 59 parks. Briefly the results were as follows: (1) the average park user made four visits to Michigan state parks in 1956 and planned more numerous visits the next year, (2) from 30 to 75 percent of the campers in 11 of the 31 parks where they were interviewed indicated that facilities were not adequate, (3) given a choice of methods by which to accomplish necessary financing of park expansion, the majority recommended a daily fee rather than a seasonal sticker or other method, while only

Planning and Civic Comment

a few objected to any fee, and (4) the family unit predominates in park use and spends an average of \$9.20 per family per day while attending a park.

The Natural Resources of Vermont—Their Conservation and Development, issued January 1957, is a report of the Vermont Land Use Conference, the publication of which was sponsored by the Vermont Forest and Farmland Foundation. It represents coordinated thinking and action by many groups growing out of the first Land Use Conference held in January 1955.

ARTICLES

In the December 1956 issue of the *South Dakota Conservation Digest* and also the *South Dakota Department of Game, Fish, and Parks Annual Report* for fiscal year 1955-56, State Forester Harry R. Woodward discusses financing an adequate system of parks for that State.

The response of the travelling public to campsites accessible from major highways indicates that the State attracts an increasingly large number of visitors who use this type of facility. A major problem confronting the Department is the increasing public demand for developing recreationally the large reservoirs constructed by the Federal Government on the Missouri River. Since they are not considered of national significance, the development has been left to the State. Mr. Woodward recommends that the Federal Government underwrite the cost of developing recreation areas on the large reservoirs and let the State maintain them thereafter. He estimates that

\$300,000 would sufficiently cover operating and developing costs of the present park system, including maintenance and operation of the reservoir areas but excluding Custer State Park. He suggests that if the Legislature chooses to make a change in the manner of financing, the following are possible methods: (1) direct appropriation, (2) charging entrance or "sticker" fees, (3) use of other park income such as concession revenues, (4) special revenue-producing legislation or "earmarking" certain tax receipts, (5) revenue bonds, and (6) use of a portion of the Game, Fish and Parks fund (present system). He concludes by stating that the public will demand more facilities and should be willing to pay for them by one of the above methods.

The winter 1956-57 issue of *The Chick-A-Dee* prepared by the Maine State Park Commission carries an article reviewing some of the history of Mt. Katahdin and the development of the idea and acquisition of Baxter State Park. In commemoration of Percival P. Baxter's 80th birthday, the article chronicles the steps taken by Governor Baxter beginning in 1919 when he was a member of the Maine House of Representatives. After his defeat for the U. S. Senate in the 1920's, he has pursued at his own expense the goal of establishing the Katahdin area in public ownership. The most recent gift in May 1955 brought the acreage to 193,254—the fourth largest state park in the country.

NEWS FROM THE STATES
California. Dewitt Nelson, Di-

Planning and Civic Comment

rector of Natural Resources, has proposed to one of the State legislative interim committees that the Department prepare a study of the outdoor resources of the State. The plan program and procedure will be known as "The California Public Outdoor Recreation Plan." The Legislature must approve an expenditure of \$300,000 and a committee for the plan which would consist of the Directors of Natural Resources, Fish and Game, Water Resources, Recreation, and Finance. Advisory groups to the committee would be composed of technicians from Federal, State, and local agencies and from members of appropriate boards and commissions and organized conservation, recreation, and industrial groups.

Application for a five-year extension of the Winter Park Authority contract which permits the Authority to build a tramway up Mt. San Jacinto in the state park was denied by unanimous vote of the State Park Commission meeting on December 21, 1956. It was pointed out that one five-year extension had already been granted with the stipulation that \$1,000,000 in tramway bonds would have to be sold by December 31, 1956, and that this had not been done nor was it likely to be even if an extension were granted. A large conservationist delegation was represented at the meeting. It is expected that legislation to repeal the Winter Park Authority Act of 1945 will soon be introduced in the California Legislature.

Construction of Federal water-impoundment projects in California has presented new problems of ad-

ministration for the Division of Beaches and Parks. The last Legislature authorized the expenditure of \$3,000,000 for the recreation development of the Folsom and Nimbus reservoirs that were constructed by the Bureau of Reclamation. The Folsom Reservoir agreement has now been signed and the Nimbus agreement is expected very soon. Boundaries have been established and agreements made with at least 50 percent of the owners of the lands to be acquired at Folsom and initial public developments will be available by this summer. Over 20 projects are being studied on other watersheds, primarily the Feather River where the State expects to undertake the development. From now on, it is expected that considerable state recreation area developments will be undertaken on reservoirs as they are constructed and as the recreation potential is created. Criteria for reservoir recreation projects have been established as follows: (1) they are primarily recreational, not necessarily possessing outstanding landscape qualities, but should afford an agreeable environment for recreation, (2) they should be of statewide importance by reason of size, terrain, location, and public need, (3) they should include sufficient land for recreation developments and have logical boundaries, (4) they do not necessarily include all the features of a natural park but should be adapted to outdoor recreation without major modification of the land or artificial features, (5) they may include developments to facilitate their use to meet the public need, (6) they may be managed to allow, under special

authorization, the use of the water surface for various water sports and spectator events, (7) they may be developed in proportion to the public need, (8) recreation development is a secondary use of the reservoir project, but control of the use of the water surface is the responsibility of the recreation agency, and (9) they do not require that all lands be withdrawn from economic use.

In anticipation of opposition to the policy of not controlling predators in state parks, the Division staff prepared a number of facts and exhibits for a hearing before the Senate Interim Committee on Public Lands last summer. One exhibit drawn by a member of the staff showed a coyote and the variety of food items consumed with the percentage of each. So convincing was the illustration that questions were raised, but no comment was made about any campaign to rid the parks of predators.

Delaware. State officials have been studying the possibilities of protecting the ocean beaches. An engineering study has been made by the State Highway Department and the Beach Erosion Board. The State Park Commission has now joined in the effort to get Legislative approval of a general program.

Delaware Conservationist, a new quarterly publication issued by the Board of Game and Fish Commissioners at Dover, has made its appearance.

Kansas. The State Park Authority has proposed that the Legislature appropriate \$214,300 from general revenue funds to develop a state park at Kanopolis to finance clearing a 1,600 acre area, con-

struction of a youth camp, swimming beach, picnic facilities, boat ramps, comfort facilities, etc. The Authority expressed confidence that if this were done it could market a \$1,500,000 revenue-bond issue for a modern resort hotel, cabins, and other self-liquidating facilities. In his message to the Legislature, Governor Docking proposed that an entrance charge of \$1 per car be made after facilities are provided and that a two percent sales tax be extended to cover hotels, motels and other services now exempt.

Kentucky. A survey of state park possibilities and preparation of a master plan is being made by an Atlanta, Georgia, firm which is soon due to make a feasibility report. State Conservation Commissioner Laban Jackson stated that three new parks and a \$4,000,000 expansion program may result from the study.

Michigan. The Parks and Recreation Division announces that a total of 7,377 camp sites are available for campers in state parks. Of the total, 4,744 are equipped with electrical facilities. Even with this number of sites available, an estimated 30,000 to 36,000 persons had to be turned away during 1956 because of inadequate space.

The details of a "parks use sticker" program are now being completed by the Division prior to submission to the Legislature. The method of charging fees recommended thus far by the Conservation Commission involves setting a \$2 fee per car that would be good at any state park for the year, or charging a smaller daily fee for those who did not wish to purchase

the annual sticker.

The Division is presenting to the Legislature, a five-year capital outlay program which extends from 1957 to 1962. The program outlines special maintenance, remodeling and additions, and new construction for the park system. Many of the items requested the first year will serve to make available more facilities for the public at heavily used parks. Many persons were turned away from more than a dozen parks in 1956 because of lack of camping space, parking facilities, toilet facilities, beach improvement, water developments, electricity and water supply, or picnic development. The justification highlights the need for land—new parks, completing the blocking in of existing parks, Great Lakes coastal parks, and generally more space before land becomes more expensive or unavailable.

In conjunction with this capital outlay request, the Automobile Club of Michigan has prepared a special publication entitled, *The State of Our Parks*. This highly illustrated booklet shows broken down facilities, "park full" signs, evidences of vandalism and inadequate maintenance, and crowded conditions. Noting that expenditures per visitor in Michigan for state parks were 14 cents compared to a national average of 30 cents, the Club encourages its members and readers to begin a letter writing campaign to members of the Legislature to increase expenditures to obtain the needed facilities and space. The various methods of obtaining added revenue for these purposes are listed as: the "sticker" purchase, parking fees, admission charged each car and

passenger, a bond issue to be retired from concession or oil or gas revenues, or merely increasing the annual appropriation. A series of articles in three successive issues of the Club's *Motor News* likewise highlighted this serious need.

Missouri. During 1956 serious consideration was given by the Missouri State Park Board to adding three additional areas to the system of 27 existing state parks. The proposed areas are as follows: (1) Trail of Tears area, 3,000 acres in Cape Girardeau County, donated by citizens of that county who voted a bond issue of \$150,000 to purchase the land, (2) Lake Wappapello area, about 2,400 acres in Wayne County, licensed to the State by the U. S. Corps of Engineers, and (3) Table Rock area of approximately 800 acres in Stone and Taney Counties also licensed to the State by the Corps. Considerable new construction and building maintenance was also undertaken during the year. Another major accomplishment was the planting of 300,000 tree seedlings in 14 parks.

Lightning protection systems are being provided on three of the largest trees of their species in the Nation located in Big Oak Tree State Park. Several years ago the largest bur oak in the Nation was struck by lightning and had to be destroyed. Fortunately the runner-up bur oak is also located in the same park, as well as a shellbark hickory and a green ash, which are also to be protected.

In its effort to publicize the needs of the parks of this State, the Missouri State Park Board has pub-

lished a small brochure entitled *Facts About Missouri's State Parks* reviewing the items of capital improvement undertaken during the past three years. A map showing the location of the state parks and charts showing the increase in state park attendance and income from state parks, together with pictures of new buildings, illustrate the brochure. Concluding, the pamphlet gives the following needs of Missouri's state parks: (1) a special capital improvement fund to provide an impetus to new parks and assure developments for older parks, (2) authority for the Board to operate concessions with its own personnel if conditions warrant, and (3) authority for the Board to issue revenue bonds and repay them from park earnings.

New York. Two state constitutional amendments dealing with the state forest preserve were given initial passage by the 1956 Legislature and are to be presented for final consideration this year, and if approved, will be submitted to the voters in November. One proposal would permit the State to sell parcels of land of less than 10 acres outside the Adirondack and Catskill Parks, the proceeds of which would be used to purchase more land within the park boundaries. The other measure would permit the State to take 400 acres of preserve land for highway construction.

Ohio. "The Manor House" in Punderson State Park, 26 miles east of Cleveland, was opened formally as an inn on a year-round basis on November 15. It has dining facilities for 150 persons and eight rooms for overnight lodging with a

capacity of 31. The 505-acre property includes a 90-acre lake as well as the large house. Following purchase by the State in 1948, studies were made of the outside shell of the incompleated house done in English colonial architecture, to determine its best use. Originally the house was designed to have 43 rooms but its former owner, Karl Long, passed away before it was completed. Recreation opportunities in season include skiing, ice skating, and fishing.

Oklahoma. Jack V. Boyd, Executive Director, Oklahoma Planning and Resources Board, spoke on revenue-bond financing for state parks before a recent meeting of the Arkansas-White Red Basins Inter-agency Committee.

He stated, "There are several advantages to revenue bond financing: (1) Such financing permits the construction of fine facilities well in advance of the time such construction could be accomplished if tax source were the only source; (2) The indebtedness is repaid from moneys collected from people using the facilities so built; (3) After the indebtedness has been repaid the moneys so expended for debt service are available for general park purposes.

"There are also disadvantages to such financing: (1) The interest rate is considerably greater than the cost of other municipal moneys. Four and one-half percent is paid for the \$7,200,000 borrowed in 1954; (2) There can be a tendency to subordinate all other park activities and purposes to that of making money; for instance, it is possible that functions or programs will be

Planning and Civic Comment

considered more on the basis of money making potential than on the basis of service."

Mr. Boyd concluded "Before any park administering agency undertakes park financing through the issuance of revenue bonds, it is my opinion that the following factors should be present: (1) parks already well developed with all facilities except a lodge, cabins and perhaps a swimming pool; (2) a system of parks used by many visitors; (3) an informed legislature that understands more appropriated money will be necessary if the public is to be served adequately and well balanced parks maintained".

A problem which might confront the Oklahoma state parks was reported recently in the publication *From the State Capitals*. The possibility was mentioned that the State might have to default on payments of revenue bonds issued to build five lodges and other park facilities. Under the bond agreement, if the payments are not met, the bondholders can force the Planning and Resources Board to charge admission fees or could go to court to have a receiver appointed for the entire park system. Various proposals have been made by one of the operators of a state park lodge to have the Board revise its operating contract to make rental payments lower and to be repaid at a later time. The Board has not accepted the proposals, but has indicated it is willing to consider an alternative proposal. A legal opinion is being sought to determine whether the State could legally authorize delayed rental payments.

Texas. A permanent organization

pledged to work for the promotion of statewide park improvements for Texas was formed recently in Austin. Its intention is to attain assurance of funds for a long-term program. The group included public-minded citizens from 19 sections of the State who appeared recently before the State Parks Board to make known their intentions of support.

Construction contract awards have recently been made at Monahans Sands State Park for initial developments at this new addition to the park system. The contract calls for an administration building, museum building, public rest rooms, a coin-operated electric gate, a store room and caretaker's residence. A 65-foot high observation tower has been donated by the City of Midland and moved to the park from which visitors will be able to obtain a panoramic view of the dunes.

The plantation home on one of the earliest land grants of Stephen F. Austin's first Texas colony has been presented to the Texas State Park Board by Miss Ima Hogg, last surviving child of Governor James Stephen Hogg. The property is to be restored as nearly as possible to Texas colonial days and then opened to the public when completed.

We note with interest a new format for *S-Parks*, the publication of the Texas State Parks Board, with the January 1957 issue.

Utab. In his message to the 1957 Legislature, Governor Clyde recommended that "A thorough study of the advisability of establishing and maintaining a system of state

Planning and Civic Comment

parks should be completed before the next meeting of the Legislature. Experiences of other States should be examined and a detailed study be made of Utah's potential. Costs should be carefully analyzed. Any program that is developed should be planned to coordinate with the national park system and to include all possible uses of state parks, including recreation. If a system of state parks is established, it should be recognized in our tourist promotion program."

Washington. An in-service home study training course has been developed by the College of Forestry of the University of Washington at the request of the Washington State Parks and Recreation Commission. Designed specifically for employees of the Commission, the goals of the course are to provide an understanding of (1) the importance of outdoor recreation in modern living, (2) the diversity of types of recreation lands and their administering agencies, and (3) fundamental principles of planning, operation, and use of outdoor recreation lands.

West Virginia. Dedication of the

new 55-room lodge at Blackwater Falls State Park was held on January 5 when more than 200 persons gathered for the ceremony. Twenty-five cabins are also ready for occupancy, and were rented to several groups of skiers for the first few weeks.

Wisconsin. A convincing brochure produced by the Division of Forests and Parks presents facts on the declining condition of their state parks. Cleverly illustrated, there is clearly drawn a comparison of expenditures and attendance between 1949 and 1955 showing increases of 3 percent and 61 percent respectively. A comparative chart showing expenditures per visitor for various States shows Wisconsin as spending 9 cents in comparison with many others including the neighbor States of Michigan with 13 cents, Minnesota with 32 cents, and Illinois with 23 cents. The brochure's last page is headed, "Where to from Here" and reviews possible sources of other income. It concludes "New sources of funds *must* be found. Where they will be found is up to the people of the State—through the Legislature".

The Expanded Park Practice Program

The National Conference on State Parks in cooperation with The National Park Service presents a completely new and expanded park practice program for 1957. This non-profit, mutual information service is available to all organizations and personnel engaged in park and recreation work, and related fields, and to schools, colleges, libraries, and industries as research and reference material in the field of parks and recreation. It furnishes . . .

Structural Designs

on buildings, public use facilities, maintenance, protection, and interpretive structures, safety devices—in fact, any and all designs for which there is a demonstrated need in park areas. All will be approved by an evaluating committee composed of some of the nation's foremost authorities. At least 32 designs, on standard 8½ x 11 inch sheets, including drawings, text, and photos where applicable, will be issued each year—more, if accepted designs are available and funds permit. A multi-ring, embossed binder, with index sheets, is provided for easy insertion of design sheets as they are issued.

Guideline Text

Prepared by recognized state and national authorities, and approved by an evaluating committee. Such subjects as over-all planning, administration, development, interpretation, maintenance, operation, and protection in park work will be covered. Published on standard 8½ x 11 inch sheets, punched for multi-ring binder insertion, guideline text

will be supplied to meet expressed requirements of subscribers, and to report developments of new concepts in park and recreation work.

Information Letter—Grist

An 8-page Bi-monthly publication, 8½ x 11 inches in size, punched for 3-ring binder insertion. Intended for distribution to all park and recreation workers, Park Practice Grist describes and illustrates new products and processes in the fields of maintenance, interpretation, operation, protection, and safety. It will furnish practical solutions to field problems, and report on scientific, industrial and commercial laboratory products useful in park and recreation work. Furnished in quantities to subscriber offices for distribution to employees. An index to all published items will be furnished at the end of each year.

Park Practice Rates

Subscription rates are as follows:

New subscribers may subscribe to the following material for one year at a total cost of \$15.50—Item 1, Structural Designs; Item 2, Guideline Text; Item 3, Park Practice Grist, a bi-monthly; Item 4, Binder embossed, multi-ring; Item 5, Revised Structural Designs. New subscribers may receive Items 1, 2, 3 and 4, but not Item 5, for \$12.50; present subscribers may renew for all items at \$10.00. Park Practice Grist may be subscribed to at the rate of \$3.00 a year. Forward applications, with correct mailing address to: National Conference on State Parks, 901 Union Trust Bldg., Washington 5, D. C.

Commentaries

The *Wall Street Journal* for December 5, 1956 published an item from Los Angeles that the Union Oil Company had dropped all its billboard advertising which used to appear in eight Western States, covering some 1,900 billboards and costing the company about a million dollars a year. Reese Thompson, President, gave the Company's reasons:

First is the traffic hazard which a great many experts have indicated billboards tend to increase. Second is an apparent and growing resentment on the part of many people and residential communities to obscuring our natural beauties with this type of advertising . . . It doesn't make good sense to use an advertising method which was apparently becoming offensive to many of our customers and prospects and which in the opinion of some experts, represented a hazard to them.



Mill Grove in Pennsylvania is the first home of John James Audubon in America. It is now part of the Montgomery County Park System and has been set aside as an Historic Shrine and Wildlife Sanctuary. Although Audubon lived in this house less than two years, he gained his first impression of American birds and animals from trips to the forests surrounding the plantation.

This property was once owned by John Penn, descendant of William Penn, who sold it in 1784 to a French planter named Prevost. Jean Audubon, a retired sea captain, acquired Mill Grove in 1789 after fleeing from San Domingo. He moved to France a few years later, but in 1804 turned the property over to his 19-year old son, John James, who came here from France with instructors to supervise the operation of the property on which mineral deposits abounded. Young Audubon, however, was far more interested in wild life than in minerals and devoted his time to roaming the wooded hills along the Perkiomen and Schuylkill. He married

a neighbor, Lucy Bakewell, whose family owned the Fatland Ford plantation and with her help and encouragement took up his career as artist-naturalist. The young couple moved to Kentucky and in 1813 Mill Grove was sold to Samuel Wetherill of Philadelphia, whose descendants have owned it and preserved it until its sale by Herbert J. Wetherill in 1951 to the Pennsylvania Montgomery County Commissioners.

The Audubon Mansion built in 1762 is a substantially built two story basement and attic building, constructed of native stone. The Commissioners believe that upon the completion of the interior decorations and exhibits, the Mansion will be an outstanding memorial and monument to John James Audubon.



A one-day conference, "Planning Together for Better School Buildings," was held late in 1956 at the University of Michigan. The conference was under the joint sponsorship of the College of Architecture and Design and the School of Education.

The opening topic was "The Community School Circa 1980," and the speakers were Archibald Shaw, Superintendent of Schools, Scarsdale, N. Y., and John Lyon Reid, San Francisco architect. Dean Wells I. Bennett of the College of Architecture and Design acted as chairman of the session.

A luncheon meeting featured William Caudill, architect, from Bryan, Texas, on "The Three R's of School Planning;" and Wilfred Clapp, assistant superintendent, School Organization and Plant, Michigan Department of Public Instruction, on "Stop, Look, and Listen."

Four school planning clinics were scheduled on the Subjects: Elementary schools; Secondary schools; Community Colleges; and Buildings for higher education.

A panel moderated by Frank Lopez, senior editor of *The Architectural Record*, had members of the Committee

Planning and Civic Comment

on School Buildings of the American Institute of Architects participating.

Concluding the conference was a meeting with Dean Willard C. Olson of the School of Education as chairman. Arthur Rice, editor of "The Nation's Schools," spoke on "Education's Dream of Tomorrow's School Plant."



The *University of Pennsylvania Law Review* announces that its January 1957 issue will be devoted to A SYMPOSIUM ON METROPOLITAN REGIONALISM: DEVELOPING GOVERNMENTAL CONCEPTS. The symposium is prompted by an increasing awareness of the fact that metropolitan areas face many complex problems which cannot be handled effectively by the traditional units of local government—that new political mechanism must be evolved to meet these problems on a regional basis. We believe that this symposium will be of sufficient interest to you or your organization that you may wish to order copies in bulk.

The symposium is comprised of twelve articles by distinguished authorities and may be divided into four general sections; the concept of the metropolitan region as a unit; three select problem areas; attempts and proposals for new regional governmental devices; difficulties which arise in implementing plans for new types of regional government.

The titles are:

The Metropolitan Region As a Unit

A Sociological Unit

An Economic Unit

A Political Unit

Select Problem Areas

Fiscal Planning

Traffic and Transportation

Regional Planning

New Governmental Devices

Survey of Attempted and Proposed Devices

The Independent Regulatory Authority

The Toronto Plan

Obstacles in Implementing New Devices

Practical and Political Obstacles

Legal and Constitutional Problems

Regionalism and Home-Rule



State Senator William S. Hults, who is Chairman of the Committee on Motor Vehicles and Transportation in the New York State Senate, writes that the State's present statutes on littering on public highways are in the Penal Law. Violators are subject to penalty of misdemeanor. He believes that present traffic conditions call for modern statutes to effect better enforcement.

Senator Hults believes that littering of public highways should be removed from the Penal Law and a new section be incorporated into the Vehicle and Traffic Law.

He introduced into the Senate two laws, Nos. 19 and 20, on January 9, 1957 as follows:

No. 19 AN ACT

To amend the penal law, in relation to littering highways, and repealing section seventeen hundred fifty-four thereof, relating to certain unwholesome substances on or near highways

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

Section 1. Section fourteen hundred thirty-four of the penal law, as last amended by chapter two hundred ninety-seven of the laws of nineteen hundred thirty-eight, is hereby amended to read as follows:

§1434. Placing injurious substances on roads. Whoever wilfully shall throw, drop or place, or shall cause or procure to be thrown, dropped or placed, in or upon any cycle path, avenue, street, sidewalk, alley, road, highway or public way or place, any glass, tacks, nails, pieces of metal, brier, thorn or other substance which might injure any animal or puncture any tire used on a vehicle, or which might wound, disable or injure any person using such way, [or wilfully deposits within the limits of any highway, any snow, garbage or other rubbish,] shall be guilty of a misdemeanor, and on conviction be fined not less than five nor more than fifty dollars.

Planning and Civic Comment

§2. Section seventeen hundred fifty-four of such law, the section heading thereof having been amended by chapter one hundred ninety-two of the laws of nineteen hundred forty, is hereby repealed.

§3. This act shall take effect immediately.

EXPLANATION—Matter in *italics* is new; matter in brackets [] is old law to be omitted.

NOTE.—Section 1754 of the Penal Law, proposed to be repealed by section two of this act, provides that any person putting noisome or unwholesome substances or maintaining noisome business on or near public highway shall be guilty of a misdemeanor.

No. 20 AN ACT

To amend the vehicle and traffic law, in relation to prohibiting the littering of public highways

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

Section 1. The vehicle and traffic law is hereby amended by inserting therein a new section, to be section eighty-eight-b, to read as follows:

§88-b. *Littering public highways prohibited. No person shall throw, dump or deposit or cause to be thrown, dumped or deposited on any public highway or within the limits of the highway right of way, trash, rubbish, refuse, garbage or litter, nor shall any person throw, dump or deposit or cause to be thrown, dumped or deposited such trash, refuse, rubbish, garbage or litter over the sides or approaches of any bridge or culvert into or along any stream or water-course.*

Whoever violates the provisions of this section shall be guilty of a traffic infraction.

§2. This act shall take effect immediately.

EXPLANATION—Matter in *italics* is new; matter in brackets [] is old law to be omitted.

It is also Senator Hults' intention to ask for an appropriation to erect signs advising the public of the penalty for littering and for additional trash deposit cans.

He writes that he hopes that to receive support for this legislation to secure favorable action.



State and local governments last year spent more than \$464,000,000 to provide for the recreation interests of their residents and visitors. In the five year period from 1951 to 1955, over \$158,-

000,000 in recreation bond issues also were approved by local and county voters.

These are among thousands of facts about recreation and park services of local, county, state and federal agencies included in the 1956 *Recreation and Park Yearbook* just published by the National Recreation Association. This is the fortieth edition prepared by the Association since it was founded as a nonprofit citizens organization in 1906. The last previous study covered the year 1950.

Public officials, planners, researchers, and educators depend upon the *Yearbook* as the only reliable source of detailed information available at the national level on the extent and scope of public park and recreation operations in the cities and counties of the country.

This year's report covers nearly 2,800 communities. The amount of money spent for leadership and for the operation of buildings and lands in each of these communities is among the detailed statistics included. The kinds of facilities, number and acreage of parks, and use of properties also are reported. Over 50 types of facilities and 90 activities are recorded.

New data included for the first time pertain to school sites for recreation, playground registration, and divisional organization of park departments in large cities.

Among the groups which cooperated in the preparation of the *Yearbook* were the members of the American Institute of Park Executives, state recreation authorities, associations and societies, state departments of education, and members of the National Advisory Committees on Recreation Administration, State Recreation and Federal Recreation.

The *Yearbook*, with 116 pages of statistical data, was edited by George D. Butler, Director of Research for the National Recreation Association, and is available for \$2.00 from the National Recreation Association, 8 West 8th Street, New York 11, N. Y.



Planning and Civic Comment

The National Planning Association recently has put forward a 10-year program for metropolitan areas and has called for a White House Conference. Such a White House Conference, it is thought, would include experts from agriculture, business, labor, the professions and the arts, as well as representatives of Federal, state and local governments.

A recent report from the Planning Association declared that urban centers of the United States are becoming obsolete and cited traffic problems, slums, inadequate schools, parks, hospitals and sanitary conditions as among the compelling problems facing solution.

A Joint Statement on a 10-year program for metropolitan areas of the NPA Board and Standing Committees for Metropolitan Areas has been issued which states that a 10-year program can never settle all the problems, but it can throw light on the decisions which will be made. It can help assure that the decisions are reached after the available facts have been marshalled and the best thinking of experts and laymen has been brought to bear on them. It is to get this kind of thinking going that the NPA proposes a White House Conference on metropolitan development in 1957.



Stuart Chase has an article, "Zoning Comes to Town" in the February *Readers Digest*. It offers examples of actual incidents to illustrate the community benefits to be derived from intelligent zoning practice. Reprints are obtainable from the magazine.



The *continuous urban area* running from a line north of Boston to south of Washington will be the subject of a *new study* to be made by the *Twentieth Century Fund*, announces August Heckscher, Director of the Fund. The area, with a population of close to 30 million, or almost one fifth of the entire nation, and a length of over 600 miles, is gaining many of the characteristics of a single city. Nowhere else is there such a concentration of population, of in-

dustrial and commercial facilities, of wealth and cultural activities.

The study will be made by Jean Gottmann of France, a scholar, author and geographer of world repute. Dr. Gottmann is at present on leave as Professor, School of Political Science, University of Paris, and is a member of the Institute for Advanced Study, Princeton. He has made previous regional surveys in the United States.

The extended seaboard city, to which Professor Gottmann has given the name of Megalopolis, is actually a combination of conventional cities and adjacent areas which represent a unique phenomenon of urban growth along the eastern seaboard of the United States.

While Megalopolis is a unique phenomenon at present, Dr. Gottmann points out, it has vast implications for the rest of the country. Already there are several areas where the many-city groupings of a Megalopolis are beginning to be repeated and where a growth of continuously urbanized space is evident. He cites as an example the vast urban and suburban area that is rapidly expanding around Los Angeles. It has already reached San Bernardino inland and may some day be united with San Diego on the coast. Around Chicago, on the shore of Lake Michigan, another impressive urban continuity is shaping. Dr. Gottmann believes that as more metropolitan areas push forth their suburban tentacles one towards another through the nation, additional, though smaller, metropolitan clusters comparable to Megalopolis are being formed.

Dr. Gottmann hopes that his study will help citizens to understand the intricate process of urbanization which is taking place so rapidly throughout this country and in many other parts of the world. "This process is an old one," he observes, "and has greatly contributed, as many authors have shown, to the growth of Western civilization. Far from having reached its optimum in the middle of the twentieth century, the process of urbanization accelerated its pace.

"The United States has demonstrated that enough agricultural commodities

Planning and Civic Comment

of all kinds can be produced for a populous nation, enjoying a high standard of living, by the work of only one eighth of the total population. This proportion of the farmers within the nation may and probably will be further reduced. Thus 90 per cent of a prosperous nation must live from nonagricultural pursuits, but not in poorly planned and ill-functioning urban territories. This momentous evolution, one of the major American contributions to this century, leading to a new semi-urbanized civilization, is most advanced in Megalopolis.

"The new forms thus attained, the intensity of the problems, the solutions attempted, must be compared to what happens in all these respects in other principal metropolitan areas in the United States and perhaps in Canada. A clearer mode of classification for both problems and possible solutions may thus be worked out, based on factual observation rather than generalized theory. The whole survey may help to evaluate this new expanding frontier of the American economy: the urbanization of the land."



A conference of legislators from the States (including the D. C.) in the Potomac River Basin was held in the Senate Chamber of the Maryland Assembly at Annapolis on February 18, 19 and 20. Those attending from Washington were Brig. Gen. Lane, Engineer Commissioner of the District; Dr. Irston Barnes, President, Audubon Society of D. C.; Bernard Frank, Director Watershed Management, Forest Service and President of the Rock Creek Watershed Association; Admiral Neill Phillips; and Anthony W. Smith.

This conference was suggested by Gov. McKeldin and included a 10-man Maryland group, five legislators from Virginia and eight from Pennsylvania, with those from the D. C.

The conference will consider Potomac Basin problems as a whole, water supply, erosion, siltation, pollution, floods, recreation, with emphasis on forming a policy toward the Interstate Commis-

sion of the Potomac River Basin and exploring the feasibility of giving this Commission more authority.



What makes good government for metropolitan areas was discussed during a two-day conference held at the University of Pennsylvania on February 7 and 8.

Governors George M. Leader of Pennsylvania, Robert B. Meyner of New Jersey and J. Caleb Boggs of Delaware, as well as Mayors Richardson Dilworth of Philadelphia, George E. Brunner of Camden and August F. Walz of Wilmington were featured panelists.

Governmental specialists from Boston, Los Angeles and Toronto took part in the meetings, scheduled in connection with the 20th anniversary of the Institute of Local and State Government, and the 75th anniversary of the Wharton School of Finance and Commerce, at the University.

The major address, at the dinner on February 8, was delivered by Dr. Luther Gulick, President of the Institute of Public Administration in New York. He talked on the role of the States in solving metropolitan area problems.

A panel discussion, in which the governors and mayors participated, followed Dr. Gulick's address. Dr. James C. Charlesworth, professor of political science at the University, was chairman.

Representatives of leading civic, governmental and university research agencies in the Delaware Valley attended.

In anticipation of these meetings, the Institute sponsored two recent workshops analyzing metropolitan life and problems in general.



The long awaited Urban Renewal Study Board Report for Baltimore, Md. has been released and endorsed by the Mayor. It was made by a group of nationally recognized experts at a cost of \$35,000 and took seven months to complete.

Planning and Civic Comment

It calls for a 20-year, 900 million dollar program to eliminate slums and blight. Two-thirds of this money may come from the Federal Government and one-third from local sources, much of it in the form of local improvements, already programmed. It will require a three-fold increase in present renewal activities eventually eliminating 65,000 substandard dwellings. An additional 80,000 will require conservation, rehabilitation or code enforcement. This is the most important study made of Baltimore's problems.

The major recommendations include a single Renewal and Housing Agency to incorporate the main programs and powers of the Redevelopment Commission, the Health Department's Housing Bureau and the Housing Authority. The new Agency should have as a major function the encouragement of private investment in renewal neighborhoods. The Department of Public Welfare's Area Projects and the Planning Department's neighborhood urban renewal planning operations will be transferred to the centralized agency. The Director

will be appointed by the Mayor and be responsible to him. There will be a Commission consisting of five to seven persons. The Commissioners of the Redevelopment Commission and the Housing Authority have already resigned in order to facilitate the creation of the Renewal and Housing Agency. Legislation is pending in the City Council to make this agency a reality.

Another important recommendation concerns a strengthened Planning Department. The Planning Department will have a Director appointed by the Mayor. Responsibilities include the acceleration of a comprehensive general plan, the preparation of a 20-year development program and a 4-year capital improvement program and general concentration on city-wide planning for a metropolitan city. A policy making commission will be connected with this agency. An assistant to the Mayor is recommended to observe and evaluate development activities on a city-wide basis. A housing Court will be established on a permanent basis under State Legislation.

Student Conservation Program

The National Parks Association has sponsored a new Student Conservation program to help the National Park Service carry out its obligation to maintain the natural beauty of the parks while serving its visitors by enlisting the services of conservation minded students. During the summer of 1957, five trial projects will test the value and practicality of this educational training program. High school, college students and graduates will assist in two national parks by working directly with the park staffs. These trial projects of the Student Conservation Program are being financed by sources outside the National Park Service, because budgetary procedures will not per-

mit the use of Federal funds at this time.

In the Olympic National Park there will be two groups of 15 high school age boys, with two sessions of three weeks each, June 24-July 14 and August 5-August 25. There will be outdoor physical work, maintenance, improving and constructing nature trails. The Olympic College, Bremerton, Washington will train the boys in camping, mountain climbing, dendrology, botany and geology. There will be three college men or graduates in the field of biology or wildlife management from July 1 to August 31. They will conduct an elk census and observe wild life under the direction of the Park Biologist. There will be

three college women, students or graduates serving 8 weeks from June 28 to August 24, under the Direction of the Park Naturalist.

In the Grand Teton National Park there will be 16 carefully selected young, single men and women, college students or graduates serving eight weeks June 28 to August 24, to assist in five divisions of the park—Interpretative, Protective, Landscape, Fiscal, Maintenance and Construction. The U. S. Geological Survey, U. S. Forest Service, U. S. Fish and Wildlife, U. S. Bureau of

Reclamation, U. S. Soil Conservation Service, Wyoming State Fish and Game Commission, and Jackson Hole Biological Research Station will explain their function in the conservation program. Dr. Harold C. Bryant, naturalist and educator, former Superintendent of Grand Canyon National Park and founder of the Yosemite Field School and Interpretive Division of the National Park Service, will be camp supervisor. Mrs. Bryant will assist in counseling.

The Secrets of Jamestown

In the February 9, 1957 *Saturday Evening Post*, Richard Thruelsen relates a most graphic and interesting story of what visitors will see and learn at the 250th anniversary of the founding of the first permanent English colony in the New World at James Towne, the capital of Virginia for ninety-two years, when the seat of government was moved five miles inland to Williamsburg. Mr. Thruelsen points out that 174 years after the James River landing, Cornwallis surrendered at Yorktown, 19 miles away.

The Jamestown Festival, which will hold open house in the Jamestown-Williamsburg-Yorktown triangle for eight months, beginning April 1, 1957, marks 175 years since the United States became a Nation, and will carry the thousands of expected visitors back through the 350 years of occupation at Jamestown. They will see the Rockefeller

restoration of Williamsburg. They will learn on the ground the history of the surrender at Yorktown. But it is at Jamestown that they can realize the entire gamut of 350 years of colorful history. They will realize that the people of the United States now own the Colonial National Historical Park, established in 1936, and now under the administration of the National Park Service. The Park comprises all of Jamestown Island, not owned by the Association for the Preservation of Virginia Antiquities, the Yorktown battlefield, the Cape Henry Memorial (where the original settlers landed before proceeding up the James) and a fine twenty-two mile parkway which connects Jamestown with Williamsburg and Yorktown.

Prospective visitors to the Jamestown Festival will find the *Post* article interesting and helpful.

Chesapeake and Ohio Canal National Historical Park

The State of Maryland and the Federal Government over a period of years have been trying to work out suitable measures for the preservation of the old Chesapeake and Ohio Canal and for obtaining appropriate recreational use of adjoining lands along the Canal and the Potomac River. A joint study was made by the National Park Service and the Bureau of Public Roads in 1950 to determine the possibilities for the construction of a parkway along the route of the Chesapeake and Ohio Canal between Great Falls and Cumberland, Maryland. The findings of this joint reconnaissance survey were published as House Document No. 687 of the 81st Congress, 2nd session.

Objections developed to the construction of a parkway road on the Canal property because of the narrow limits between the bluffs and the river, and further complications

of railroads, highways and other developments. The National Park Service then made a very thorough restudy of the entire area and the Department of Interior came to the conclusion that the major part of the Canal between Great Falls and Cumberland should be preserved in a National Historical Park.

The pending bill, S. 77, introduced by Senator Beall, was drafted after consultation with Maryland legislators in Congress, and in addition to the National Historical Park provides for the administration and maintenance of a scenic parkway in the State of Maryland, between Md. Route 51 and a point near Paw Paw, West Virginia.

It would seem that the passage of this measure would preserve historic canal structures which are rapidly deteriorating and would create an historical park of lasting interest to the American people.

Park, Parkway and Recreational Area Surveys

The Act of June 23, 1936 (49 Stat. 1894) directed the National Park Service to cooperate with the States in the conduct of statewide park, parkway and recreational-area surveys. The 38 completed state reports on these surveys, plus other information obtained through this cooperative undertaking, made possible at that time a coordinated presentation of public park facilities.

Now, after the lean war and post-war years, the National Park Service, as a part of Mission 66, has announced a new survey to begin July 1, 1957. Cooperation with other Federal, State, and local agencies is being arranged and the results should provide a backlog of accurate information on which to build future programs for park, parkway and recreational use.

Cutting and Use of Forest Material in National Parks

Those who have made back country trips into the Olympic National Park have been aware for some years that in the consolidated area there were major problems of blow-downs and fire and disease-ridden areas within the Park. There has been some criticism of the cutting and marketing of trees in the Olympic National Park or in any National Park and the National Park Service late in 1956 announced a firm policy as follows:

The authority of a park superintendent to remove timber or other material is limited to areas designated on the Master Plan for public use, such as camp grounds, roads, and administrative areas. Within these sites only such trees and other vegetation are removed as are absolutely necessary for the development, and for public safety. The park superintendent is responsible for carrying out this policy in

park development, and for maintaining such areas in safe condition for visitor use. The salvage material removed is utilized merely because not to do so would be wasteful. . . .

Problems arising outside of those designated use areas such as blow-downs which create fire hazards, or insect infestations of epidemic proportions must be referred to the regional office and then to this Office for study and approval before control action may be initiated. If these problem sites are along existing roads, material may be salvaged which needs to be removed and is excess to the normal ecological cover. Such salvage proposals must be included in the justification furnished for the work. Clean-up must be done carefully to maintain this normal balance. There will be no removal of "potential" insect hazard trees and it has never been the policy of the National Park Service to do so.

Conservationists generally have hailed this pronouncement for the public good.

Devils Tower Anniversary

"Preservation of the wilderness qualities and primitive settings that give our national parks and monuments the values which led to their establishment" cited Secretary of the Interior Fred A. Seaton as an important goal of Mission 66, in the course of an address he delivered at the golden anniversary of the Devils Tower National Monument on September 24, 1956. Speaking at Sundance, Wyoming, the Secretary celebrated the establishment of Devils Tower as "the first national monument in our land."

"Just fifty years ago today," he said, "President Theodore Roosevelt signed the proclamation which

brought this majestic natural formation under the protection of the Act for the Preservation of American Antiquities which had become a law only three months before.

"Without question, the Antiquities Act," said Mr. Seaton, "was one of the most important measures ever passed for the protection of national landmarks and areas of scientific, historic, or prehistoric value. Part of its protection extends not only to those areas specifically proclaimed national monuments—such as Devils Tower—but to all federally owned lands.

"Today, there are 83 national monuments."

Meetings

Fifth Biennial Wilderness Conference was held at the Fairmont Hotel, San Francisco, Calif., March 15-16.

The American Society of Planning Officials held its 1957 Annual Planning Conference in San Francisco, Calif., March 17-21, with headquarters at the Sheraton-Palace Hotel.

The National Council of State Garden Clubs, Inc., will meet in Miami, Fla., March 31, April 1, 2, 3, and 4. Sessions will be held in the Bayfront Auditorium. Hosts are the Florida Federation of Garden Clubs and the Council of Garden Club Presidents of Dade County. Post convention tours to Cuba and the other Caribbean Islands are being planned.

The *Izaak Walton League* will hold its 35th Anniversary Convention in Washington April 3-6, with headquarters at the Mayflower Hotel. The general theme will be "Conservation and Recreation." The program will emphasize the long-range objectives of the League in these fields and focus public attention on the more immediate problems and opportunities for the protection and restoration of America's soil, woods, waters and wildlife. General Chairman for the Convention is Garrett M. Van Hoesen a national Director of the League for Maryland.

The 26th Annual Meeting of the *National Housing Conference* is planned in Washington, D. C. for June 17, with headquarters at the Hotel Statler.

The 45th Annual Meeting of the *Chamber of Commerce of the United States* will be held in Washington, D. C. April 29-30, May 1, 1957.

The *Town and Country Planning Association of England* has arranged a study-holiday tour of Portugal and southern Spain for April 25 through May 14.

The Centennial Celebration Convention of the *American Institute of Architects*, in Washington, D. C. May 14 to 17 at the Sheraton-Park and Shoreham Hotels.

The British Architects Conference is to be held at Oxford, England July 10-13.

The American Society of Landscape Architects will hold its annual meeting in San Francisco, July 8, 9, 10, 1957.

National Conference on State Parks—37th Annual Meeting. Douglas Lodge, Lake Itasca, Minnesota, Sept. 15, 16, and 17, 1957, this being the centennial of the admission of the State of Minnesota into the Union.

The 4th National Watershed Congress is scheduled to be held in Atlanta, Ga. September 23, 24 and 25, 1957. Walter S. Davis, Jr., Texas rancher and former president of the National Association of Soil Conservation Districts will continue as Chairman. Attention will be placed on pollution abatement, municipal water supply and recreation

as well as state water laws and federal participation in watershed development under the Watershed Protection Act.

American Institute of Planners 1957 Annual Meeting is to be held Oct. 13-17, with headquarters at the Congress Hotel, at Chicago, Ill.

California Announces State Park Criteria

At their meeting in Los Angeles on October 19, 1956, the California State Park Commission unanimously adopted a resolution which summarized and reaffirmed the basis on which areas should be included in the State Park System.

In announcing the action of the Commission, Chairman Joseph R. Knowland said: "These are well established principles that have been followed by successive Commissions over the years and have resulted in building a State Park System second to none in the Nation. The essential point is that the Parks are of statewide and not of local significance."

The resolution was as follows:

RESOLVED, that the California State Park Commission, in order to indicate the basis of selection of State Park areas, approve and reaffirm the following principles:

STATE PARK CRITERIA

Ever since the Legislature in 1927 authorized the establishment of a *State Park System*, and by statute (Public Resource Code, Section 5006) empowered the State Park Commission to acquire, as a part of that system such lands and other

properties as "the Commission deems necessary or proper for the extension, improvement or development of the State Park System", there have been definite criteria for the establishment of State Parks.

These have been used as a guide by the Commission in the acquisition of State Park lands in accordance with their understanding of the State Park concept since the founding of the system. They have been frequently stated, notably in four documents: (1) The Olmsted Survey and Report to the Legislature (Chapter 764, Statutes of 1927); (2) Statement by the original State Park Commission in 1928, entitled "State Parks—What Are They?"; (3) Supplementary Olmsted Survey of 1950 (Section I, Chapter 1422, Statutes of 1945); and (4) The Five Year Master Plan, 1956.

These criteria involve certain principles:

1. Areas in the State Park System should be of statewide and not local significance.

2. They should possess outstanding qualities of landscape or features

Planning and Civic Comment

of special significance that make their preservation and public recreational use a matter of statewide concern.

3. They should be on a scale worthy of inclusion in the State System.

4. They should be unified and complete areas with logical boundaries.

5. State Parks are primarily natural areas. Developments are for the purpose of making the areas available for public enjoyment in a manner consistent with the preservation of natural attractiveness and should be of the simpler sorts in a natural environment (i.e. camping, picnicking, sightseeing, nature study, hiking, riding, boating, swimming, fishing, etc.) involving no major modification of their lands, forests and waters, and without extensive introduction of artificial features such as athletic fields, playgrounds, golf courses, and other forms of recreational developments that primarily are for local benefit.

6. Funds for the State Park System are not intended to be used as a subsidy to local recreational developments. Important as these are, they have traditionally been considered as the responsibility of local communities, and are not a part of or related to the State Park System, which supplements on a statewide basis the local recreational provisions.

7. The State Park areas should be equitably distributed so as to assure proper balance in their use by the

citizens of all parts of the State, but not necessarily located in specific communities on the basis of population or area. The statewide value of the present State Park System is shown by the fact that a majority of the visitors to many remote parks come from the populous centers of the State. One of the primary purposes of the State Parks is to afford city dwellers the benefits of life in the open country; therefore, county lines cannot be taken as the basis of distribution of parks, but rather the determining factor should be the availability of the types of lands than can most satisfactorily afford the sorts of outdoor recreation that are characteristic of State Parks.

8. In determining the value to the different parts of the State of areas proposed for State Park purposes, not only should reasonable accessibility to the entire population be taken into account, but also the relative cost to the State in terms of the types of recreation characteristic of State Parks.

The above and other established principles have been followed by successive State Park Commissions to the best of their ability in building up the State Park System, and according to the experience and understanding of the State Park Commission have been generally supported by the Legislature and the people of the State. They are the basis of action by the State Park Commission in carrying out the responsibility placed upon it by the Legislature.

IN MEMORIAM

CHARLES H. TOMPKINS, SR. {1883-1956}

The death of Charles H. Tompkins, Sr., on December 12, 1956 in Washington, D. C., marks the passing of a Charter Member of the Committee of 100 on the Federal City and a long-time member of the American Planning and Civic Association. He was one of the foremost civic leaders of Washington and the activities of his firm, Chas. H. Tompkins, Co., construction engineers, left a mark upon the National Capital. Numerous developments across the country were constructed also. One of Mr. Tompkins' recent activities which brought

him fame was the remodeling of President Eisenhower's farm at Gettysburg, Penna.

A native of Baltimore, Mr. Tompkins had been a resident of Washington since 1884. He was educated at Lehigh University, but left before he earned his degree. His wife, who was a partner in his business, died three years ago. He is survived by four children, two sons, Francis M. and Charles H., who hold executive posts in the company, and two daughters, Mrs. Andrew Parker and Mrs. Malcom Matheson, Jr.

DR. GEORGE T. MOORE

Dr. George T. Moore, noted botanist and for 45 years Director of Shaw's Gardens in St. Louis, died November 27, 1956.

Dr. Moore had an international reputation as a botanist and under his direction Shaw's Gardens gained

recognition as one of the outstanding gardens of the world. He received many honors in the development of varieties of orchids and lilies. He had been a member of the APCA since 1937.

MRS. CHARLES W. WARD

We have received word of the death of a Life Member, Mrs. Charles W. Ward of Andover, Mass., whose membership, with that of her

husband, extends back to 1913. Mrs. Ward's death occurred October 8, 1956.

Book Reviews

THE ART OF ARCHITECTURE. By Sir Albert Richardson and Hector O. Corfiato. Revised edition, 1956. Philosophical Library, Inc., New York, N. Y. 744 pp. \$25.00.

If this volume is classed as a history of architecture, it could well qualify under that heading. But that designation would seem inadequate, and any reader expecting to find just another recital of leisurely meanderings among the dry bones of purely chronological data, is surely headed for an agreeable surprise.

As a title, "The Art of Architecture" is well chosen, indicative as it is of wide ranging purpose. That intent is adequately accomplished as the authors set the subject on a broad base reaching back to the life and thought of Mesopotamia, Chaldea and Egypt, and carrying forward through the ages to the present time. It is with keen insight and unerring perception that building is presented as the art "most closely related to the progress of mankind."

When primitive man's effort to merely shelter himself from wind and weather, gave way to his quest for new forms to express a fitting environment for his position in an organized society with its expanding philosophy of life, architecture as Fine Art emerged.

The stupendous amount of research involved in collecting and arranging the factual elements of this volume is evident. In adopting a plan for presentation the authors cite their objection "to dissociate historical facts from discussion of elementary laws of design"; they

sought also to avoid the recital of "a mass of technicalities or bias in any particular direction". With such a premise they have mapped out the principles of architectural composition, and their genesis in succeeding eras as influenced by social, political and religious conditions. The result of all this reflects a quality of balance and completeness that leaves little to be desired.

To the student, as well as to the layman interested in the subject, the study of this book with its scores of line drawings intermingled with the text, and further supplemented by nearly three hundred pages of admirably selected half tone illustrations, will prove rewarding experience.

Louis A. Simon, Washington, D. C.

WORKING FOR THE PEOPLE: Promise and Performance in Public Service. By Robert Moses. Harper and Brothers, New York, 1956. 283 pp. \$4.50.

This book consists of a number of speeches, letters, articles, reports and interviews, of Robert Moses, assembled and edited by a friend. Twenty chapters deal with the following subjects: theory and practice in politics; recruitment for the public service; planning problems of the metropolitan area with specific emphasis on New York City; the role of government in housing, parks and museums in large urban areas; conservation of natural resources; the automobile and highway construction; and preparation for public service. The author's insight into major con-

Planning and Civic Comment

temporary problems under discussion is extremely useful.

POTOMAC PLAYLANDS. A Guide to Vacationing in the Potomac River Valley. Interstate Commission on the Potomac River Basin, 203 Transportation Bldg., Washington 6, D. C. 1957. 102 pp. \$1.00.

This booklet is worthy of the special attention of all those interested in the conservation of the Potomac River and the enjoyment of its unique recreational opportunities. It contains 12 chapters, each a guide to the fuller enjoyment of recreational pursuits. An introduction by Justice William O. Douglas, who hiked the length of the Chesapeake and Ohio Canal, calls attention to the fact that the booklet mentions the provisions for recreational areas around Washington, D. C., which are all too meager. He refers to the master plan for bringing the Potomac Basins water resources into full production by ridding the river of pollution, improving the agricultural and forest lands and controlling the amount and quality of the River's flow and the siltation of the reservoirs needed to supply the metropolitan region with safe drinking water.

Potomac Playlands tells us what recreational and wildlife assets exist and how to make better use of them.

20TH ANNUAL REPORT OF THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION. Prince Georges and Montgomery Counties. 1956. 52 pp.

A 300-square-mile area in the Maryland Washington Regional District is the planning unit over which the Maryland-National Capital Park and Planning Commission

has jurisdiction. In the Maryland-Washington Regional District, the Commission operates a 3,800-acre regional park system with extensive recreational facilities. The Commission prepares plans for highways, school and park sites, land use, airports and all other aspects of regional and community growth. The Commission maintains two regional offices, one in Montgomery County at 8500 Colesville Road, Silver Spring and the other in Prince Georges County, 4811 Riverdale Road, Riverdale. A phenomenal population increase in the district during the last quarter of a century has created extensive planning problems. The many illustrations in the report, showing maps, plans and photographs give a picture of existing conditions and plans for the future in these two important counties on the northern periphery of the Nation's Capital.

NEW DISCOVERIES AT JAMESTOWN. By John L. Cotter and J. Paul Hudson, National Park Service, U. S. Government Printing Office, Washington 25, D. C. 1957. 50c.

The National Park Service has issued this hundred-page, illustrated bulletin, prepared by John L. Cotter, Supervising Archeologist, and J. Paul Hudson, Museum Curator, with a preface by Charles E. Hatch, Jr., all on the staff of Colonial National Historical Park.

Starting in the summer of 1934 a group of archeologists set to work to explore the site of the first permanent English settlement at Jamestown Island, Virginia. By 1956, in spite of interruptions, 140 structures—brick houses, frame houses with brick footings, outbuildings,

Planning and Civic Comment

workshops, wells, kilns, and even an ice storage pit—had been recorded. In all, a half million individual artifacts at the Jamestown museum represent the largest collection from any 17th century colonial site in North America. The massive church tower is the only 17th century structure remaining above ground today. From these discoveries it has been possible to recreate the history of the everyday life and manners of the first Virginia settlers. Every page of the brochure is made vivid with pictured illustrations of the furniture, building materials, hardware, andirons, candlesticks, pottery and table silver.

SOCIAL CHARACTERISTICS OF URBAN AND RURAL COMMUNITIES, 1950. Census Monograph Series, sponsored by the Social Research Council and the Bureau of the Census. John Wiley & Sons, 440 Fourth Ave., New York 16, N. Y. 1956. 421 pp. \$6.50.

The most recent addition to the Census Monograph Series, "Social Characteristics of Urban and Rural Communities, 1950" supplies an extensive statistical survey of contemporary community structure in the United States. The new book, written by Otis Dudley Duncan and Albert J. Reiss, Jr. was published in October 1956.

The latest census statistics form the fresh working material out of which this analysis of American community characteristics grows. The authors are concerned with four major aspects of community structure: size, spatial organization, growth and stability, and functional classification. Using new methods of identifying suburbs and the rural-urban fringe, the volume is the first

to work with the Census Bureau's new size of place classification. This includes in one series the largest urbanized areas, cities and towns of intermediate size, villages, and non-village rural population.

A more comprehensive functional classification of cities is also made here than has been attempted previously. In this respect, the authors show what differences in demographic, economic, and socio-economic characteristics are associated with functional specialization of various kinds. Discernible trends, comparisons of various communities, and specific cities that illustrate notable points are included throughout.

Chapter headings consist of: community size and urbanization, age and sex composition, race and nativity composition, marital status and family characteristics, mobility, education, labor force and occupation, income, suburbs and urban fringe, rural-urban fringe, urban influences on rural population characteristics, metropolitan suburbs and independent cities, growing and declining standard metropolitan areas and urban places, types of functional specialization, functional specialization in manufacturing, characteristics of trade centers, minor types of functional specialization, and high and low income communities. Nearly 200 tables and additional charts sort and classify innumerable details for immediate reference.

Dr. Duncan is assistant professor of sociology and associate director of the Population Research and Training Center at the University

Planning and Civic Comment

of Chicago. Dr. Reiss is professor and chairman of the Department of

sociology and anthropology at Vanderbilt University.

Recent Publications

- PRESERVATION OF HISTORIC DISTRICTS.** By John Codman, American Society of Planning Officials, 1313 E. 60th St., Chicago 37. 1956. 36 pp. \$2.50.
- AUTHORITY AND ORGANIZATION OF THE AIR POLLUTION CONTROL DISTRICT.** Los Angeles Air Pollution Control District, 434 South San Pedro Street, Los Angeles, 1956.
- THE REQUIREMENTS OF AIRPORTS IN THE JET AGE.** By Admiral Charles E. Rosendahl. Robert W. Fisher, Doremus and Company, 120 Broadway, New York 5, 1956. 13 pp.
- PARKING GUIDE FOR CITIES.** By Division of Research, Bureau of Public Roads, U. S. Department of Commerce, U. S. Government Printing Office, Washington, D. C. 1956, 172 pp. 55c.
- ANNEXATION POLICY RECOMMENDATIONS BY PLANNING BOARD.** Denver Planning Office, City Hall, Denver, Col. 1956. 25 pp.
- A LOOK AT OUR CITY.** Planning Department, City Hall, Alexandria, Virginia. 1956. 103 pp. \$2.00.
- ZONING TO REQUIRE OFF-STREET PARKING FACILITIES FOR BUILDINGS.** Report No. 2908. New York State Conference of Mayors, Bureau of Municipal Information, 6 Elk St., Albany, 7, N. Y. 1956. 17 pp. \$1.
- TRENDS IN REVISING ZONING ORDINANCES.**—Report No. 150, July 1956. Management Information Service, International City Managers' Association, 1313 E. 60th St., Chicago, 37, Ill. 1956. 14 pp.
- AMERICAN SKYLINE: THE GROWTH AND FORM OF OUR CITIES AND TOWNS.** By Christopher Tunnard and Henry Hope Reed. The New American Library, New York 1956. 224 pp., illus. plans. (A Mentor Book). 50c.
- LAND SUBDIVISION REGULATIONS: A HANDBOOK FOR PUBLIC OFFICIALS.** Prepared by the League of Wisconsin Municipalities, 30 East Johnson St., Bureau of Government, Extension Division, University of Wisconsin and State of Wisconsin Planning Division. 300 State Office Building, Madison, Wis. 1956. 29 pp. \$2.00.
- A REPORT OF THE PROCEEDINGS OF THE 39TH ANNUAL MEETING OF THE AMERICAN INSTITUTE OF PLANNERS.** American Institute of Planners, 34 Brattle Street, Cambridge 38, Mass. 1956. 69 pp. roster, supplement. Members \$2; others \$3.50.
- THE METROPOLIS IN MODERN LIFE.** Edited by Robert Moore Fisher. xiii and 401 pp. index. (Columbia University Bicentennial Conference Series). Doubleday and Co., Inc., Garden City, N. Y. 1955. \$6.00.
- COMMUNITY BUILDING: Science, Technique, Art.** By Carol Aronovici. Doubleday & Co., Inc., Garden City, N. Y., 1956. 354 pp. \$7.50.
- ENGINEERING STRUCTURAL FAILURES.** By Holt Hammond. Foreword by Sir Bruce White. Philosophical Library, New York, N. Y. 1956. 224 pp. \$12.00.
- BUILDINGS FOR TOMORROW.** Guide for Planning Settlements and Community Buildings. By Fern M. Colburn. 160 pp. Whiteside, Inc. and William Morrow and Co., New York, N. Y. 1955.
- THE ECONOMIC STATE OF NEW ENGLAND:** Report of the Committee of New England of the National Planning Association. Directors of Research and Editors, Arthur A. Bright, Jr. and George H. Ellis. xii and 738 pp.; maps, diagrs., bibliogrs., index. Published by arrangement with the New England Council, Yale University Press, New Haven; 1955. \$6.00.
- THE STATES AND THE METROPOLITAN PROBLEM.** John C. Bollens, Director of the Study. The Council of State Governments, 1313 East 60th St., Chicago 37, Ill. 1956. 163 pp. Cloth bound, \$3.00; paper bound, \$2.50.
- THE CORE OF THE CITY.** By John Rannels. Columbia University Press, New York 27, N. Y. 1956. xxix and 237 pp. \$5.50.
- CALIFORNIA AND THE SOUTHWEST.** Clifford M. Zierer, Editor. John Wiley & Sons, Inc. 440 Fourth Avenue, New York 16, N. Y. 1956. 376 pp., maps, photos, diagrs., tables. \$11.25.

Planning and Civic Comment



Official Organ of American Planning and Civic Association and
National Conference on State Parks

A FEDERAL CITY PROGRAM

Adopted by the

Committee of 100 on the Federal City
American Planning and Civic Association

February 11, 1957



*Presented to the Committee of 100 on the Federal City
and members of the
American Planning and Civic Association
at a Lunch in Washington, D. C.
December 12, 1956*

MARCH 1957

SUPPLEMENT—PART II

PLANNING AND CIVIC COMMENT

Published Quarterly

Successor to: City Planning, Civic Comment, State Recreation

Official Organ of: American Planning and Civic Association,
National Conference on State Parks

SCOPE: National, State, Regional and City Planning, Land and Water Uses, Conservation of National Resources, National, State and Local Parks, Highways and Roadsides.

AIM: To create a better physical environment which will conserve and develop the health, happiness and culture of the American people.

EDITORIAL BOARD

HARLEAN JAMES

FLAVEL SHURTLIFF

CONRAD L. WIRTH

CONTRIBUTING EDITORS

HORACE M. ALBRIGHT

HARLAND BARTHOLOMEW

RUSSELL V. BLACK

HAROLD S. BUTTENHEIM

GEORGE L. COLLINS

KENNETH R. COUGILL

S. R. DEBOER

CHARLES DETURK

NEWTON B. DRURY

V. W. FLICKINGER

S. HERBERT HARE

JOHN IHLDER

THOMAS W. MORSE

JOHN NOLEN, JR.

F. A. PITKIN

HUGH R. POMEROY

FRANK D. QUINN

BEN H. THOMPSON

TOM WALLACE

MANAGING EDITOR

DORA A. PADGETT

Entered as second-class matter at the Post Office at Washington, D. C. under the Act of March 3, 1879. Additional entry at Harrisburg, Pa.

EDITORIAL AND PUBLICATION OFFICE, 901 Union Trust Building, Washington 5, D. C.

Printed by the Mount Pleasant Press, J. Horace McFarland Company, Harrisburg, Pa

INTRODUCTION

By HARLEAN JAMES

Executive Secretary, American Planning and Civic Association and Charter Member of the Committee of 100 on the Federal City

The Committee of 100 on the Federal City, organized by Mr. Frederic A. Delano in 1922-1923, at the request of Dr. J. Horace McFarland, then President of the American Civic Association, has from the beginning attracted to its membership a good cross section of the business, professional and civic leaders in the community. It has been served successively as Chairman by Frederic A. Delano (1922-1943), Hon. Owen J. Roberts (1943-1945), Hon. Clifton A. Woodrum (1946-1947), C. Melvin Sharpe (1947 to date).

In our first folder issued in 1923 it was stated that it was our task to persuade Congress to put Washington under a concrete plan for development such as George Washington would approve. We set forth three principal objectives: (1) The working out of a comprehensive plan; (2) The acquisition quickly of all yet available park areas recommended by the McMillan Commission in 1901 and of other areas that will protect Rock Creek and will give adequate open spaces for the greater city; (3) The cooperation of all officials to make and maintain the Federal City as not only the most beautiful but the most efficient Capital City in the world.

At the anniversary lunch, held December 12, 1956 at the Statler Hotel, the National Capital Planning Commission attended in a body, including Harland Bartholomew, Chairman, C. McKim Norton; Claude W. Owen; Major General E. C. Itschner, Chief of Engineers, USA, and his alternate Col. Gunnard Carlson; Brig. General Thomas A. Lane, District Engineer Commissioner and his alternate Lt. Col. Thomas B. Hunter; F. Moran McConihe, Commissioner of Public Buildings; Charles D. Curtiss, Commissioner of Public Roads; Thomas Vint, representing Conrad L. Wirth, Director, National Park Service; and John Nolen, Jr. Director of Planning.

The members of the Joint Committee on the National Capital, representing ten national organizations, held morning and afternoon sessions and were guests at the lunch, including General U. S. Grant 3rd, Chairman, Harlean James, Secretary-Treasurer, Horace W. Peaslee, all members of the Executive Committee; Robert Woods Bliss, representing the American Federation of Arts; Lorimer Rich and David N. Yerkes, representing the American Institute of Architects; Fred W. Tuemmler, representing the American Institute of Planners; General Grant and Irving J. Root, representing the American Planning and Civic Association; Leon H. Zach and Merel S. Sager, representing the American Society of Landscape Architects; Mrs. George A. Garrett, representing the Garden Club of America; Wheeler Williams and Bruce Moore, representing the National Sculpture Society; and Max S. Wehrly, representing the Urban Land Institute. Frederick Gutheim, Member at Large, was represented

by Mrs. Doria Gladstone. Seven charter members of the Committee of 100 were introduced: Col. A. B. Barber, Joshua Evans, Jr., John Ihlder, Harlean James, Claude W. Owen, Horace W. Peaslee, and Louis A. Simon. The Commission of Fine Arts was represented by Dr. David E. Finley, the District Commissioners by General Thomas A. Lane, and the Press by John T. O'Rourke of the *Washington Daily News*. Officials who reported to the Joint Committee on the National Capital also present at the lunch were: William H. Cary of the Interstate Commission on the Potomac River Basin; Col. William Bird, Chief Engineering Division, Washington District, Corps of Engineers; Dr. David E. Finley, Chairman, Commission of Fine Arts; John Nolen, Jr., Planning Director, National Capital Planning Commission; Paul C. Watt, Jr., Director, National Capital Regional Planning Council; Fred S. Poorman, Deputy Commissioner of Public Buildings, General Services Administration; Harry T. Thompson, Assoc. Superintendent, National Capital Parks, National Park Service. Hon. Robert E. McLaughlin, President of the Board of District Commissioners was not able to be present, because of illness, but sent in his paper to be read to the Joint Committee.

The Committee of 100 on the Federal City, as outlined by General Grant, made its first Report in January, 1924; adopted its revised program in January, 1940 and at the anniversary lunch on December 12, 1956, outlined its accomplishments in the statements of General Grant and Mr. Owen and adopted a revised program to guide the future, as presented by Mr. Peaslee.



HISTORY

of the Committee of 100 on the Federal City of the American Planning and Civic Association

Presented By U. S. GRANT 3RD, President

When more than 30 years ago, in the early 20's Dr. J. Horace McFarland, then President of the American Civic Association, and his associates, took stock of the growth of the Federal City, they realized that there had never been any continuous planning for the Capital. There was the L'Enfant Plan of 1790. There had been the various departures from it and uncoordinated individual developments; and then the McMillan Commission Report of 1901 (a hundred years after the seat of Government was moved to Washington) which recommended a return to the neglected L'Enfant Plan, the development of the Mall and the acquisition of an extensive park system. Even then, in consequence of the Civil War and post-war growth, Washington had far outgrown the limits of the L'Enfant Plan, with its Florida Avenue northern boundary. Congress had in 1846 perhaps unwisely retroceded to Virginia all that part of the original ten miles square which lay west of the Potomac, nearly one-third of the entire original area. The street system in the newer areas of the District was botched, hills were leveled, water courses were destroyed, needed park areas were built upon, and the 1898 Highway plan called for grading expensive for both the city and the property owners. Although the Federal Government had undertaken several of its projects, the District Commissioners had made little or no progress in the acquisition of the park lands recommended in the McMillan Report.

So Dr. McFarland, on the suggestion of Dr. Charles Moore, then Chairman of the Commission of Fine Arts, invited Mr. Frederic A. Delano to form our Committee of 100 on the Federal City. Mr. Delano had participated in planning in Chicago and had succeeded the late Charles G. Norton as Chairman of the Regional Planning Commission of New York and Environs set up by the Russell Sage Foundation. It is Mr. Norton's son, C. McKim Norton, who is the Executive Vice-President of the Regional Planning Association of New York and is today a member of the National Capital Planning Commission.

The Committee at once recognized the valiant services of the Commission of Fine Arts, set up during President Taft's administration in 1910, and the wisdom of the District Commissioners in sponsoring the Zoning Act and Regulations based on a Report of Harland Bartholomew, Planning Consultant, adopted in 1920. The Committee of 100 issued its first Report in 1924. At the outset the Committee recognized the Federal responsibility for the Federal City and sponsored legislation to create the National Capital Park and Planning Commission. The Act of Congress of 1926 recognized clearly that planning is a necessary coordinate function with legislation and administration. It was necessary to adapt the Standard

City Planning Enabling Act, drafted by a nation-wide committee, appointed by the then Secretary of Commerce, Herbert Hoover, of which Dr. McFarland was a member, to the District of Columbia.

It was considered sound planning policy to set up the Commission as created by Congress. It was also recognized that the District of Columbia, as the seat of the Federal Government would have to serve its three branches—The Legislature, The Executive and the Judiciary. The municipality could not expect to finance the administration of the District from taxation of private real estate. Extensive heavy industry which supports most cities did not exist within the District. From the beginning, the Committee of 100 has urged more adequate appropriations from Congress to support a worthy national capital, while relying on local taxation to contribute within its capabilities to the over-all expenses.

Under the inspiration and urging of the Committee of 100, with the active cooperation of the American Institute of Architects, the American Society of Landscape Architects and the National Conference on City Planning, Congress passed the Act of 1924 setting up the National Capital Park Commission and two years later amended the Act to create the National Capital Park and Planning Commission—Washington's first permanent planning commission, charged with the duty of preparing, developing and maintaining a comprehensive, consistent and coordinated plan for the National Capital and its environs. This Capper-Gibson Act marked a milestone.

The Committee of 100 also helped the passage of the Capper-Cramton Act of 1930, which authorized grants and Treasury advances up to thirty-three million dollars for purchase of parks, parkways and playgrounds in Washington and nearby Maryland and Virginia. Who can suppose that, without the Capper-Cramton Act, the Washington Region would today have a creditable, if yet incomplete, park system?

In this same year, with the Committee's blessing, the Shipstead-Luce Act was passed by Congress to set up architectural control of sorts by requiring the Commission of Fine Arts to make recommendations on private buildings facing certain public buildings and grounds in the Federal City, to be designated by the D. C. Commissioners in consultation with the National Capital Park and Planning Commission.

In the 20's and again in the 30's the Committee successfully fought the development of power on the Potomac and by this time other allies had been secured. The Garden Club of America has proved a staunch advocate of the planned development of the Nation's Capital. The American Federation of Arts, the American Institute of Planners, (National Association of Real Estate Boards) the Urban Land Institute, the sculptors and the mural painters have joined with the American Institute of Architects, American Society of Landscape Architects and the American Planning and Civic Association in the Joint Committee on the National Capital to promote a worthy and planned National Capital.

In recent years the Committee of 100 has taken a deep interest in protecting the Potomac River from pollution and has supported the Interstate Commission on the Potomac River Basin in its area-wide plans for future land and water uses, as well as the several citizen groups covering part or all of the region.

In 1940, after taking stock of accomplishments and progress, at a dinner the Committee adopted a new set of Resolutions, from which we quote one significant statement:

No longer should we regard planning as a method of setting up restrictions to prevent officials and citizens from free action; but rather as a means of positive determination of the pattern of the future, under which sound plans are devised and practical projects outlined on an economic schedule which will ensure their realization without undue burden on the taxpayers.

May I add national and local?

Coming into more recent time, the late Alfred Bettman worked very closely with the officers of the American Planning and Civic Association in drawing up the Federal Urban Redevelopment Act and with the Committee of 100 for such advice as he gave on the D. C. Act.

The Committee supported the creation of the National Capital Housing Authority as a worthy successor of the Alley Dwelling Authority. When the public works program came along, the Committee of 100 endorsed the plan and such projects in it as conformed to the Comprehensive Plan of Washington, and advocated the increase of Federal contribution to the District Budget to bring it up to the \$20,000,000 authorized in Public Law 364 of the 83d Congress.

Since one of the motivating aims of the Committee of 100 was the development of an adequate park system in the D. C. and its environs, the Committee has been active in recent years in the preservation for highest human use of the parks and parkways of the National Capital Area. The Committee has opposed encroachment on Theodore Roosevelt Island in the Potomac. It has opposed the superimposing of a general purpose expressway through the length of Rock Creek Park and has cooperated actively with Rock Creek Park Day to bring home to the citizens of Washington and the Nation the crucial importance of protecting Rock Creek Park for continued park service in the Federal City. The Committee stands for the preservation of stream-valley parkways secured and improved by the Maryland National Capital Park and Planning Commission for over a quarter of a century and more recently for the Northern Virginia parkway program. The Committee has consistently opposed the taking over for parking of cars above or below ground of the much needed downtown parks which were a part of the original L'Enfant Plan and which are needed more than ever in the crowded business district where so many citizens spend most of their waking hours.

In 1952 the Committee supported the Act of Congress which amended the Planning Act of 1926, reconstituted the Commission to include a representative of the Bureau of Public Roads and of the Public Buildings

Service, and added one citizen member to be appointed by the President on nomination of the District Commissioners. The Committee also heartily approved the Act of Congress creating the National Capital Regional Planning Council which has proved an excellent coordinating body to stimulate metropolitan and regional planning throughout the Capital area.

Mindful of the beneficial effects of sound redevelopment the Committee has approved plans for the Southwest Area as passed on by the National Capital Planning Commission.

And finally the Committee has been aware of the need for a revision of the zoning map and regulations and has followed the Reports of Harold M. Lewis, employed by the District Commissioners and approved of the close cooperation of the National Capital Planning Commission with its Comprehensive Plan and current Neighborhood Studies.

It is not to be supposed that every recommendation of the Committee has been realized, but I think we may claim that the Committee has exercised a public-spirited influence on the sound development of Washington and its environs.

In closing permit me to read two short quotations, which seem to me to state the inspiration that has guided our Committee of 100 through the years:

L'Enfant wrote in one of his reports he "strove to have those things done which would reflect an immortal honor on the Nation and rapidly raise the Seat (of government) to a splendid and inviting Capital."

And the following from a decision of the Supreme Court, 29 May 1933:

The District is not an "ephemeral" subdivision of the "outlying dominion of the United States", but the capital—the very heart—of the Union itself, to be maintained as the "permanent" abiding place of all its supreme departments, and within which the immense powers of the general government were destined to be exercised for the great and expanding population of the forty-eight states, and for a future immeasurably beyond the prophetic vision of those who designed and created it.



COMPARISON

of the

Recommendations of the Committee of 100 on the Federal City Presented in 1924 and 1940 With Accomplishments to Date

Presented by CLAUDE W. OWEN, Charter Member

Looking backward we must place the passage by Congress of the Ball-Gibson Act of 1924, amended by the Capper-Gibson Act of 1926 to create the National Capital Park and Planning Commission, together with the Capper-Cramton Act for park purchase in the metropolitan region and the Shipstead-Luce Act for architectural guidance, both passed in 1930, as outstanding accomplishments in which the Committee of 100 on the Federal City participated. These achievements were cooperative ventures. We owe much to Congress and the District Committees of the House and Senate. We owe much to official agencies in the District—the Board of District Commissioners, the Board of Education, the Recreation Board, the National Capital Housing Authority, the District of Columbia Redevelopment Land Agency, the Zoning Commission and the Board of Zoning Adjustment. We owe much to Federal Agencies—the Commission of Fine Arts, the National Park Service, the U. S. Forest Service, the Engineering Corps of the Army, the Public Buildings Administration and the Bureau of Public Roads, and the Architect of the Capitol. Much progress has been secured from educational programs of the Board of Trade, the citizens associations, the Washington Housing Association and the ten national organizations represented on the Joint Committee on the National Capital. Since 1926 we have depended on the Planning Commission for leadership.

ARCHITECTURE

Scanning the recommendations of the Committee on Architecture, with Horace W. Peaslee as Chairman, we point out for the first period, the passage by Congress of the Architects Registration Act of 1926. We profited by the Capper-Gibson and Shipstead Acts. We are sorry to report that the Architects Advisory Council which functioned for ten years, has never been replaced. In 1940 the Committee recommended a coordinated public buildings program and the elimination of temporary buildings. Today the General Services Administration has begun a systematic demolition of temporary buildings and has announced that a program for location of new Federal buildings in and near the Nation's Capital will soon be forthcoming. We recommended the planned improvement of 16th street and Pennsylvania Avenue on the north side from the Triangle which itself remains incomplete. The plaza to be developed opposite the Commerce Building is now used for parking automobiles.

PARKS AND OPEN SPACES

In 1924 the principal recommendations of the Committee on Forest and Park Preserves, under the Chairmanship of the late Charles F. Con-saul, was for the creation of a park commission. Congress acted that year to set up the Commission and two years later to create the National Capital Park and Planning Commission which retained the authority to plan for and acquire parks, parkways and playgrounds. Acquisition has been stimulated by the Capper-Cramton Act of 1930. A total of \$16,000,000 has been authorized by the Federal Government to be repaid from the District of Columbia budget. Of this more than \$13,000,000 has been appropriated for the 2,816 acres already acquired, leaving 147 acres of the program still to be secured in the District. A total program of 6,500 acres is planned for the George Washington Memorial Parkway of which 3,750 acres have been acquired by the National Capital Planning Commission and 1,724 acres secured by other agencies, leaving 1,619 acres to be acquired in Prince Georges and Fairfax Counties. For the Maryland stream valley parks, over 3,000 acres have been or are being acquired, leaving nearly 4,600 acres to be acquired. For these parks the land is acquired by Maryland with one-third of the cost paid by the United States. In 1940 the Committee recommended the Fort Drive. Today 98 percent of the right of way is in Federal ownership and 99 percent of the areas around the Forts has been acquired. The Washington-Baltimore Parkway, as recommended by the Committee, has been completed, although mixed heavy traffic is permitted on the Baltimore section.

SCHOOL SITES AND PLAYGROUNDS

In 1924 and 1940 the Committee recommended sufficient school sites and ample playground space, acquisition of land in advance of population congestion, extension of playgrounds and provision of gymnasias for all elementary schools of 16 rooms, abolition of part-time elementary schools and double shifts in high schools and portable and rented buildings. Progress has been made but there are still some part-time elementary classes and some demountable buildings are in use.

In 1942 Congress authorized the creation of the Recreation Board to coordinate all recreation activities in the District. The Board of Education has given the Recreation Board control over school buildings and playgrounds for other than school purposes. The Recreation Board operates under the basic Recreation System Plan prepared in 1930 by the National Capital Planning Commission, with revisions reflecting later population growth. The Recreation Board has entered into agreements with the Board of Education, National Capital Parks, and National Capital Housing Authority for the use of their land, buildings, and facilities for recreation. A continuing capital outlay program, presently related to the District Government's ten-year Public Works program, has provided new and improved playgrounds and recreation centers in all parts of the city. The Recreation Board is cooperating in programs of urban renewal in the Dis-

tract. And finally, a Coordinating Committee on Recreation Plans, representing all agencies interested in recreation, reviews and recommends plans for new construction or improvements at areas included in the Recreation System plan.

ZONING

In 1924 the Zoning Committee reported that the Zoning Commission was making progress under a capable executive officer—Major Raymond A. Wheeler. In 1940 the Committee was hopeful that the King-Palmisano amendment approved by Congress June 14, 1938, would bring zoning up to date and articulate with comprehensive plans being worked out for the District by the Planning Commission. In 1950 the Comprehensive Plan for Washington and environs was issued and it became evident that the Zoning Map and regulations should be revised. The Committee approved the employment by the District Commissioners of Harold M. Lewis, a nationally known planning and zoning consultant. Mr. Lewis has worked closely with the Planning Commission and with the Commission has developed a neighborhood basis for zoning. He has recognized the need for special requirements in both residential and commercial districts.

STREET, HIGHWAY AND TRANSIT PROBLEMS

The Committee on Street, Highway and Transit Problems, under Colonel A. B. Barber, in 1924 recommended consolidation of street car and bus companies, which has since been accomplished. The Committee was critical of street extensions regardless of topography, urged that comprehensive planning principles be applied to the arterial street system, and recommended the building of the Arlington Memorial Bridge and the extension of the Rock Creek Parkway south, both the latter projects built under the supervision of General Grant as the Engineer Officer in charge of Public Buildings and Public Parks. In 1940 the Committee recommended the development of East Capitol Street, closer coordination between proposed parkway and highway systems, careful planning of street lay-outs and land use in all undeveloped areas, a larger use of suitable street trees, more adequate provision for day and night parking of automobiles, better street lighting and more legible street signs, and provision for improved traffic and transit service. Progress has been made in all these respects.

HOUSING AND RESERVATIONS FOR FUTURE HOUSING

In 1924, under John Ihlder, Chairman, the Committee recommended securing an adequate supply of dwellings for families of moderate or small means, the protection of private residence districts from apartments, the placing of apartments so that one would not injure another, adoption of measures for constructive guidance for residence neighborhoods in the District and nearby Maryland and Virginia, and improving the quality of construction to prevent undue deterioration. In 1940 Mr. Ihlder reported the Alley Dwelling Act of 1934 and the amendment of 1938. In

1937 the National Housing Act extended the authority's scope, authorizing it to operate elsewhere than in alley squares and changed the title to National Capital Housing Authority. On June 30, 1956 there were 5,926 dwellings erected, plus 2,639 under construction, and an additional 1,500 authorized. In the meantime a housing code has been adopted, a new building code is nearing completion and revised zoning regulations have been drafted.

INDUSTRIAL DEVELOPMENT AND LIMITATIONS

The Committee in 1924, under the Chairmanship of the late Edwin C. Graham, reported that nuisance-making industries have no place in Washington, but that there is a place for light manufacturing which will increase employment possibilities for citizens of Washington. In 1940 it was reported that these considerations were laid before the proper authorities when an abattoir was proposed, and at that time more adequate regulations were adopted to protect the District from nuisance industries. Today, with improved standards for industrial plants and new methods of operation, Washington can undoubtedly profit by light industries which will improve living conditions.

METROPOLITAN DEVELOPMENT

In 1924, the late Wm. T. S. Curtis headed the Committee which recommended parks and parkways in nearby Maryland and Virginia and stressed the extension of Rock Creek Park into Maryland. The Committee welcomed legislation to authorize the Mount Vernon Memorial Boulevard, since completed, and the extension of the George Washington Memorial Parkway on both sides of the river to Great Falls. In 1940 the Committee congratulated the Maryland-National Capital Park and Planning Commission for progress in park extension made possible by the Capper-Cramton Act of 1930. The Committee approved the proposed Baltimore-Washington Parkway already mentioned and now an accomplished fact. In Virginia the Committee recommended the creation of planning commissions. Since then the Northern Virginia Regional Planning and Economic Development Commission has been organized and is functioning, and in 1952 the National Capital Regional Planning Council was set up to cover the entire metropolitan area.

And now, after the lapse of 32 years since our Preliminary Report was issued, we still have unfinished business and new problems that develop from changing conditions. The Committee of 100 on the Federal City has work to do.



RECOMMENDATIONS**of the Committee of 100 on the Federal City
American Planning and Civic Association
Adopted February 11, 1957**

Presented by HORACE W. PEASLEE, Vice Chairman and Charter Member

The Committee of 100 on the Federal City has from its organization stressed the Federal responsibility for the District of Columbia, but, in spite of continued pressure on Congress to make more liberal appropriations to meet the growing needs of the Federal City, under the substantive law at first fifty-fifty and then sixty-forty, and more recently a pledge of \$20,000,000 annually, actual appropriations have been all too inadequate. The District of Columbia is unique, and different from any other area in which there are extensive Federal establishments. In the District are to be found the fountain heads of the traditional functions of Government—the Capitol, which houses the Congress; the White House and Executive Offices, which serve the President of the United States; and the Supreme Court Building which houses our highest judicial body.

The Constitution of the United States provides that "Congress shall exercise exclusive legislation in all cases whatsoever over such district (not to exceed ten miles square) as may by cession of particular States, and the acceptance of Congress, become the seat of Government of the United States."

The Committee believes that the Federal responsibility should match the Federal legislative authority conferred by the Constitution, and maintains that forty percent of the District budget is all too little to be met outright by appropriations of Congress. The building and maintenance of a National Capital runs far beyond the capacity of private property owners, occupying less than one half of the area of the present District. Industry on which most cities depend for adequate taxation in Washington is the Federal Government itself.

The Committee's first and lasting interest has been the establishment and support of adequate planning agencies for the District and environs. The successive Acts of Congress of 1924, 1926 and 1952 have given us our present National Capital Planning Commission whose administrative expenses are now a part of the Federal responsibility. The Act of 1952 also sets up specific procedures for the functioning of the Commission and the administrative agencies involved in planning projects. We recommend that these be followed scrupulously in the interest of integrated, comprehensive planning.

The National Capital Regional Planning Council, established by Congress in 1952, with representation from the various planning agencies within the Washington metropolitan region, has already taken the leadership in

the current transportation study, and, if adequately financed, should provide a coordinated planning program for the entire metropolitan area.

It is in the fields of administration and local legislation that we find the most confusion and the greatest handicaps to metropolitan development for an area which is growing in population and activities even more rapidly than the District of Columbia. This is not a unique problem for the National Capital Metropolitan Region. Practically all large cities are struggling with ways and means to secure metropolitan unity. Indeed the National Capital Regional Planning Council, working with the National Capital Planning Commission and other local planning commissions, more nearly meets the planning demands than the machinery in most metropolitan areas. But, with two States, half a dozen counties, two cities and several towns involved besides the District of Columbia, we need some kind of metropolitan machinery which will coordinate and unify plans and practices for the area without encroaching on the Federal responsibility for the District of Columbia.

ARCHITECTURE

The Committee of 100 seeks to keep before the Congress, the Commissioners of the District of Columbia, and the public at large, the generally accepted basic principle that the Federal City has a major function that differs from that of any other city—great or small—in these United States. In pursuance of that principle, the character of its buildings, both public and private, should express the importance and dignity of an ordered society in the Capital of a great Nation.

The Committee again stresses the importance of developing the north side of Pennsylvania Avenue, opposite the Triangle, and between the Capitol and the White House, as a truly ceremonial avenue. The heterogeneous buildings of the present day were generally developed before the passage of the Shipstead Act.

The Committee was impressed with the advisory service which Washington architects rendered in the twenties and thirties. During a ten-year period, they reviewed all private building plans filed for permit in the District and gave free advice for possible improvements in design. One definite result was the end of filing a single house plan for any number of houses and the beginning of group design. A somewhat similar service is now given to the advantage of Georgetown under Public Law 808, but, for the balance of the District, now *without benefit of clergy*, the Commissioners might well consider regaining architectural guidance through a renewed *Architect's Advisory Council*.

The Committee suggests that Maryland and Virginia authorities consider utilizing the talent available in their bailiwicks to check the evils of uncontrolled developments, denuding large tracts of trees, with monotonous patterns of duplications. Negative regulations alone are inadequate to accomplish positive ends.

The Committee commends the General Services Administration for undertaking a comprehensive program for Federal Buildings throughout the metropolitan area, coupled with a ten-year program for the elimination of all temporary buildings in Washington, which the Committee has long advocated. The Committee acknowledges with appreciation the action of General Services Administration in announcing the preservation of the Old Patent Office which was threatened with demolition.

PARKS AND OPEN SPACES

The Committee recommends the careful preservation of Rock Creek Park without encroachment of mixed-traffic highways, the early completion of the Fort Drive, and the acquisition at an early date of the park areas authorized by the Capper-Cramton Act for the District of Columbia and nearby Maryland and Virginia. The Committee recommends that the George Washington Memorial Parkway to Great Falls, on both sides of the Potomac, be built as soon as possible under existing authorization. The Committee commends the National Park Service for its study of the C & O Canal to Cumberland, Md. and approves the proposed legislation to create the Chesapeake and Ohio Canal National Park and to provide for the administration and maintenance of a parkway in the State of Maryland. The Committee notes with gratification encouraging reports of additional appropriations for the Arboretum proposed in Senate and House Committees. The Committee opposes the encroachment on parks and parkways in the Washington Metropolitan Area by arterial expressways of the Inter-state system authorized by the Highway Act of 1956.

The provision of parks and playgrounds in the rapidly expanding suburban areas is essential for sound growth and stable values. Timely acquisition of sites, prior to development of the land for housing, is necessary for an adequate economical program.

SCHOOL SITES AND PLAYGROUNDS

For schools the Committee recommends the continued cooperation between the Board of Education and the National Capital Planning Commission. The Committee commends the Board of Education for an extensive construction program and suggests that school sites should be purchased in advance of need, keeping in mind the modern concept of a combined school and park serving as a center for neighborhood activities.

For recreation the Committee commends the close cooperation between the National Capital Planning Commission and the Recreation Board. At the same time the Recreation Board will continue its cooperation with other District agencies, including the Board of Education. It is suggested that the Basic Recreation System Plan should be reviewed periodically to meet the changes in city growth and development and to conform to modern principles of public recreation.

ZONING

In a meeting, after full discussion of the preliminary report of Harold M. Lewis, Zoning Consultant, the Committee expressed the thought that perhaps the parking requirements for the downtown area might be modified in the light of prospective increase in mass transit accommodations; but differed sharply with those critics who condemned the entire Report, and unanimously adopted a resolution covering the following points:

The Committee records its appreciation of the conscientious and laborious work of Consultant Lewis and his staff, the Officials of the District Government, the National Capital Planning Commission and the Commissioners' Zoning Advisory Committee. The Committee is in hearty accord with the simplification achieved in the proposed regulations by reducing the number of possible zoning districts in the interests of simplicity in administration and facilitating public understanding of requirements. The Committee commends the provisions for reducing density of land occupancy now permitted in certain cases. The Committee is convinced that the width and surface capacity of streets is the sound and practicable basis for limiting height and bulk of buildings and approves the application of this rule, at the same time advocating the continuance in force of the Act of 1910 on the height of buildings. With such modifications as may prove wise, the Committee expresses the hope that the proposed Zoning Regulations and Maps will be adopted at an early date. While we recognize the value and usefulness of FAR, as the criterion for commercial and industrial buildings, we submit that the number of family units per acre is the measure for residential districts as a means of density control.

STREETS AND HIGHWAYS

The Committee recommends that all street extensions in the District be studied as part of the Comprehensive Plan of Land Uses. Even with allowance for some desirable flexibility, we need consistent and continuous policies. The Committee advocates all feasible methods for speeding up morning and evening traffic by such regulations as one way movement, with lanes controlled by special lights, enforced no-parking regulations, and other methods, having always in mind to enquire whether these devices improve conditions or merely provide temporary relief followed by equally bad or even worse conditions than those they were designed to correct.

The Committee commends the District Commissioners for expansion of the Key Bridge, for plans for a second 14th Street Bridge, and for what was originally known as the Jones Point Bridge, together with other crossings north of Key Bridge; but the Committee favors a tunnel for the so-called Constitution Avenue crossing in the interest of preserving the fine composition of the Lincoln Memorial, the Arlington Memorial Bridge and the Arlington Cemetery, as well as the integrity of Theodore Roosevelt Island. The records show so many solutions for crossings from which

we have had narrow escapes during the last half century, that it behooves us to make absolutely certain that we do nothing at this time which will cause future generations to ask how we could have made such a mistake.

The Committee advocates adequate appropriations for keeping tree plantings up to street changes. At the present rate it is estimated that it will take 20 years to bring street tree plantings up to street projects; but it is claimed that an added \$10,000 a year would make it possible to cut this time in half by using equipment on hand to maximum capacity.

The Committee recommends a special service to locate and remove trees which are potential dangers to pedestrians and cars. And the Committee commends the Division of Trees and Parkings for its successful campaign to drive the starlings from street trees.

HOUSING AND RESERVATIONS FOR FUTURE HOUSING

The Committee recommends the adoption by government agencies and by citizens' organizations of a housing program that will apply to all political jurisdictions in the Washington Metropolitan Region, and be designed to assure an adequate supply of good dwellings in a good environment for all the people of the Region. Such a program will take into account the needs and desires of the various economic groups in the population; it will include enactment and enforcement of laws setting definite minimum standards for construction and maintenance of dwellings. Coordinated with such a program, there must be land-use regulations that will assure adequate open spaces, private and public, as well as accessibility to centers of employment and to places of public assembly, such as churches, schools, recreation facilities and shops; and there must be zoning regulations that will safeguard and stabilize good residential neighborhoods.

The Committee commends the National Capital Housing Authority for its constructive program in providing good dwellings for families who cannot afford available decent, safe, sanitary and adequate private housing. The Authority is rendering a particularly timely service in rehousing low-income families who are displaced by the city's urban renewal program.

URBAN RENEWAL AND REDEVELOPMENT

The Committee supports urban renewal and redevelopment that is designed not only to correct past mistakes and to prevent their repetition but also to improve upon past objectives. Today offers greater opportunities than did the past. The Urban Renewal Administration of the Housing and Home Finance Agency, by providing effective cooperation between the Federal government and local agencies, opens the way to re-creating our cities so they may become, in terms of all their people, good places in which to live and to work.

The size and complexity of the problems presented by urban renewal and redevelopment are becoming increasingly evident, plus the fact that

until our generation no attempts on an adequate scale had been made to renew and to redevelop existing cities. So we lack the guidance of experience and are compelled to consider and to weigh with unusual care all current proposals. Neither in Europe nor in the United States has the validity of these proposals yet been demonstrated; even the most advanced are still in the testing stage.

Washington is to be congratulated that, under the auspices of the Redevelopment Land Agency, it is in the vanguard of American cities which are dealing with their renewal and redevelopment problems. The farthest advanced of R L A's projects seeks to convert a slum area into a very desirable area which will be occupied by public buildings, community facilities and dwellings for higher-income residents. Concurrently R L A is displacing several thousand families who are being located in other sections of the city. Sequent R L A projects, still in the early planning stage, have not yet taken definite form and their effects upon the community as a whole are not yet evident.

The Committee commends R L A's conscientious and effective efforts to assure that families and businesses displaced from the sites it secures shall be relocated in a better environment. But, because other agencies are meanwhile clearing other areas, the Committee recommends that responsibility for relocation be extended to include all those who are displaced by government action; otherwise we shall create new slums while clearing old ones.

INDUSTRIAL DEVELOPMENTS AND LIMITATIONS

The Committee maintains continued opposition to the introduction of heavy industry in the District of Columbia and nearby metropolitan areas; but recommends the establishment of suitable light industries on adequate sites, with buildings adapted to the surrounding areas and with operation which is unobjectionable to the residents of nearby districts in the metropolitan area, where highly self-contained towns, similar to the "New Towns" of England might be developed around decentralized Federal establishments.

METROPOLITAN DEVELOPMENT

The Committee recognizes the Metropolitan Region as the unit on which future planning should be based, and so commends the National Capital Regional Planning Council for its studies and recommendations in regional projects and particularly for its cooperation with the National Capital Planning Commission and the District Commission on the current transportation study.

The Committee commends the Maryland National Capital Park and Planning Commission for its active cooperation in stream valley park acquisition under the Capper-Cramton Act. The recent Comprehensive Plan issued by the Commission should have far-reaching results and the Committee hopes that the area covered will be extended to include all of

Montgomery and Prince Georges Counties, though there may be separate planning units in each county.

The Committee commends the Northern Virginia Regional Planning and Economic Development Commission for the unifying influence it has exercised over the many local planning commissions in its territory.

POTOMAC RIVER BASIN

The Committee commends the Interstate Commission on the Potomac River Basin for its progress in the control of pollution and for the extensive studies it is making for recreational uses of land and water in the entire basin and expresses the hope that appropriate projects may be developed in line with the studies.

The Committee is gratified to learn that the Board of Engineers for Rivers and Harbors, at the direction of the Senate Committee on Public Works, began early in 1956 a Review of the earlier Report on the Potomac River Basin and that the work is being carried on by the Corps of Engineers in coordination with the Interstate Commission on the Potomac River Basin and with the States of Maryland, Virginia, West Virginia and Pennsylvania and the District of Columbia and in consultation with the National Capital Regional Planning Council.

The Committee welcomes into the field the Citizens Council for a Clean Potomac, the Potomac Valley Conservation and Recreation Council and the Rock Creek Watershed Association which should help focus public attention on the problems of the Potomac River Basin.

In CONCLUSION, the Committee of 100 on the Federal City pledges its efforts to maintain the Federal character of the Federal City through more adequate appropriations of Federal funds by Congress to the District of Columbia budget and for maintenance and support by Congress of the National Capital Planning Commission and the National Capital Regional Planning Council which offer the best guarantee for sound planning of future development, for the Planning Commission, as now organized, has at its disposal the best planning experience in the country on a voluntary basis.



Committee of 100 on the Federal City

Chairman: C. MELVIN SHARPE
Vice Chairman: HORACE W. PEASLEE*
Secretary: HARLEAN JAMES*
* Indicates Charter Member

MR. HORACE M. ALBRIGHT
MRS. ANN ARCHBOLD
MR. C. BROOKE ARMAT
MR. CLARENCE A. ASPINWALL*
MRS. CLARENCE A. ASPINWALL
MR. TRACY B. AUGUR
MR. HENRY AUSTIN
COL. A. B. BARBER*
MR. HARRY BARRETT
MR. GEORGE D. BEVERIDGE
MR. E. G. BLISS
HON. ROBERT WOODS BLISS
MR. HARRY K. BOSS
MR. HENRY N. BOUCHER
MR. LEE D. BUTLER
MR. WM. S. CHEATHAM
MRS. WILLOUGHBY CHESLEY
MR. MILO F. CHRISTIANSEN
MRS. GERTRUDE B. CLEARY
MR. WASHINGTON I. CLEVELAND
HON. EDWARD CLIFFORD
MR. FRANK W. COLE
MR. ARTHUR P. DAVIS
MR. JOHN DELAMATER*
MRS. JAMES H. DOUGLAS, JR.
MRS. HENRY GRATTAN DOYLE
MR. EARLE S. DRAPER
MRS. HENRY W. DRAPER
MR. EDWARD TWISS DUNLAP
MR. JOSHUA EVANS, JR.*
MR. WALDRON FAULKNER
MR. CARL FEISS
MR. DAVID E. FINLEY
MR. ROGER D. FISHER
MRS. GEORGE A. GARRETT
MR. PIERRE M. GHENT
MR. CHARLES G. GLOVER, JR.*
MAJ. GEN. U. S. GRANT 3RD
MRS. EDWIN D. GRAVES, JR.
MR. EDWARD GROTECLOSS, JR.
MISS ESTHER C. M. GUDE
MR. VLADIMIR E. HARTMAN
MR. FREDERICK S. HILL
MRS. HAROLD B. HINTON
MRS. GILBERT M. HITCHCOCK
MRS. HELEN DUEY HOFFMAN
MAJ. A. M. HOLCOMBE*
MRS. JAMES L. HOUGHTELING
MR. CHARLES A. HORSKY
MR. JOHN IHLDER*
MR. C. F. JACOBSEN
MR. STEPHEN JAMES
MR. FRANK R. JELLEFF
MRS. E. NEWLANDS JOHNSTON
MR. LOUIS JUSTEMENT*
MR. FREDERICK C. LECOMTE
MR. BLAIR LEE III
MRS. CAZENOVE G. LEE, JR.

LADY LEWIS
MR. THOMAS H. LOCRAFT
MRS. C. D. LOWE
CAPT. S. N. FERRIS LUBOSCHEZ USN Ret.
MR. LLOYD S. LUTHER
MR. STERLING R. MARCH
MR. B. M. MCKELWAY
MR. ERIC F. MENKE
MR. E. D. MERRILL
MISS ANNA S. MILLER
MR. NEVILLE MILLER
MR. CARROLL MORGAN
MR. EDGAR MORRIS
MRS. CONRAD B. MYHRE
MR. HARVEY R. NICHOL
MR. JOHN NOLEN, JR.
HON. GERALD P. NYE
MR. FREDERICK LAW OLMSTEAD*
MRS. FRANZ OPPENHEIMER
MR. CLAUDE W. OWEN*
MR. ELBERT PEETS
MR. ARMISTEAD PETER III
REAR ADMIRAL NEILL PHILLIPS, USN Ret.
MRS. BENJAMIN A. POWELL
MAJOR EDMUND R. PURVES
MR. JOHN A. REMON
MR. W. E. REYNOLDS
MRS. VIRGINIA WOOD RIGGS
MR. JAMES RING
MR. CHARLES A. ROBINSON
MR. MILTON M. RODES
MR. IRVING C. ROOT
MR. MEREL S. SAGER
MR. HENRY H. SAYLOR
COL. CURT C. SCHIFFELER
DR. LAURENCE F. SCHMECKEBIER
MR. HARDINGE SCHOLLE
MR. JOHN R. SEARLES, JR.
MR. THOMAS S. SETTLE
MR. GORDON B. SHARPE
MR. DONALD D. SHEPARD
MR. WM. E. SHEPHERD
MR. FREDERICK P. H. SIDONS
MR. LOUIS A. SIMON*
MR. WILBUR H. SIMONSON
MR. RUSSELL E. SINGER
MRS. CHLOETHIEL WOODARD SMITH
MR. J. BOND SMITH
MR. HAROLD PHELPS STOKES
MR. JESSE C. SUTER
MR. JAMES S. TAYLOR
MR. HARRY T. THOMPSON
MR. BORIS TIMCHENKO
MR. HILLORY A. TOLSON
MR. JOHN W. TURRENTINE
MR. PAUL C. WATT
MR. HARRY S. WENDER
MRS. FRANK A. WEST
MRS. GEORGE Y. WHEELER
LT. GEN. R. A. WHEELER*
HON. M. L. WILSON
MR. CONRAD L. WIRTH
MR. LEON H. ZACH

PUBLISHERS OF PLANNING AND CIVIC COMMENT

AMERICAN PLANNING AND CIVIC ASSOCIATION

Past Presidents: J. Horace McFarland, Frederic A. Delano, Horace M. Albright

Officers and Board of Trustees

HORACE M. ALBRIGHT, New York, N. Y., *Chairman of the Board*
U. S. GRANT 3RD, Washington, D. C., *President*
HARLAND BARTHOLOMEW, St. Louis, Mo., *First Vice-President*
TOM WALLACE, Louisville, Ky., *Second Vice-President*
CARL FEISS, Washington, D. C., *Third Vice-President*
C. F. JACOBSEN, Washington, D. C., *Treasurer*
HARLEAN JAMES, Washington, D. C., *Executive Secretary*
FLAVEL SHURTLEFF, Marshfield Hills, Mass., *Counsel*
MRS. DORA A. PADGETT, Washington, D. C., *Librarian*

FREDERICK J. ADAMS, Cambridge, Mass.
RUSSELL VAN NEST BLACK, New Hope, Pa.
T. LEDYARD BLAKEMAN, Detroit, Mich.
DAVID D. BOHANNON, San Mateo, Calif.
WILLIAM S. BONNER, Fayetteville, Ark.
DANIEL H. BURNHAM, Chicago, Ill.
PAUL CARRINGTON, Dallas, Tex.
MRS. LEROY CLARK, Englewood, N. J.
GRADY CLAY, Louisville, Ky.
WILLIAM M. COTTON, Dayton, O.
E. J. CONDON, Chicago, Ill.
STUART W. CRAMER, JR., Charlotte, N. C.
JOHN S. DETLIE, Seattle, Wash.
MALCOLM H. DILL, Towson, Md.
MYRON D. DOWNS, Cincinnati, O.
CHARLES W. ELIOT 2D., Cambridge, Mass.
HOWARD T. FISHER, Chicago, Ill.
MRS. PAUL GALLAGHER, Omaha, Neb.
MRS. GEORGE A. GARRETT, Washington, D. C.
S. HERBERT HARE, Kansas City, Mo.
BYRON HARVEY, JR., Chicago, Ill.
MRS. E. NEWLANDS JOHNSTON, Washington,
D. C.

KARL KAMRATH, Houston, Texas
HAROLD M. LEWIS, New York, N. Y.
JOHN GAW MEEM, Santa Fe, N. M.
HOWARD K. MENHINICK, Atlanta, Ga.
DELESSEPS S. MORRISON, New Orleans, La.
CLYDE NICHOLS, JR., Kansas City, Mo.
C. MCKIM NORTON, New York, N. Y.
CHARLES F. PALMER, Atlanta, Ga.
JOSEPH PRENDERGAST, New York, N. Y.
LAURANCE S. ROCKEFELLER, New York, N. Y.
J. WOODALL RODGERS, Dallas, Texas.
ARTHUR RUBLOFF, Chicago, Ill.
C. MELVIN SHARPE, Washington, D. C.
JAMES F. SULZBY, JR., Birmingham, Ala.
FRED W. TUENMLER, Hyattsville, Md.
C. EDGAR VAN CLEEF, JR., Oklahoma City,
Okla.
SAMUEL P. WETHERILL, Bryn Mawr, Pa.
CARL I. WHEAT, Menlo Park, Calif.
GORDON WHITNALL, Los Angeles, Calif.
H. O. WHITTEMORE, Ann Arbor, Mich.
SAM B. ZISMAN, San Antonio, Texas.
WILLIAM ZECKENDORF, New York, N. Y.

NATIONAL CONFERENCE ON STATE PARKS

Officers and Board of Directors

TOM WALLACE, Kentucky, *Chairman of the Board*
KENNETH R. COUGILL, Indiana, *President*
ARTHUR C. ELMER, Michigan, *Vice-President*
BEN H. THOMPSON, D. C., *Vice-President*
C. F. JACOBSEN, D. C., *Treasurer*
HARLEAN JAMES, D. C., *Executive Secretary*
MRS. DORA A. PADGETT, D. C., *Editor*

HORACE M. ALBRIGHT, New York
ERNEST E. ALLEN, Kansas
C. H. ARMSTRONG, Oregon
HOWARD W. BAKER, Nebraska
DR. LAURIE D. COX, New Hampshire
CHARLES A. DETURK, Washington
HAROLD J. DYER, Maine
JAMES F. EVANS, New York
V. W. FLICKINGER, Ohio
EARL P. HANSON, California
WILLIAM M. HAY, Georgia
U. W. HELLA, Minnesota
CLINTON G. JOHNSON, Kentucky

JOSEPH F. KAYLOR, Maryland
HAROLD W. LATHROP, Colorado
PERRY H. MERRILL, Vermont
RAYMOND R. MITCHELL, Iowa
THOMAS W. MORSE, North Carolina
A. NEWTON MOYE, Georgia
FRANK D. QUINN, Texas
LEWIS G. SCOGGIN, Florida
JAMES L. SEGREST, Alabama
JOHN R. VANDERZICHT, Washington
HAROLD S. WAGNER, Ohio
HENRY WARD, D. C.
WILLIAM W. WELLS, Louisiana

CONRAD L. WIRTH, D. C.



Planning and Civic Comment



Official Organ of American Planning and Civic Association and
National Conference on State Parks

CONTENTS

	Page
The Big Challenge Lies Ahead	1
The Department of the Interior and its National Park Service	3
And We Rebuild our Cities	8
The Federal District Commission of Ottawa	15
State Park Notes	19
New State Park Members	27
Zoning of the Federal City	28
Revision of D. C. Zoning	30
A New Century Beckons	33
New Trustees Elected	39
Citizen Education for Community Planning	40
Travis Park Saved	42
Editorial Comment	43
Main Street, 1969—Little Rock Conference	46
Civic Association New Members	47
Herblock Cartoon	48
Federal Responsibility for Roadsides	49
The Centennial of A.I.A.	51
Annual Report of Director Wirth	52
Commentaries	54
Strictly Personal	56
Shopping Centers	57
In Memoriam	58
Conservation and Planning Education	61
Watch Service Report	63
Recreation Resources Survey	65
Book Reviews	66
Recent Publications	68

JUNE 1957

PLANNING AND CIVIC COMMENT

Published Quarterly

Successor to: City Planning, Civic Comment, State Recreation
Official Organ of: American Planning and Civic Association,
National Conference on State Parks

SCOPE: National, State, Regional and City Planning, Land and Water Uses, Conservation of National Resources, National, State and Local Parks, Highways and Roadsides.

AIM: To create a better physical environment which will conserve and develop the health, happiness and culture of the American people.

EDITORIAL BOARD

HARLEAN JAMES

FLAVEL SHURTLEFF

CONRAD L. WIRTH

CONTRIBUTING EDITORS

HORACE M. ALBRIGHT
HARLAND BARTHOLOMEW
RUSSELL V. BLACK
HAROLD S. BUTTENHEIM
GEORGE L. COLLINS
KENNETH R. COUGILL
S. R. DEBOER
CHARLES DETURK
NEWTON B. DRURY

V. W. FLICKINGER
S. HERBERT HARE
JOHN IHLDER
THOMAS W. MORSE
JOHN NOLEN, JR.
F. A. PITKIN
HUGH R. POMEROY
FRANK D. QUINN
BEN H. THOMPSON

TOM WALLACE

MANAGING EDITOR

DORA A. PADGETT

Entered as second-class matter at the Post Office at Washington, D. C. under the Act of March 3, 1879. Additional entry at Harrisburg, Pa.

EDITORIAL AND PUBLICATION OFFICE, 901 Union Trust Building, Washington 5, D. C.

Printed by the Mount Pleasant Press, J. Horace McFarland Company, Harrisburg, Pa.

Planning and Civic Comment

Vol. 23

JUNE, 1957

No. 2

The Big Challenge Lies Ahead!

A Message to Members from Charles A. Phelan, Jr., Executive Director American Planning and Civic Association

Our By-Laws state, "The exclusive purpose of the American Planning and Civic Association shall be the education of the American people to an understanding and appreciation of: local, state, regional and national planning for the best use of urban and rural land, and of water and other natural resources; the safeguarding and planned use of local and national parks; the conservation of natural scenery; the advancement of higher ideals of civic life and beauty in America; the improvement of living conditions and the fostering of wider educational facilities in schools and colleges along these lines." What a big challenge lies ahead!

Today, our population tallies 170,000,000. We are a nation of pleasant living and of uncountable conveniences, the like of which are unknown anywhere else in the world. And our greatest convenience today is our biggest problem, the automobile,—65,000,000 of them! And it is estimated that within the next twenty years our population will soar to 215,000,000 people owning 115,000,000 automobiles! And to accommodate these automobiles one prominent industrialist predicts that within the next 20 to 30 years this Nation will have to spend 150 billions of dollars for roads alone—

from farm-to-market to urban centers and cross country limited-access super highways.

All this is possible in our fabulous country. But when we realize what such a road program will do to our land inventories, converting millions of acres of residential, commercial, industrial, educational, park, forest, recreational and agricultural to concrete we must step back for a realistic reappraisal of our whole national situation. Only through careful reapportionment of our remaining land inventories to the important land use categories in modern day living, protected by sound zoning to maintain the highest and best land uses, can we hope to support our fast mounting population.

Today, 12 acres of land are needed to sustain each of us. With huge land use conversions for highway and other national programs it is possible that we may face a per capita acreage decrease to approximately 8 acres of land. And unless we are conservative with the precious lands of our country we may find that the time will come when this Nation can no longer support its population—an unthinkable possibility!

Water, so vital, is daily becoming more of a national problem. As water tables recede and very limited

Planning and Civic Comment

or no rainfall in some areas of our country bring serious, even disastrous drouth to the farms, rivers and lakes which have in recent years reached all time lows, rainfall reservoirs only partially replenished cannot meet the over demand on well water supplies making it necessary to review the whole country-wide needs and present sources of water supply which have already made it imperative that water be re-used for industrial purposes, evaporation be minimized in reservoirs by use of protective liquid covering and where possible water reserves be pumped back into ground wells until needed. Importance is stressed, too, for low cost processing of sea water and the urgency of eliminating stream pollution and effecting wide-spread irrigation where water supplies will permit. Unless this problem is solved water can become one of our most costly and even rationed commodities.

We must be wise in the use of our agricultural lands, planting of cover crops, proper terracing to eliminate soil erosion, proper care and treatment of our grazing lands, re-forestation and selective cutting of our timber areas, and conservative use of our mineral resources.

The population of this country is finding itself with more and more leisure time which calls for all-out effort to modernize and expand local and national parks, forests, lakes, rivers and seashore recreational areas, wild game and fish, mountain and wilderness areas to accommodate the fast growing demands of the American people. There are great programs now being launched in this direction,—Mission

66 of the National Parks Service and the expansive plans of the Forestry Service. We must work toward greater appreciation by the American people of this vast recreation heritage impressing them with the fact that each of them is a stockholder and that as he enjoys the pleasure and relaxation of visits to these areas he must be ever mindful *to preserve them as he finds them* for other American stockholders and for the generations to come.

We must be untiring in our efforts to accomplish comprehensive community planning, the only true yardstick for orderly growth whether it be a rural county, township, city, metropolitan or regional area. And each plan must be coordinated with those of adjacent plans—no area can plan and survive on an isolationistic basis. Further, there must be coordination across the board from community to community, county to county, State to State and State to region and to Nation.

There is a growing interest in planning and civic affairs with schools and colleges offering wider educational opportunities along these lines. And large foundations are offering financial aid to students interested in pursuing these courses, which is a very encouraging outlook for the future.

American Planning and Civic Association has for over fifty years worked diligently and effectively in the fields of planning and conservation. As we look to the future we plan to expand our efforts and services, to seek out new data in the fields of research and to exert our
(Continued on page 18)

The Department of the Interior and Its National Park Service

By Under Secretary HATFIELD CHILSON

EDITOR'S NOTE: Mr. Chilson made this address at a dinner at the Raleigh Hotel, on March 6, 1957, sponsored by the American Planning and Civic Association and the National Conference on State Parks. There were present a good representation from Congress, and in absence of Secretary Seaton, who was ill, the Assistant Secretaries, officials of the National Park Service, the Advisory Board on National Parks, Historic Sites, Buildings and Monuments. General Grant presided and Arthur Elmer spoke for the National Conference on State Parks. Chairman of the Board, Horace M. Albright introduced the distinguished guests.

Let me begin by paying tribute to all the citizen organizations which are working to help make our national parks better. I have in mind many organizations: The American Planning and Civic Association, the National Conference on State Parks, and a host of other groups that sponsor national, state, and local park programs.

Without these organizations our work could not succeed. They stimulate new programs. They arouse and sustain public support. They give advice. They further public understanding of the park programs.

Among those groups the American Planning and Civic Association has a particularly long and splendid record. The establishment of the National Park Service within the Department of the Interior was due in no small measure to the efforts of the Association's members. They have worked long and hard for the establishment of many of our national parks and monuments and have consistently defended the integrity of these areas. To the Department of the Interior in general and the Park Service in particular, the Association has long been a source of strength. Its officers have been men and women

of courage and vision. I think particularly of the late Horace McFarland, General Grant, Horace Albright, Tom Wallace and Miss Harlean James.

Before such an audience as this I naturally want to talk about the future of our national parks.

Last year the National Park Service observed the 40th anniversary of its establishment. Today it is firmly embarked on a 10-year program of improvement and development designed to remedy the 15 years of accumulated deficiencies of the past—deficiencies which were the result of war of insufficient appropriations and of somewhat sad, but very cold, public apathy. People just weren't interested in doing everything necessary to keep our national parks the way they should be. Well, this 10-year program of the National Park Service now ushers in what promises to be, perhaps, the most rewarding era in Park Service history.

This program, as you know, is MISSION 66. It is a 10-year program approved by Congress in 1956 and designed to reach its goal in 1966, a year which will see a minimum of 80 million visitors come to our national parks, and a year which will also mark the

Planning and Civic Comment

Golden Anniversary of the National Park Service.

Here's how the program got started. Early last year the President invited Secretary McKay, Director Wirth, and their assistants to a Cabinet meeting for an unprecedented review of the problems and plans of the National Park Service. There in the Cabinet room of the White House, Connie Wirth outlined the bold, imaginative, and practical objectives of MISSION 66. When he was through with the presentation which lasted some 45 minutes, the President made a typical response. It was quick, and it was penetrating. What he said was simply this: "Get on with the job!"

A few weeks later the MISSION 66 program was sent to the Congress with the firm support of the President and his administration.

Promptly and enthusiastically the Congress agreed that MISSION 66 was a program long overdue in this country. One measure of the congressional support it has received is the \$68 million budget approved for the Park Service in the current fiscal year, as compared with the budget of some 33 millions of dollars in 1953.

The MISSION 66 program is comprehensive: it provides for the protection, the preservation, the management, the public use, and the development of the entire park system.

It calls for a fresh look at the problems and the future of the national parks. Under it we seek to retain the best from the past, to benefit, if we can, from old mistakes, and to develop new pol-

icies and practices which will effectively serve the needs of the future.

In working on MISSION 66, we are keeping one principle uppermost in our mind: the primary justification for a National Park System lies in its capacity to provide enjoyment, in its best sense, for our citizens, now and in the future.

Now, let me just reel off some statistics on a few of the practical things that will be done. Five of eight authorized national parkways will be completed, at a cost of \$179 million. Hundreds of miles of park roads and trails will be constructed and repaired at a cost of \$214,600,000. One hundred and ninety million dollars' worth of buildings, utilities and miscellaneous facilities will be put up; among these are thousands of additional camp sites, numerous picnic areas, and all types of structures for public use and enjoyment, for management and maintenance purposes. Sewer, water, communications, and power systems will be provided in areas where private sources cannot feasibly provide them. Where necessary, new concession facilities will be constructed and operated with private capital. Legislative authority exists for all these undertakings.

This is part of the broad plan for the 10 years. And already much has been accomplished, with the solid support of the Congress, even though the program will be only eight months old the day after tomorrow.

For example, 573 projects have been programmed for accomplishment under the 1957 fiscal year appropriation—about twice as many

Planning and Civic Comment

as in the 1956 appropriation.

Seven hundred new campsites are under construction; many have been completed. Visitor's centers, utility structures and systems, employee's housing facilities, roads and trails—all these are being built. From 229 owners we have bought or optioned nearly 700,000 acres of inholdings; we have received 15 gifts of land and water areas amounting to more than 422,000 acres. We have commitments in donated funds of over a million dollars.

Next year we plan to do even more. The 1957 appropriation is 30 percent higher than that of 1956. But the 1958 appropriation, now before the Congress, is higher than that of 1957 by an additional \$10,631,000.

In 1958 we shall not only continue and increase our construction work, we shall also begin a much needed planning program.

As you know, there is widespread interest among conservation organizations, legislators, and representatives of State and Federal agencies in the preparation of an inventory of our park resources and of a long-range plan to meet our people's future needs for outdoor recreation. Such a plan is particularly necessary because our population, industries and cities are expanding. We must not permit this trend to take from our people their opportunities for finding enjoyment and inspiration in areas of scenic, scientific and historical interest.

Planning is therefore essential now. In July of this year, under the MISSION 66 program, work will

begin on the development of a national recreation plan. In the development of this plan the National Park Service will consult with leaders in the fields of conservation and outdoor recreation.

The governors of the States and Territories will also be invited to participate in the planning activities. Representatives of the Park Service's five regional offices will work closely with State officials in recreation, conservation, forestry, fishing and hunting. At every possible opportunity Park Service personnel will meet with private conservation and sportsmen's groups to seek advice and suggestions on recreation needs and problems.

Within the Federal Government itself an Inter-Agency Committee has been established through which the Park Service can get advice and cooperation from other Federal agencies.

An example of such cooperation is the assurance which Secretary Benson has given of his interest in having the development work in national forests fit in with the expanded activities in nearby national parks, and the assurance that has been given him that Interior will help the Forest Service advance its program called "Operation Outdoors".

In 1961, following the work of all these people, the National Recreation Plan will be published. Every five years thereafter it will be revised. It will describe the Nation's long-term needs for parks; for recreation areas; for areas of historic and scientific interest; for hunting, fishing, camping, skiing, mountain

Planning and Civic Comment

climbing, and the like. It will project these needs to the year 2000.

Included in the broad National Recreation Plan will be the results of a number of special studies. I shall mention only three. There will be a National Park System Plan study to determine what the system should include and to provide factual data which will help both Legislative and Executive officials when they consider the merits of new park proposals. Are certain types of parks too generously represented in the system? Should they be retained in it? What areas are of outstanding interest to the people of the Nation? Are these areas adequate for our country's foreseeable need? This study will answer such questions.

Secondly, there will be an Historic Sites Survey, to complete our national inventory of historical and archeologic sites that should be preserved. This survey began pursuant to the Historic Sites Act of 1935 but it was interrupted by World War II. In resuming work on it, the National Park Service plans to coordinate its efforts closely with those of the American Institute of Architects and the National Trust for Historic Preservation, as well as with those of state historic and conservation organizations.

Finally, there is the Historic American Buildings Survey, also begun in the 1930's, interrupted by World War II, and now resumed. Under this survey records are made and preserved, through measured drawings and photographs, of existing monuments of the builder's art in the United States.

Through these and other activities

the National Recreation Plan will contribute to the enjoyment and education and good health of the American people in the coming years.

Because the state parks play a very significant part in this plan, I am delighted to know that there are here tonight a number of the State Park Directors who are members of the Board of Directors of the National Conference on State Parks. Tomorrow, I understand, you will hold your annual winter meeting to consider a number of state park problems.

It is important to remember that we have more than 2,000 state parks and that to these parks come 200 million visitors every year—four times as many as come to the national parks. Like the national parks, these state parks need more development, more money, more staff if they are properly to serve the needs of their visitors. I am therefore delighted to learn that many States are developing long-range programs to meet these needs. The 82 million dollar, five-year program in California is an outstanding example.

I want to assure you that the officials of the National Park Service will do everything they can to cooperate with state officials in planning park and recreation programs. I am glad to be able to say that the MISSION 66 program provides for an increase in the cooperative assistance which the Park Service gives to the state agencies. This cooperation, I need not add, is a two-way street. In the past the Park Service has often got from the States valuable help and advice.

Planning and Civic Comment

Without such help and advice in the future many efforts under MISSION 66 could not succeed.

But I have every confidence that these efforts, and indeed the entire Mission, will succeed. And as it succeeds, it will help assure that our National Parks will be what the American people want them to be.

The American tourist of the 20th century possesses an intelligent curiosity. He wants to know the story that lies behind our national parks and monuments and historic shrines. He wants to know what earth forces lie behind the geological marvels, the natural processes and the scenic beauties he is viewing. He wants to know exactly what happened at some historic spot; and as a citizen, he wants his children to know. To help satisfy this curiosity is one major goal of MISSION 66.

Another is to preserve the wilderness qualities and primitive settings which give our national parks and monuments their chief values.

Still another goal is to provide the physical facilities which will be necessary if the increasing millions of park visitors are to enjoy the wonders they have come to see.

While this program goes on, the Department of the Interior and its National Park Service will be ever mindful of the mandate handed down by the Congress of the United States some 40 years ago. That mandate, as forceful and as pertinent today as it was when it was written, is this: "to promote and regulate the use of the Federal areas known as national parks,

monuments and reservations—and to conserve the scenery and the natural and historic objects and wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations."

Have you ever heard a more challenging charge?

The task ahead is a big one. All the accumulated deficiencies of 15 years in our National Park System quite obviously cannot be remedied overnight. The program must proceed in orderly fashion. Some areas which cry for help will simply have to wait for several years for much needed improvements.

And please remember this: In our anxiety to get this program completed, it may often seem like a long, long time until 1966. But I believe we can face the future with the expectation that the challenges and tasks of tomorrow will be met and disposed of effectively.

For I am confident that all the people who love and cherish our national parks and monuments all over this country will continue to provide the sustained support necessary to reach the goals we have set for MISSION 66. And I assure you that the Department of the Interior will continue to the full its support of the National Park Service in this undertaking. For we are determined, as President Eisenhower is determined, and as I believe the Congress of the United States is determined, that this great Mission shall succeed.

“And We Rebuild Our Cities, Not Dream of Islands”

By CARL FEISS, A.I.A., A.I.P., Planning and Urban Renewal Consultant

An address delivered at the Centennial Celebration of The American Institute of Architects.

To each one of us, awed by the mathematics of this moment in our history, comes the stern, personal obligation to judge ourselves by our own accomplishments. Only we in our own hearts can evaluate what is said in the millions of words at this great convention, the words of challenge, praise and assessment, the causes laid at our feet, the future spread in glittering clouds before us. Collectively, we are here to honor the art and science of architecture and to pool our individualities in an open forum. Singly we sit within the isolation of our beliefs, habits, and understanding, listening for those silent communications between men on which society and the advancement of civilization have always depended.

We are here today to think of cities we have built. Cities are collective architecture. We cannot see cities from this closed room. But it is always hard to see cities. It is hard to feel them, to understand them, to love or hate them. We are too close, too loyal, too overawed by complexity, too inert, or too disinterested. And yet some 64 percent of America's people live in urban places. We live, work and play in some kind of urban architecture. Most of us are born in urban architecture, grow up in it, enjoy it, suffer with it. It affects our physical and mental health, our habits, our business acumen, our

industrial productivity. Our very nature now becomes urban, despite the vastness of our rural world and the great natural spaces of mountain, forest and desert. The extraordinary new means of communication and intercommunication we are inventing bring the power of urban thought and influence directly to what had been the most isolated and rural family. Shortly the political power of cities will replace rural power in our legislatures and the final conversion will take place. No other mass movement of people since our first migrations is as significant in our social and physical history as this.

We are a mobile people. In the new least common denominators of living and work place there is little room for the old tap roots that held our European progenitors tightly to a plot of ground until New World forces yanked them out. Our cities therefore become vast agglomerations of hives for constantly buzzing swarms, moving through, circling around, and lighting for a lifetime or for a quick hot-dog at a drive-in.

But what a monstrosity is this urban place we have built! Is this the architecture of the future? It certainly is not that of the honored past. It obviously is the architecture of the present. There isn't much worth keeping for the future when we get right down to it. What is this smoky torch we pass on to the next generation? And these great structures, wrapped in

Planning and Civic Comment

Christmas papers of stone, metal and glass, stuck like glistening darts thrown into a swamp by a blind man, are these our only and best architecture? Is this all there is to architecture? Or do we now rebuild our cities and build new ones in which the totality of building is the architecture of the future—a useful, beautiful and worthy architecture fit to house the world's finest democracy?

So let us here and now mark the termination of the 100 primitive years of American architecture! The 18th and early 19th centuries were eras in which a sophisticated architecture achieved culmination in what we now term and revere as the "historic styles." However, this was the architecture of another continent transplanted by brave galleons and brave legions of men from within their own inspired history. But Stephen Vincent Benet said,

"The Thames and all the rivers of the kings
Ran into Mississippi and were drowned."

And so it was in large measure with our inherited architecture, with an occasional turgid bubbling up of muddy historical revivals in the great, slowly accelerating stream of New World building.

This is no moment in which to review history of American architecture. (Others have done this for us, many times and supremely well.) However, we must have a full understanding of the limited nature of the architecture of those immediately past 100 years—its exploratory and restricted nature—in order that we may more willingly accept

the Olympian tasks we face in the next 100 years.

The great names of our primitive years are not belittled here. The lustre of experiment, innovation and extraordinarily artistic and creative genius of Richardson, Sullivan and Wright, their progenitors and successors, is bright and will never diminish. Nor will the names of their contemporaries and peers in companion fields, Roebing, Henry Ford, the brothers Wright, Edison, Bell, Darwin, Pasteur and Curie. The myriads of innovators in all of that wonder age of invention form an extraordinary complex of people and accomplishment, reaching to this moment when the age of nuclear energy dawns, when man finds limitless energy at his trembling finger tips, and when all of society in terror, bewilderment, and pride, finds that the control of its own destiny is now its surcharged responsibility.

So with the invention of new uses for old building materials, the adaptation of sanitary and electrical inventions to building, the acceptance of the human use of building. These have been the highly personal, frequently egocentric, often beautiful expressions and inventions of great men, acting as individuals, creating as individuals, and building individual monuments to their genius and the genius of their extraordinary times. But like all hand-tooled and personal concepts, whether mighty as a pyramid 4000 years old or a Park Avenue skyscraper of the past 4 months, these are individual concepts. The pyramid is today physically and socially isolated but the skyscraper

is not. Within the limited architecture of the past 100 years and of our day, this is still a world of isolated structures, judged on the basis of limited foundations, within the carefully composed frame of the built-in viewfinder of our camera and the myopia of habit.

Search your cities for these fine scattered island monuments of our immediate past accomplishment. The rest is muck, dross, rotting, to be discarded. Five millions of our homes are blighted and slum. Vast areas of our vast cities are worse than ever were the medieval European city by any reasonable standard. Vast new areas now building are today's shame, to become the scorn of our children.

The title of this address is from W. H. Auden's poem, "Hearing of Harvest," in which he says:

Hearing of harvest rotting in the valleys,
Seeing at end of street the barren mountains,
Round corners coming suddenly on water,
Knowing them ship wrecked who were
launched for islands,
We honor founders of these starving cities,
Whose honour is the image of our sorrow.

And Auden goes on to say,

Each in his little bed conceived of islands
Where every day was dancing in the
valleys,
And all the year trees blossomed on the
mountains,
Where love was innocent, being far from
cities.

Having selected our islands, we dream of them as though they really were islands. Alas, they too often are only isolated footholds in a swamp.

From time to time, in moments in the history of urban culture, a city has appeared which, because

of the collective nature of its architecture, we find is itself an architecture. These old cities are prototypes, perhaps, for my theme. They prove, within the confines of their special purposes, that collective architecture can exist and that it can create values non-existent in today's America. We name Peking, Nara, Venice, Paris, Bath, the New City in Edinburgh, pre-Hitler Nuremberg, Segovia. There are others, both of natural growth and consciously planned. In America we had a few starts in this direction with our New England and Pennsylvania villages, in old parts of New Orleans, Charleston, and Philadelphia. They did not get very far.

The last half of the 19th Century and the first half of the 20th have left us with untold city problems. 59 percent of our population, 95,304,000 people, now live in our Standard Metropolitan areas. At the rate we are going we can expect an added 10 percent in these areas by 1975 and conservatively a national population of 220,000,000. At that time we can expect 150,000,000 people in our metropolitan areas, approximately all our present population. This figure of course has been adjusted to anticipated increments in highway death rates. According to Wilfred Owen,* in 1975 we can expect one car for every 2½ persons, or 88 million cars and 15 to 20 million trucks.

Since we have congested our land without other than gain as a reason, we generate by such action the very traffic congestion we abhor. Urban and suburban real estate speculative

*"The Metropolitan Transportation Problem" Wilfred Owen, Brookings, 1956.

Planning and Civic Comment

practices have now so strong a control on our total development that reasoned land use objectives through city planning and zoning face almost insuperable obstacles to their accomplishment. Slum clearance, urban redevelopment and urban renewal, programs of incalculable potential but only struggling for a start, pay exorbitant prices for land and buildings which by all reasonable grounds of morality have no value at all. This part of the compounded foolishness of the last 100 years needs our frank and honest recognition and indignation. But it also requires fighting action to overcome.

City living could be a wonderful thing. There is nothing inherently wrong with living in cities. Neither is there anything inherently wrong with living in suburbia. But when urban sprawl is created in the flight from the city, a flight that has turned into a rout, then something is very wrong with both the city and the suburb. Now we add to the problems we have created the gigantic resources of Federal aid to highways—many times more aid to the automobile than the mere pittance for urban renewal. Without adequate overall planning, without provision of the social consequences as well as the physical, we are blasting through the cities great Panama Canals for the next 100 million automotive vehicles. They are the great new shiny, high speed dictators of our urban destiny with all the power of the automotive world—oil, steel, concrete, rubber—behind them. This vast structure—a truly vital new industry—scarcely heeds its own headlong pace, driv-

ing, enlarging, reckless, killing people and places. Whatever Utopia will turn out to be, it will not be the city of the past. Whatever it will be in the future, it ought to be planned and designed for man and man's places, not just for machines.

Now you say that as architects you are satisfied with our scope of work. City building has no method. There is no client. How does one come to grips with something as big, as messed up, and as time-consuming as all this? When a client wants a house, an office building, a school, a hospital, a factory, or even a housing project, you know where you are. There is a parcel of land, a program of sorts, some money, zoning and building restrictions. You design the building, write the specifications, fight a bit with the engineers, the client, his contractor, his lawyer, listen to the client fight with his banker or the FHA, pay your draftsmen, figure withholding taxes, your rent, do your supervision, and after a while, there is the building. Of course, it's not that simple and it takes time and worry and hard work. But this is the way architecture is made. And this is the way cities are built. Piece work on demand. How else can it be done?

How else can it be done? First, are we clear that what we have done is not satisfactory? We are in the curious position of not liking what we have done, not daring to change tried methods for fear of the unknown, and having no plan for next steps. But within the unknown is the challenge of the next 100 years. Who will face it? Will it be the

law? The law does not build. Will it be the banker? The industrialist? The automobile salesman? The mayor? The builder or contractor? The city planner? The architect?

Obviously, all of these people together and many more have roles to play in the clearance of slums, the redesigning and renewal of cities and metropolitan areas. But who is to set the program? Who is to prepare plans? And who is to design and build? Can the traditional pattern of architectural individualism be reformed into architectural collectivism? When an epidemic strikes a city, the doctors group in collective action and the individual professional merges with the group for joint action in a common cause. Here is an illness all around us and little or no collective action exists to effect its cure.

The architecture of city building is comprehensive. There are no cut-off points. If a \$70,000 house is architecture, so is a \$7,000 one. If a 30-story office building is architecture, so is a filling station. Singly, each is part of an architectonic whole. Together in the city they form architecture. In the comprehensive architecture of cities each building is to the whole what a door or window or building part is to the "architecture" of the past 100 years and today. It is no more complicated than that and it is true. Therefore, those who create each part of the comprehensive architecture of the city, wittingly or unwittingly, are architects even though they would not all be welcome here today. This is one of the fundamental unrealities of this curious profession. A doctor may pre-

fer a Park Avenue practice but he is no less a doctor when he treats the patients of a hospital ward. By singling out those special buildings to be blessed by the architect's seal, we have relegated to the "unknown builder," uncelebrated here for his last 100 years of work, the vast majority of buildings in our cities. Could we have done better service if we had adjusted our fees, sold our services, become contractors ourselves? It is hard to believe that our buildings could have fared worse and the American people might well have fared better. So search for your works of architecture—swallowed up, lost, in the black wastelands of brick and wood in St. Louis, Cleveland, Chicago, Buffalo, Boston, or where you will. Addresses are known to you. Pictures are buried in the stacks of magazines on your shelves.

These are cruel words. But the relentless tide of undesign has washed over us, swirled around us, and spread the long streamers of road-town into the virgin fields, miles out from here. No place is now spared this fate or the fear of this fate. We are disturbed and frightened people. We are searching for islands of firm architecture. But these are big seas of cities.

America has the money. It is beginning to have the will. It still must invent the methods for building cities commensurate with the need imposed by obsolescence and decay, overcrowding of people and traffic congestion. It still must invent the methods for building order and permanent beauty into old cities and into the suburbs and urban regions. Not only the pollu-

Planning and Civic Comment

tion of air and water must be halted but also the pollution of land. And land pollution in its many forms reaches its saturation point in cities. We measure land pollution in specific terms of substandard and overcrowded structures, the wrong residential and working densities, ugliness, confusion, drabness, and deterioration. We measure it most easily by very human judgments—"I wouldn't go back to where I was born. The place stinks."

America has the money. It is beginning to have the will. It is soon going to invent the methods for rebuilding our old cities and building great new ones commensurate with the genius and the destiny of the New World.

There is at present some confusion as to who does what and this clouds our objectives. When the Congress passed the Housing Act of 1949 providing the first true mechanism and the first dollars for city rebuilding, and the United States Supreme Court validated this activity in 1954, it was clear in their minds that the clearance of slums and the rebuilding of cities needed to be in accordance with a plan for a "suitable living environment for every American family", as prescribed in the Housing Act of 1949, and that such legislation should further the "development and redevelopment of communities" in accordance with "general plans for the locality as a whole." Somebody makes the plans, they must be feasible of accomplishment, and buildings must be built in accordance with the plans. There are many kinds of planning. We apply the term to programs, to finance, to

social problems and every kind of activity. The planning we are considering here is directed towards the three dimensional results which create better physical environment, indoors and out-of-doors, above and below ground, in natural and designed spaces for all of our people under all circumstances in which they find themselves. This then is both a definition and a challenge. Paul Valery in *DIALOGUES*, Pantheon Press, 1956, puts it better than I can in his wonderful Socratic dialogue, "Eupalinos, or the Architect":

But the constructor whom I am now bringing to the fore finds before him, as his chaos or primitive matter, precisely that world order which the Demiurge wrung from the disorder of the beginning. Nature is formed and the elements are separated; but something enjoins him to consider this work as unfinished, and as requiring to be rehandled and set in motion again for the more especial satisfaction of man. He takes as the starting point of his act, the very point where the god had left off.

And later the Constructor himself says, speaking of the Demiurge, the Creator:

He has given you the means of living, and even of enjoying many things, but not generally those which you particularly want.

But I come after him. I am he who conceives what you desire a trifle more exactly than you do yourselves; I shall consume your treasures with a little more consistency and genius than you consume them; and without a doubt I shall cost you very dear; but in the end everyone will have gained. I shall make mistakes sometimes, and we shall have ruins; but one can always very profitably look upon a work that has failed as a step which brings us nearer to the most beautiful.

I therefore recommend to the American Institute of Architects that it launch at once a profound

Planning and Civic Comment

investigation of its future responsibility for city building and the comprehensive architecture which such building requires. The people of the United States through their Congress have given this charge to you. Your own mayors, city planners, redevelopment authorities and building entrepreneurs are looking for guidance. And we can be hopeful and even proud in some instances of the speed with which some of you have already moved in this direction. In Pittsburgh and Philadelphia, in Chicago and Cleveland and Detroit, in St. Louis and Kansas City, in New York and Washington, major large scale programs for city rebuilding have begun. We can begin to see the results in these and in other cities. For many reasons beyond the responsibilities of the architects today, the work is slow and halting. There are seemingly limitless problems. But we would not be here today to talk about them if there was not already an awakening interest among you in the job ahead.

Finally I want to speak here of Utopia and the American Dream. If you look at the letters between George Washington, Jefferson and Major L'Enfant as they discussed the future city of Washington, you will find that these very practical men were not in the least bit afraid to think in the biggest possible terms of their day. Today we have

such new and extraordinary tools at hand that the scope and scale of our plans for the future know no conceivable physical limitations. With nuclear power, the mastering of chemical and physical properties of materials enters new realms of scientific possibility. The building of planned and controlled environment at large scale enters the realm of reality. We already can heat our streets—we are now covering them as they were covered years ago in Milan. Shortly we will cover whole neighborhoods, if this is the plan. How these things are designed for the best social purpose becomes part of our new role in our country. And the definitions of the best social purposes, while they may come from philosophers, scientists, technicians, and artists, must be dovetailed in team play, working together in yet unknown patterns and possibilities. As we look around in our communities, surprisingly enough, the clients are here.

Comprehensive architecture is the new imperative. We cannot wait for another 100 years to find out how to do it. Let us devote all of our experience, our foresight, our organizational capacity and our design skills to the building of the cities this country of ours so badly needs. This is our great responsibility and fully within our capacity as we pass beyond the old islands.

The Federal District Commission of Ottawa, Canada

By Major General HOWARD KENNEDY, Chairman

EDITOR'S NOTE: Mr. and Mrs. Harland Bartholomew visited Ottawa, Canada, where Mr. Bartholomew outlined to the Federal District Commission the set-up here in Washington. In April, 1957, General and Mrs. Kennedy made a trip to Washington where General Kennedy spoke before the National Capital Planning Commission and at a lunch arranged by the American Planning and Civic Association, at which Major General U. S. Grant 3d, presided. General Kennedy outlined the history and described the activities of the Ottawa Commission which we now present for the readers of PLANNING AND CIVIC COMMENT.

Our problems are vastly different from those which apply to your National Capital and I shall take a few minutes to outline some of the differences. For instance, aside from such obvious influences as population, and therefore, revenues, available, we have climatic conditions which range from temperatures in the nineties in the summer to thirty below in winter with some months of snow and ice and frost, all of which affect silvicultural and horticultural activities, both as to species and their treatment.

But a more serious difference is evident in a comparison between Washington and Ottawa. While your capital has from the start had the advantage of being planned as such, Ottawa became our National Capital almost by default. It had existed for more than thirty years, first as a construction camp and later as a rather rowdy lumber town before being selected as the site of the future National Capital. At the time of its selection as capital, there were only two provinces involved, Upper and Lower Canada, which are now known as Ontario and Quebec. The maritime provinces were then separate colonies and the area west of the Great Lakes was administered from Eng-

land mainly by delegation of authority of a sort to the Hudson Bay Company.

Upper and Lower Canada could not agree on a site for a capital to serve both provinces and for some years there was a migratory capital which shifted between Upper and Lower Canada every four years. Finally, Queen Victoria was asked to decide the question. To the consternation of the older and more sophisticated cities such as Toronto, Montreal, Quebec, Kingston and Hamilton, all of which had hopes that they were possibilities, she selected Ottawa. The reasons for this selection are not recorded, but it is presumed that the fact that it was well away from the U. S. border loomed large in the thinking of that day. You will remember that Britain and Canada had had some rather unsatisfactory dealings with the American colonies in the 1770's and again, with the United States in 1812-14, and there seemed the possibility that other similar unpleasant episodes might follow. In fact the Rideau Canal, the construction of which was started in Ottawa in the 1820's and which is now one of the features of our landscape, was built by Britain at great expense in order to be able to reach

Planning and Civic Comment

the Great Lakes by water transport, without traversing that part of the St. Lawrence river which forms the international boundary. The choice of Ottawa as a capital was no doubt influenced also by the fact that Ottawa lay on the boundary between the two provinces as Washington lies midway between the north and south. It is also located on a site of considerable natural beauty at the confluence of three rivers with a canal besides.

Parliament buildings and administrative offices were completed by 1867 when our maritime provinces, previously separate colonies, joined in confederation. Legislative problems in connection with the bringing together of the various provinces, some of which entered confederation rather reluctantly, took all the time and energies of the government in those early times, so that more than another thirty years went by before anything was done about tidying up the capital. However, in the dying days of the century, the Ottawa Improvement Commission was set up by the Federal Government and provided with an annual budget of \$60,000 to undertake the work. Its duty was to overcome the situation created by growth without plans throughout the preceding seventy-five years. During this time an uncoordinated railway growth to handle a lumber output of over a billion feet annually came into being and still forms a major item in our re-conditioning of the area.

The Commission heroically started cleaning up the more noticeable eyesores in the heart of the city and around the Government

buildings. Gradually, the work and the budgets were expanded into development of drives and parks. In 1927 it was reconstructed as the Federal District Commission and a continual expansion of its powers and responsibilities was accorded to it. In 1946 it was again reconstructed and its membership widened to include representatives of all the provinces, which then numbered nine and Newfoundland has since become the tenth. Throughout its life, the activities of the Commission have been guided by a series of reports prepared by various planners and planning bodies which have served the country well.

The latest of these reports was the National Capital Plan, tabled in Parliament in 1950 which was prepared under the guidance of Jacques Gréber of Paris. It is a comprehensive plan of not only the National Capital City but the City of Hull, across the river from Ottawa and a considerable area surrounding the urban centres. The sphere of influence of the Commission has been extended to include roughly 900 square miles surrounding the Capital, and legislation which is now under preparation is expected to increase this area very considerably. The National Capital Plan of 1950 has served and will continue to serve as the master plan for developments in the foreseeable future.

It contemplates a complete revision of the railway set-up in the urban area, segregation of industrial developments from residential and business sections and development of another forty miles of scenic

Planning and Civic Comment

parkways within the urban area in addition to the existing twenty-seven miles. This latter item will add about 4,000 acres of parks and landscaped open spaces to the thousand acres already existing. Provision is also made for a 75,000 acre park in the lake and hill country immediately north of the Capital, with another forty-five miles of parkways serving it. About 55,000 acres of the Gatineau Park has already been purchased and a few miles of parkway constructed in it. Finally, a green belt area, about two and one-half miles wide is planned around an urban area of sufficient size to accommodate about 600,000 people, which population is anticipated before the end of this century. With the exception of property for the greenbelt, upwards of 90 percent of all properties for drives and parks, in or adjoining the presently built-up area, as well as lands required for railway relocations has already been acquired and the various major projects mentioned will be carried out as funds are made available over the next few years.

The Commission has the duty of coordinating building projects in the National Capital area which involve two or more departments of the Federal Government. It is empowered to control the exterior architectural appearance of all Federal Government buildings within the National Capital area and it carries out this function with the assistance and advice of a committee composed of leading Canadian architects. By means of a by-law of the City of Ottawa it is empowered to treat similarly buildings

on properties which adjoin Federal properties.

The lands of all Federal Government properties in the National Capital area are landscaped and maintained by the Commission. This is in addition to its own drives and parks, and constitutes, as you may imagine, a fairly considerable horticultural effort. It has been found simpler for the City of Ottawa to rent its parks to the Commission for a nominal figure and their maintenance is also one of our chores.

There are some thirty municipalities, mostly rural, within the National Capital area and as Canada follows the British precedent of giving municipalities very real powers within their sphere, you will realize that the long-term views of the Commission often clash with the short-term views of municipal governments with an eye on the next municipal election. In such cases the Commission has no powers except those of bargaining with the municipality involved. We have found that ownership of land is the only really effective long-time measure for achieving our ends when we reach the stage where bargaining does not provide a feasible or satisfactory solution.

Our funds are provided by the Federal Government and all major projects must be submitted to the Privy Council, which is in effect the Cabinet, for approval before expenditures are incurred. Members of the Commission, twenty in number, are unpaid to date, although the Chairman has recently been professionalized because of an

Planning and Civic Comment

honorarium and new legislation pending hints of a salary.

The permanent staff of the Commission amounts to more than three hundred and fifty and with temporary helpers this number rises to between five hundred and six hundred during the summer months. All major construction projects are carried out by contract. Staff members receive salaries commensurate with similar gradings in the Civil Service of Canada and enjoy the same conditions as regards retirement, holidays with pay, and sick leave.

Members of the Commission are appointed for four years and may

be re-appointed. The board functions under the office of the Prime Minister and its prestige is enhanced to a very considerable degree because of this connection. All members of the Commission are fully conscious of the honour done them in appointment to it and without exception render devoted and unselfish service in the cause. We can see the picture commencing to take shape and all of us who are concerned with it regret the likelihood of our living to see it brought to completion, as several decades are involved, the time element being closely related to the rate at which funds are provided.

THE BIG CHALLENGE LIES AHEAD!

(Continued from page 2)

energies toward the education and exciting of the interest of American citizens to work for adequate planning of our communities and our Nation and for the conservation of our natural resources so vital to our future.

We call on each of our members to serve as a committee of one to tell our story to neighbors and to the community and to solicit their interest and support.

We extend the hand of full co-

operation to all other planning and conservation organizations in promoting sound programs of betterment for our people, our communities, our States and our Nation.

There was a sell-out for our National Citizens Planning Conference, Little Rock, Arkansas, June 9-12. Winthrop Rockefeller and his fine Committee turned in a stellar performance. Let us not lose this momentum as we look to the future!

State Park *Notes*



PERSONALS

Newton B. Drury, Chief of the Division of Beaches and Parks was awarded a citation by the California Recreation Society in February for distinguished service in the field of recreation.

After serving 10 years with the Tennessee Division of State Parks as State Park Planner, Mario R. Seta resigned to accept a position as Land Planner with the Veterans Administration at Nashville.

Leo Carrillo has been reappointed by Governor Knight of California and confirmed by the State Senate to serve until 1961 on the State Park Commission. Mr. Carrillo has served since 1943 and is now in his fourth term.

Thomas A. Schrader of Minneapolis, Minnesota, formerly with the U. S. Fish and Wildlife Service has been named director to succeed Elmer Peterson in the South Dakota Department of Game, Fish and Parks by the Game, Fish and Parks Commission. Harry R. Woodward, former State Forester, has been appointed as assistant director.

MEETINGS

The second annual Short Course for State Park Personnel sponsored by the Association of Southeastern

State Park Directors and the University of Mississippi was held March 19-28. The indoor meetings were held at the Mississippi Center for Continuation Study, and papers and discussions were led by a number of southeastern state park administrators, and University of Mississippi personnel. Trips were taken to Lake Sardis, Wall Doxey, and Hugh White State Parks.

AWARDS

The annual meeting of the American Scenic and Historic Preservation Society was held on April 17. At a luncheon in the Dome Room of Federal Hall in New York, five medals were presented to outstanding leaders in the field of scenic and historic preservation. The first presentation of the Horace Marden Albright Scenic Preservation Medal was made to Laurance Rockefeller; and the George McAneny Historic Preservation Medal was made to Henry Francis DuPont.

The annual Honorable Cornelius Amory Pugsley gold, silver, and bronze medal awards were presented respectively to Dr. Gilbert H. Grosvenor, James F. Evans, and Harold S. Wagner. Mrs. Marion Jones accepted the award for her father, Dr. Grosvenor, who is known

for his long service as president of the National Geographic Society and editor of its magazine. He was given the gold medal in appreciation of his matchless contributions to the Nation's knowledge and appreciation of its natural legacy. Mr. Evans who has been Director of State parks in New York since 1938, was awarded the silver medal for his "outstanding and imaginative contributions to the cause of State parks in New York". Mr. Wagner who has headed the Akron Metropolitan Park District since the early 1920's was awarded the bronze medal for "outstanding work in the planning, development, acquisition, and operation of the Akron Metropolitan Park System", for "devoted service and leadership in nationwide organizations", and for his "advisory and consultative service to park agencies from the local to the national level".

NEW PUBLICATIONS

The Biennial Report from the State of New Hampshire Recreation Division for 1955-1956 will be of interest to many park administrators. In the introduction, Director Russell Tobey reviews the progress and changes that have taken place in the park system since the re-organization act of 1950. The effort to make the parks self-supporting has meant charges for many things including park service and parking fees for all groups and individuals except orphans. He states that such fees are now near the peak that can be charged. The present operation counts heavily on good weather, and profits shrink when snow in winter or sun in summer is not consistent.

Merchandising of a huge number of items is now an important part of park operations. Progress and accomplishments of each area during the biennium are itemized and charts and graphs show both expenditures and source of income by park and by category of charge.

The Annual Report of Oregon State Parks for 1956 is liberally illustrated, contains a number of graphs, itemizes expenditures and attendance for each park, and reviews park progress in narrative form. Two new parks were acquired, 15 expanded, and 20 areas were examined for park status during the year. Tent camping increased 58,000 camper nights from 158,375 in 1955 but the percentage rise was not as great as the previous year.

A thorough study of the state park camping situation as determined from nearly 11,000 completed questionnaires from campers, is analyzed and described in the publication, *We Came to Camp in Washington State Parks—Overnight Camping Survey, 1956*. Washington residents made up 61 percent of the campers; Canada, 21 percent; and other States, 19 percent. Camping has increased 270 percent in Washington since 1950, and the results of the questionnaire have served to highlight the problems and needs so that the Commission can be better prepared to meet them.

Out-of-state campers stayed an average of 2.04 days in a single park, while Canadians and Washingtonians stayed half a day longer. The State has 1,777 developed campsites with the possibility of expanding to 2,447 through doubling

Planning and Civic Comment

up or permitting camping in the picnic areas. Maximum density has almost been reached, and the study shows a need for more facilities or else "slum" conditions will prevail. Those using trailers comprise 10 percent of the camping area users. The survey also reports the expenditures made by campers, other parks visited, and suggestions by the campers for improvement of the parks.

A leaflet produced by the California Conservation Council on *Outdoor Good Manners* is available at two cents each from the Council at 912 Santa Barbara Street, Santa Barbara, California. The leaflet, designed for school children, but applicable to all who use outdoor recreation areas, contains paragraphs explaining the following points of outdoor good manners: Leave a clean roadside, leave a clean playground or camp, spare the wildflowers, respect the fish and game laws, be careful with firearms, listen to your friend with the badge, drive carefully, and prevent forest fires.

Americans on the Highways, a report on habits and patterns in vacation travel produced in 1956 by the American Automobile Association, Washington, D. C., points out important aspects of the current travel picture. It states that more than half of the States consider travel as one of the three major sources of revenue, and more than half of the population takes a vacation trip sometime during the year. It summarizes and compares state promotional campaigns. The publication concludes with an article describing increasingly speedy

modes of travel and improvements in accommodations.

ARTICLES

"Encroachment—Modern Enemy of Park Departments" appeared in the April issue of *Park Maintenance*. The article recounts a number of instances in many parts of the Country where park land was obtained for highway and other purposes. An editorial in the same issue entitled "The Villain That Steals Parks" discusses the same problem and describes what the park administrator can do. The editorial urges "Study your acreage per 1,000 population. Chart your population growth for the next 10 years. Educate your public with maps and charts. Speak before groups and be quoted in the newspapers and on the radio. Then when encroachment becomes an issue, the people will carry the ball. They will have been convinced that you need more parks, not less."

The March issue of *State Government* mentions the fact that in widely separated parts of the Country, Governors' messages included portions advocating improvement or expansion of state parks. Some of the messages took specific note of the increasing recreation needs of the people as the Nation becomes increasingly urbanized.

The following quotations from editorials in *The Hartford Courant* of March 26 are clear calls for public support for an increased state park budget. The paper pleads, "One of Connecticut's great natural resources lies in her recreational assets. This is not only true of the vacation business, which may attract tourists

Planning and Civic Comment

—and money—from out-of-state to the lakes and shore resorts, or into the preserves. It is especially true of the space that is provided, protected, and cared for to give the men and women who work in crowded cities and in busy communities a chance to get away from the hubub and pressures of a busy life." Mentioning the details which make Connecticut the fastest growing State in the northeast, the editorial states, "Yet one tolerates conditions in our state parks that would be regarded as slums if we were to look at them frankly. Visitor accommodations are often inadequate, out-moded, and in a state of disrepair. What will it be like in the future as the population grows?"

Reynold E. Carlson, Professor of Recreation, Indiana University, writing in the March issue of *Recreation*, looks to the future in his field in the article "Camping for Tomorrow". He lists and discusses the following subjects and their relation to the future: (1) scarcity of campsites, (2) outdoor education and camping, (3) increased regulations, (4) community planning, (5) leadership, and (6) the new leisure. In discussing space for future campsites he states, "One acre out of every 10 in the United States today is under the auspices of Government agencies. Camping authorities may have to depend increasingly on these public land-holding agencies for the use of park-forest land which they may lease for long or short-term camping."

"Education and Litter" appearing in the March issue of *Park Maintenance* reviews many con-

structive ideas for preventing littering. Keep America Beautiful, Inc., is helping to publicize a number of clever anti-litter ideas. The placing of an enormous trash can in Times Square, "Parky" the tidy kangaroo in several California Parks, "Pick-up the Pelican" in Savannah, and "Tidy Tim" of another city are successful publicity ideas. The following are a number of effective slogans used: "Let's Keep Denver Clean Azza Whistle"; "This is Your Front Yard, Keep it Clean"; "Don't Throw It, Stow It"; "Let's Litter Less". The article interestingly describes many other excellent anti-litter ideas.

LEGISLATION

A state park law has been enacted in Arizona after many years of effort. It was passed unanimously by both the House and Senate and was signed by the Governor on March 26. The act provides for an Arizona State Parks Board of seven members, one of which shall be the Land Commissioner and the others shall be appointed by the Governor, including two representatives of the livestock industry. The act outlines the general qualifications of a director who shall serve at the pleasure of the Board at an annual salary of not more than \$8,400. The Board's objectives are stated as being "to select, acquire, preserve, establish, and maintain areas of natural features, scenic beauty, historical and scientific interest" and other points. The Board is empowered to carry out all necessary park functions, but is limited in land acquisition to not more than 160 acres for each area, except

Planning and Civic Comment

where approval is granted by the Legislature, when a gift is made specifically for park purposes, or where there are not outstanding leases or permits on the land. An initial appropriation of \$30,000 was included in the act.

The Arizona State Parks Association was very instrumental in working out arrangements and engendering support for the passage of the legislation. The Association has been asked by the Governor to submit suggestions for members of the Board and for proposed state park areas.

Several items of legislation affecting Arkansas state parks were enacted by the 1957 Legislature. One act provides for the State Highway Commission to maintain all roads within state parks. Several new areas were added to the park system by individual legislative acts authorizing acceptance of their donation. A 17-acre area including Mammoth Springs which is the largest single spring in the world, flowing 640,000 gallons of water per minute, was accepted and the sum of \$10,000 was appropriated for initial development. The Hampson Museum of Archeology was accepted and \$15,000 was appropriated to construct a new museum building to house the exhibits. Donation of another area of 25 acres in Randolph County was approved but no funds were provided. Another act provides \$50,000 for development of the new Queen Wilhemina (formerly Rich Mountain) State Park. The Commission was also authorized to issue revenue bonds to construct cabins, hotels, lodges, and other improvements in

state parks, the bonds to be repaid by fees from the properties of the state park system. Another act designates state parks as bird sanctuaries.

An act passed by the Colorado Legislature revises the membership of the State Park and Recreation Board so that it is composed of seven members, one from each of the four congressional districts and three from the State at large. The act establishes a State Inter-agency Committee on State Parks and Recreation which will include heads of other departments concerned with parks and recreation and will advise the State Park and Recreation Board. The act provides for the Board to obtain land for "roadside picnic, recreational, or park purposes", to make expenditures for its development and maintenance, to cooperate with agencies of the United States, to appoint a Director, and to encourage the organization of park and recreation activities in the political subdivisions of the State. An appropriation of \$42,000 was made to carry out the law for the coming year.

The Kansas Legislature refused to appropriate funds for continuation of the State Park and Resources Authority program or for the administrative offices in Topeka. It is reported that provision for a bonding program in the budget submitted by the Authority was a feature distasteful to the Legislature and the Governor in the light of the considerable unfavorable publicity given to the bonding program of a neighboring State. It appears unlikely that any further legislative action in regard to a park program

Planning and Civic Comment

will be taken for two years.

Amendments to the state park law in Nevada provide for the Director of State Parks to be appointed by the Governor from a list of applicants submitted by the State Park Commission, states that the Director's salary be raised to \$7,200 per annum, and specifies the areas of general responsibility for the Director. The Act also transfers responsibility for administering the Ichthyosaur and Genoa Fort areas from independent commissions to the State Park Commission. Another act regulates the exploration and protects prehistoric and historic artifacts and sites of the State, placing authority for this under the Nevada State Museum.

North Dakota enacted a law which provides for the State Historical Society to fix and collect such fees as may be deemed reasonable for the use of park facilities. It also authorizes the Society to enter into concession agreements with firms or individuals for a period of up to 20 years to provide services or lodging within state park boundaries. An act providing authorization for two or more counties to form joint county park districts was also passed.

Utah enacted legislation establishing a State Park and Recreation Commission and directing it to formulate a long-range plan for acquiring and developing park areas. The Commission is to be composed of 12 members, five of whom are to be appointed from specific judicial districts of the State and selected because of their demonstrated interest in parks and recreation. The other seven are the Director of the

Water and Power Board; State Forester; Director of State Road Commission; Director, State Historical Society; Director, Tourist and Publicity Council; Executive Secretary, State Land Board; and Director, Fish and Game Commission.

The Commission is authorized to acquire land, employ a director, establish policy, and issue permits for exploration or excavation of archeological and paleontological deposits. It is directed to permit multiple use of park areas for such purposes as grazing, fish and game, mining, development, utilization of water resources, and other uses. Administrative responsibility for the following existing areas is transferred to the Commission: "This is the Place Monument" site, Camp Floyd, and Old State House at Filmore.

NEWS FROM THE STATES

California. Recent studies of visitor attendance in California's State Park System show an overall increase of 11.15 percent. Over 40 million visitor-days were recorded in all units of the System, including the highly used southern beach parks, many of which are operated by local governments. According to Newton B. Drury, Chief, Division of Beaches and Parks, the *Five Year Master Plan*, which is now completing its first year, will more than double outdoor recreation facilities in the State Park System.

The Thomas O. Larkin house and furnishings in Monterey has been donated as an historic monument, to join a number of similar struc-

Planning and Civic Comment

tures in that city already so designated, by Mrs. Alice Larkin Toulmin. Her grandfather, Mr. Larkin, was the first and only United States consul to California and assisted in furthering the purpose of President Polk in acquiring the Territory. He was also the originator of the Monterey style of architecture.

The proposal to convert Squaw Valley from the use to which it will be put in the Olympic Winter Games in 1960 to a state park was studied at great length by the Division of Beaches and Parks. The report made on the proposal, and approved by the State Park Commission, contains estimates for the area to be administered. (1) as a winter sports area and (2) as a year-round recreation area. It is estimated that, in the event a park is developed there, from \$1,250,000 to \$2,500,000 would be necessary for land purchases in addition to the \$5,000,000 already appropriated and the \$7,990,000 requested in pending legislation.

A campaign is being launched by the Sierra Club of California to help raise \$700,000 for purchase of land at Mt. Tamalpias State Park. A choice plot of 570-acres has become available from developers who plan eventually to subdivide it into lots unless the land is purchased soon. Mt. Tamalpias adjoins Muir Woods National Monument on three sides. The State Park Commission has approved the accession and a State Assemblyman has introduced a bill to authorize purchase by the State.

The Division of Beaches and Parks recently announced plans to lease a portion of the lands bordering the lower Colorado River for park purposes. The State is to

provide a general development plan showing roads, trails, picnic and parking areas, and boat docks. Under the lease, the State will also take over the entire administration of the area including licensing of concessioners.

Connecticut. A program to construct six new bathhouses at Hammonasset State Park was launched this year by the Park and Forest Commission. It was hoped that the Legislature would authorize \$600,000 to construct three new bathhouses in three years and the other three later. Each building would consist of 2,500 lockers, 106 individual dressing cubicles, and would cover 12,000 square feet. The walls would be made of stone slabs thus forestalling fire and knives. The existing facilities were built 38 years ago and are badly in need of replacement since they were considered only temporary when first constructed. Hammonasset attracts more than a million persons a year with daily peaks up to 40,000.

Iowa. Following enactment of a law in 1956 permitting the establishment of county park and recreation boards and authorizing them to levy taxes and acquire, develop, and maintain public park and recreation areas for county residents, 15 out of the 21 counties which had the issue on the ballot last November approved such a plan and established such boards. A meeting of these boards was held in May at the request of the State Conservation Commission at Springbrook State Park to acquaint the boards with the resources available to aid them in setting up their programs. It is

Planning and Civic Comment

hoped that more recreation areas will result from the plan, since previously, the counties had no authority to finance such undertakings.

Oklahoma. A new state park located about 50 miles west of Oklahoma City is known as Red Rock Canyon State Park. Located in a canyon surrounded by steep sandstone walls, the part to be used by the public has a thick stand of Bermuda grass and many groves of healthy trees with a number of clear springs. Development in the valley now includes 20 picnic units and a swimming pool and further improvements are planned. The area was one of many highlighted in the Recreation Section of the report prepared by the Arkansas White, Red Basins Interagency Committee, published in 1955.

Park officials are looking to the coming tourist season with increasing optimism and hope that a full tourist season of operation will see the state lodge and cabin facilities paying for themselves after a rather unsteady beginning last year. Some finishing touches have been applied to the lodges and parks making them more attractive. The State is restudying the rates to be charged so that the lodges do not give the impression of being exclusive. Also, a much more extensive advertising campaign is underway, primarily to encourage Oklahomans to stay in the State for their vacation. As a

last resort in deriving adequate revenue to pay off the bonds, the State might charge an admission fee to the general public for entrance to the parks. In addition to being reluctant to take this step, state officials think that they might be presented some serious legal complications.

Pennsylvania. Plans for two new state parks in the central and eastern parts of the State were announced recently. A 3000-acre site is planned between Harrisburg and York, and a 300-acre area for the Hills Creek State Park between Mansfield and Tioga. The latter contains a 137-acre lake and facilities for boating, fishing, swimming, and other public use and will be ready this season.

Texas. A celebration was held on March 2 at Washington State Park, at which Governor Daniel spoke, commemorating the signing of the Texas Declaration of Independence on March 2, 1836. The celebration was sponsored by the Texas Independence Day Organization which proposes the erection of a museum and monument at the Park.

Ontario. As reported by W. B. Greenwood, Chief of the Division of Parks, the Province added some 40,000 acres of park land during 1956 and expended \$500,000 for new facilities.

National Conference on State Parks

New Members January 1 to June 1, 1957

Report of EARL P. HANSON, Membership Chairman

Arizona

Yuma Recreation and Park Department, Yuma

California

James D. McDade, Big Basin
Burgess W. Heacox, Borrego Springs
Dalton E. Merkel, Borrego Springs
Jack P. Welch, Borrego Springs
Recreation and Parks Department,
Buena Park
K. W. Miramontes, Carlsbad
Edwin Hixson, Carmel
Charles S. Mosteller, Coronado
Michael L. Plesha, Crescent City
Don K. Porter, Dana Point
Fred W. Binnewies, Death Valley
Charles Lyden, Goleta
Marvin D. Arnold, Hawthorne
Anton J. Trigeiro, Little River
Wayne Cox, Pacific Grove
Glenn W. Price, Pacific Palisades
William J. Haussler, Sacramento
Leo Crawford, San Clemente
Cliff M. Bisbee, Shasta
Roy E. Mealey, Shasta
Melvin L. Badger, Sonoma
Arthur Parvin, Watsonville

Colorado

O. W. Carlson, Mesa Verde National Park

Illinois

Alfred L. McDougal, Jr., Chicago
Charles T. Byrnes, Evanston

Indiana

Ned M. Stringham, Bloomington
Herbert J. Miller, Nashville

Iowa

Vince Stolmeier, Davenport

Kansas

State Park and Resources Authority
Topeka

Louisiana

Polk Hebert, Hammond

Massachusetts

Parks Division, Metropolitan District
Commission, Boston

Minnesota

Waino Kontola, Altura
Mike Micklus, Glyndon
Edwin P. Chapman, Minneapolis
A. T. Lincoln, Northfield
Mrs. C. K. Maytum, Rochester
Theodore E. Moravec, Taylors Falls

Missouri

Optimist International, St. Louis
Superintendent of Parks and Recreation,
Springfield

Michigan

George Hughes, Cedar River
Paul Paris, Champion
G. Thomas Gregg, Chelsea
Donald E. Ike, Chelsea
Waterford Township Department of
Recreation, Drayton Plains
Louis Haney, Grand Haven
George A. Lawrentz, Monroe
Walter P. O'Donnell, Pentwater

Nebraska

Mel Harvey, Omaha
Kenneth R. Krabbenhoft, Omaha

New Jersey

Recreation and Parks Department,
Livingston
Morris County Park Commission, Morristown

New Mexico

Superintendent of Bandelier National
Monument, Santa Fe

Ohio

DeFro Tossey, Dayton
Toledo Metropolitan Park Board, Toledo

Oregon

Douglas County Park Department,
Roseburg

South Dakota

L. L. Lillibridge, Burke

Tennessee

Hugh Abercrombie, Chattanooga
Damon R. Weadden, Ridgely

Texas

Mr. and Mrs. Ben D. Clower, Henderson

Utah

Superintendent of Bryce Canyon National Park, Ruby's Inn

Virginia

Theodore T. Smith, Triangle

West Virginia

Walter R. Mitchell, Jr., Charleston

Wisconsin

Hugh Alan Dega, Madison
Robert D. Espeseth, Madison
I. S. Horgen, Wausau

Puerto Rico

Public Parks and Recreation Administration, San Juan

Zoning of the Federal City Concerns the Nation

On November 9, 1956, Harold M. Lewis, eminent zoning authority, submitted his final report to the Commissioners of the District of Columbia, pursuant to a contract signed two years earlier. In his preface he stated that he has had the close cooperation of the office of the Engineer Commissioner and of the Zoning Advisory Council, with whom the preliminary draft of the new regulations was reviewed in detail prior to its publication. He recorded his indebtedness to the various District departments, particularly the Zoning Office, the Department of Licenses and Inspections, the Highway Department and the Corporation Counsel. He also pointed out that the staff of the National Capital Planning Commission had made available its base maps and data on land uses and had cooperated with the rezoning staff in the preparation of a detailed and up-to-date Land Use Plan. He declared that the preliminary drafts of the proposed regulations and maps had been substantially revised, as a result of ten preliminary hearings held in June, 1956, under the auspices of the Commissioners' Zoning Advisory Committee, without, Mr. Lewis believes, sacrificing the essential requirements of sound zoning for the District of Columbia.

The bulky report will stand as an authoritative reference book of the history of land uses and development in the District of Columbia. The Recommendations cover:

Population and Employment. The

prediction is that the population of the District will increase from 850,000 to 932,000 in 1980, that the capacity of vacant land to absorb this growth is such that there will be no great pressure to build new apartments by displacing existing homes until after 1970, when zoning should again be revised. Mr. Lewis notes that employment is growing much faster in the suburbs than in the District.

For the *Land Use Plan*, there are 137 residential neighborhoods in the District, of which 45 are suffering from physical blight. Zoning can help stabilize these areas and lead to their gradual improvement with a balanced and realistic plan of development.

Residential Densities. While the District contains apartment houses with densities far in excess of the nationally recognized standards, new apartment houses show lower densities than those built before 1948. The *floor area ratio* is the most positive, simple, and effective method of controlling residential densities and the present zoning regulations do not establish any direct controls over residential densities, though those permitted by indirect controls are several times what is desirable. If the trend toward blight and slums is to be arrested, all new construction must be of the kind that will encourage the continued residence of the most sensitive and scrupulous elements of the population.

Commercial Densities. The ordi-

Planning and Civic Comment

nance would prescribe maximum *floor area ratios* of buildings in Commercial Districts. The 1910 Act of Congress limiting the height of buildings to 110 feet and the present zoning regulations, declared Mr. Lewis, have enforced an inconsistent height control on the downtown area.

Off-street Parking and Loading. The ordinance would set forth the off-street parking spaces to be required for all new structures, including residential uses, schools, commercial buildings, places of public assemblage, institutions, and manufacturing, industrial or storage establishments. Mr. Lewis remarks: There is a growing realization by building owners that off-street loading, like off-street parking, is a sound business investment well worth its cost in preventing untimely depreciation.

Relation of Zoning to Assessed Values. The tax revenue received by the District of Columbia from its real estate tax on developable land in the Central Business District is a very small proportion (about one-twentieth) of the District's tax support. There is no basis for a notion that rapid population growth and the resulting business expansion and land speculation will solve the tax problem of the District. Even with a stabilization of population in the District, the Central Business District with its unique shopping and cultural facilities should continue to attract a share of the growing market in

the expanding metropolitan area. Zoning for apartments because of high land values may well lead to a limitless spiral of values and permitted bulk; land value must be realistically related to neighborhood population capacity, or else the speculator's profit becomes the community's loss. The development that has value is one that adds positively to the quality of living in the city; a building which fails to do this, on account of excessive density, lack of parking, or incompatibility with the neighborhood is a poor bargain, even though it may add temporarily to the tax rolls.

Development Policy. There are two public groups which must be considered in rezoning the National Capital; these are (1) the Nation at large, with the Congress as their official representatives; and (2) the local residents and business interests of Washington.

A large portion of the city, involving several hundred thousand people, is threatened with continued depreciation, blight, and eventual abandonment by those who can pay the price of escape, unless a positive program is begun to correct the particular problems of each neighborhood in the threatened area.

Such is the summary of Mr. Lewis' 200-page report.

At the hearings before the District Zoning Commission, the following statement prepared by General Grant is presented.

Revision of D. C. Zoning Regulations and Maps

Statement before the D. C. Zoning Commission on behalf of American Planning and Civic Association and the Committee of 100, prepared by Major General U. S. Grant 3rd, President, and read by Charles A. Phelan, Jr., Executive Director.

The American Planning and Civic Association, and its local Committee of 100 on the Federal City, are grateful for this opportunity to be heard in favor generally of the revised Zoning Regulations and maps proposed by Mr. Harold M. Lewis. General Grant, our President, and Mr. Horace M. Albright, Chairman of our Board, regret that necessary absence from Washington prevents their appearing in person.

In employing Mr. Lewis as consultant to recommend the revisions of our present Zoning Regulations, the District Commissioners wisely selected a nationally recognized authority on the subject, who has brought to the work his broad knowledge of the experience of many other cities in modernizing their zoning methods and procedures, a contribution of great value to the District of Columbia. Certainly Washington, D. C., as the National Capital and the second American city to adopt zoning, merits the benefit of the best and most up-to-date advice on this subject. Much has been learned by experience, not only here but also in innumerable other American cities, since the District's original zoning regulation in 1920 and even since the last amendment thereof in 1942, fifteen years ago. Like other American cities our city has grown in these fifteen years, and the old zoning suit no longer fits it adequately.

Moreover, new techniques and new procedures have been devised in the 37 years that have elapsed since our Zoning Regulations were formulated, and Mr. Lewis has now incorporated such of these as are applicable here in his revision. Confronted with such new devices, with the use of which they have had no experience, and with a review of the *purposes of zoning* as laid down *in our present law*, which many have doubtless forgotten, it is only natural that some of our citizens should fear and look with suspicion upon the possible effects of the changes proposed, and that such special interests as had hoped the revision would let down the bars and open the way to a greater crowding of the land should openly oppose Mr. Lewis' revision; whereas, a matter of fact, he had reduced the allowable density of occupancy only in the few cases in which it had been recognized that the current regulations permitted an overcrowding in places that was unhealthy for the welfare and economy of the city. Indeed, the existence of these danger areas was one of the cogent reasons given by the National Capital Planning Commission in its 1950 Comprehensive Plan for recommending a revision.

It is pertinent to quote here the purposes of the Zoning Regulations as enunciated in the 1938 Act, which are generally recognized

Planning and Civic Comment

throughout our country and doubtless were constantly in the Consultant's mind:

Sec. 2. Such regulations shall be made in accordance with a comprehensive plan and designed to lessen congestion on the street, to secure safety from fire, panic, and other dangers, to promote health and the general welfare, to provide adequate light and air, to prevent the undue concentration of population and the overcrowding of the land, and to promote such distribution of the population and of the uses of the land as would tend to create conditions favorable to health, safety, transportation, prosperity, protection of property, civic activity, and recreational, educational and cultural opportunities, and as would tend to further economy and efficiency in the supply of public services. Such regulations shall be made with reasonable consideration, among other things, of the character of the respective districts and their suitability for the uses provided in the regulations, and with a view to encouraging the stability of districts and of land values therein.

We do not wish to impose upon your patience with a rebuttal of all the objections raised at previous hearings and in the newspapers, but submit that your Consultant has adequate answers and explanations in response to all of them and we recommend that he be given an opportunity after these hearings to make such response in regard to any that seem to you valid. For our part we venture only to invite attention to the lack of merit of several of the more loudly and frequently acclaimed criticisms.

1. That Mr. Lewis has exceeded the scope of zoning and encroached on the field of city planning. Actually he has cooperated loyally with the National Capital Planning Commission and based his zoning regulations on the Comprehensive Plan as brought up-to-date, and the Commission has approved his re-

vised regulations. The city plan and its zoning are mutually interdependent, two parts of the same whole, and have been so treated in this case.

2. That the restrictions as to lot size, requirement of "usable open space for apartments", and limitation on occupancy of old large houses for multi-family use, will depreciate property values in residential areas. Actually they may be expected to stabilize land values, and by inducing more attractive neighborhoods and removing the danger of rapidly depreciated values, as the houses of the neighborhood grow older, should reduce the flight to the suburbs and help maintain tax values. There is a sort of Gresham's law applicable to dwellings and all real estate which induces accelerating depreciation, as soon as a neighborhood begins to become obsolescent, and finally leaves it a slum, the most expensive burden a city has to carry.

3. That the FAR 7 for the Central Business District will be a deterrent against rebuilding within it and so tend to impel business to move to the suburbs. Actually, while it may be hoped that it will prevent further congestion, the *present cause* of much decentralization, it will give opportunity for substantially bulkier and more capacious buildings than the average built since 1945, although preventing the concentrations in spots that have been possible under present zoning regulations. (I remember well the fight made to permit Garfinkle's to build the additional two set-back, stories, when all these same economic arguments were used, and

Planning and Civic Comment

that Mr. Garfinkle afterwards regretted he had the extra stories to maintain, finance and pay taxes on. U.S.G.)

4. That the off-street parking requirements, especially for the Central Business District, entail a prohibitive expense. This is an elusive subject, but the fact that many of our best stores and business houses in the area have already found it advantageous to provide such off-street parking at their own expense (The Hecht Co., The Evening Star, the Caffritz Building and others) indicated the appreciation of the most foresighted business firms of the value of such parking to their business. The addition of 2 to the FAR for interior parking seems to provide for a part of the need. If the additional parking required by the proposed Regulations is excessive, this seems to be a matter for adjustment by the Zoning Commission under Section 9101, and not an excuse or reason for disapproval of the Regulations as a whole when they contain so much that is obviously for the good of the District.

5. That parking requirements for apartments, churches and institutions will also prove prohibitive. Again this is elusive, although compliance may be expected to make for more rentable apartments, more popular churches and other institutions. Certainly the present requirements are too small and increased parking facilities will help

clear the streets for traffic and reduce congestion, although it will doubtless prove impracticable to provide for all cars, and the number of cars always seems to keep a few steps ahead of the parking facilities. A special study of the problem by the Zoning Commission is recommended, as our organizations do not have the personnel or facilities for such an investigation.

With the recommendation that the Zoning Regulations be adopted, subject to such changes and amendments as the Zoning Commission may find necessary or advisable; we do recommend most earnestly that the zoning maps be adopted only after the Regulations have been decided upon and then after subsequent hearings of the inhabitants of each Citizens' Association and Civic Association in connection with the detailed zoning of their area. As long as the Regulations are not fixed, it is not possible for property owners and residents of each district to determine what zoning is appropriate to their homes or property. While we concur with Mr. Lewis' maps in general, we feel that two steps are evidently necessary, and these general hearings and even the map area hearings last June do not permit the close determination by the individual citizen, after adequate study and knowledge of the Regulations, of what is best for his property or home.

A New Century Beckons: The Future Design of the Capital City

Address by RALPH T. WALKER, recipient of AIA Centennial Medal, before
Washington Metropolitan Chapter of the American Institute
of Architects, March 26, 1957.

When this Capital of ours was first planned, it was not thought of as either a small village or as a thriving modern metropolis. The industrial age represented by the Black Country in England, and the then much more pleasant manifestations in New England were but tiny forebodings understood by Jefferson perhaps, if not by the others interested in the design. The Capital City was, however, planned on a grand scale, the scale of the Eighteenth Century. No meagre little plan was left to us as a heritage, although the result, that is before the McMillan resurrection of the plan, belied the famous words supposedly said by Burnham: "they have no magic to stir men's minds"—for a truly noble plan, like so many others, gathered the all too-familiar dust. But it was not the widths and positions of streets alone that concerned our political forefathers, because they saw, if not a new Athens, at least a new Rome arising on the banks of the Potomac, with buildings of distinction and of permanence, with all the beauty of a disciplined and aesthetic organization of parts. They were wise in the liberal ways of the ancients and took unto themselves the democratic ideals which men ever seek and through negligence fail to grasp. The new Capital was no new Utopia but it was inspired by one of the greatest bouquets of political minds that has ever existed. This Capital

of ours represents the keen perceptions of the men who wrote the Bill of Rights and who once agreed to hang together.

There was no question in the minds of those early Americans that grandeur had its place, not only in the public buildings but also in the houses which would naturally spring up along the vista-reaching avenues and all about the wide circles and the generous squares. That early planner, L'Enfant, said in his message to the future, through General Washington himself: "As matters stand, the site assigned to the Congress House and the President's Palace exhibits a sumptuous aspect, and claims already the suffrage of crowds of visitors serving to give a grand idea to the whole—the grand avenue connecting the Palace and the Federal House will be magnificent with the water of the cascade (falling) to the Canal which will extend to the Potomac; as also the several squares which are intended for judiciary courts, the National Bank, the grand church, the playhouse, markets and exchange, offering a variety of situations unparalleled for beauty, suitable for every purpose, and in every point convenient (and here I blush a little) *calculated to command the highest price at a sale.*"

The plan was excellent, the hopes were high that this Capital City now in evidence all about us would

finally overcome the urgent commercial needs of a young nation, and in a far away place develop into the magnificence desired not only by L'Enfant but also by Washington and Jefferson—no mean architects themselves.

Whatever these men foresaw as to the bigness of our present, we, I am sure, exceed it in actuality in this great city sprawling now over the land far beyond the regional boundaries of the district, and I mean sprawling, for when you consider a suburbia like Crystal Springs you appreciate the primary impulse of L'Enfant has been widely dissipated into meagreness. And as you get out of the district you realize that Virginia and Maryland have had little respect for the possible majesty of the National Capital. The creeping paralysis of commercialism, first cautiously indicated in the planning of L'Enfant, has accelerated even more than the acknowledgment of the aesthetic need.

We have had, however, a tremendous heritage of idealism because as an architectural profession, perhaps as plain architects, we have more than others respected the greatness within the concept of the Capital. Again and again, men, great and humble, have arisen to develop and protect the magnificence which we should continue to deliver to our successors. It is a very excellent place, perhaps, to reiterate that famous pledge of Athenian youth: "That we serve the city with our lives and that we leave it more beautiful than ever before." You know I am not quoting exactly but the meaning is clear. Each

citizen, each architect, was expected to look to and recreate the great ideal. He hopes not necessarily to increase his own stature but that of the possible magnificence extolling the greatness of his country. The momentary stunt, the impermanent, shall we wish them here? No! In Washington there should be no room for anything except statesmanship in architecture. What is statesmanship in architecture? It is the understanding of how to make a great city even greater. It means that each unit added to the first produces a continuous victory for greatness. As one walks, and so often one does, along the Seine from the Isle de Cite down with the current toward the sea, the additions one by one enfold to entrance the historically minded, even aesthetically unaware, with the feeling that each generation (like the Greek) left a richer heritage for the following.

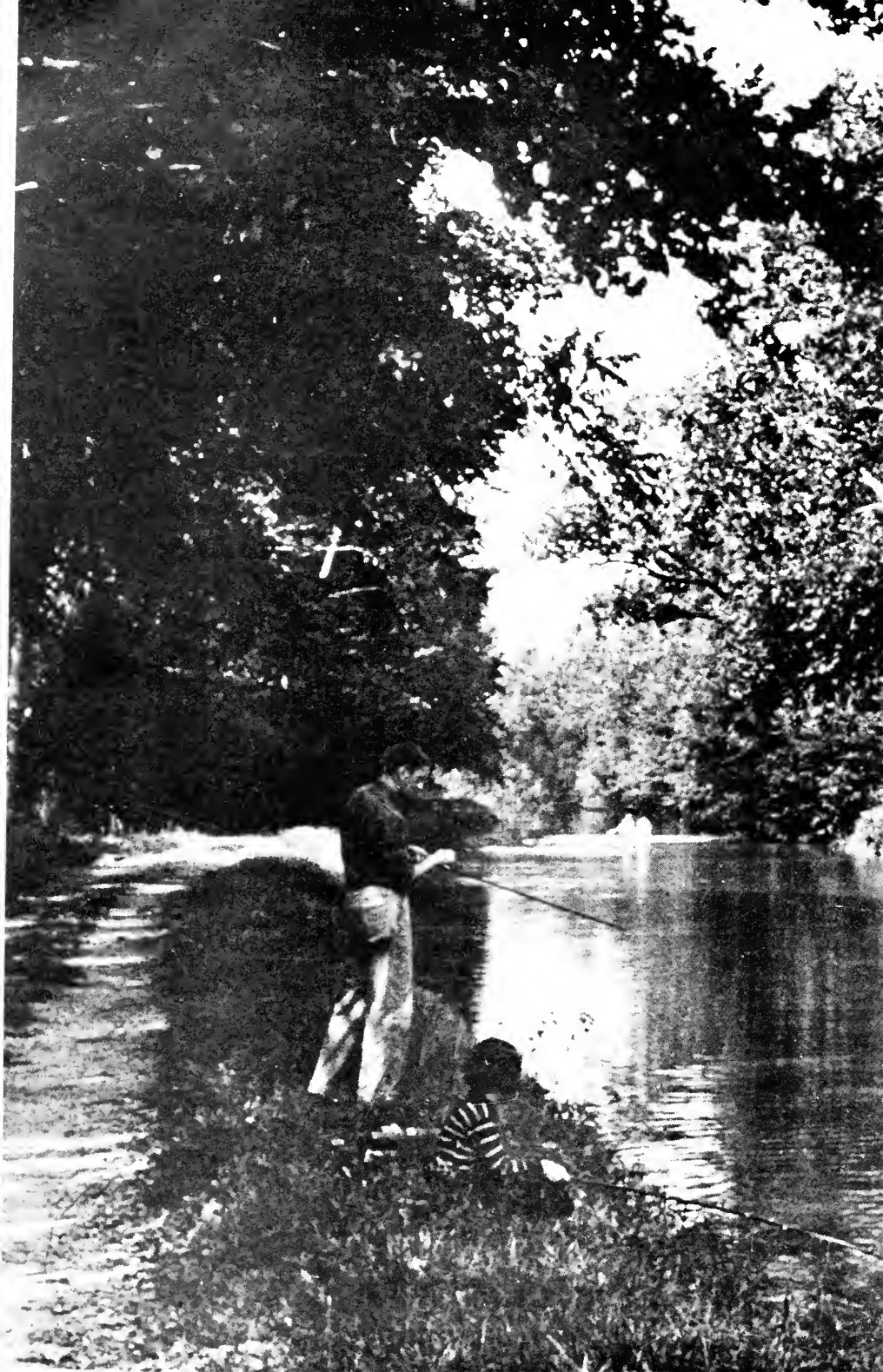
We have, as I have just said, a remarkable heritage and it should be thought precious, enriched rather than debauched. Here in America we have a strange proclivity to destroy beauty and preserve and enlarge slums. I was reminded of this the other evening when I heard that Frank Lloyd Wright's Robie House was to be torn down—just imagine, with all the terrible background of slums in south Chicago. And this is true concerning the really fine buildings we have inherited from those early days. I personally think it is an outrage to move the East Front of the Capitol, to change in any degree whatsoever the magnificent fore-

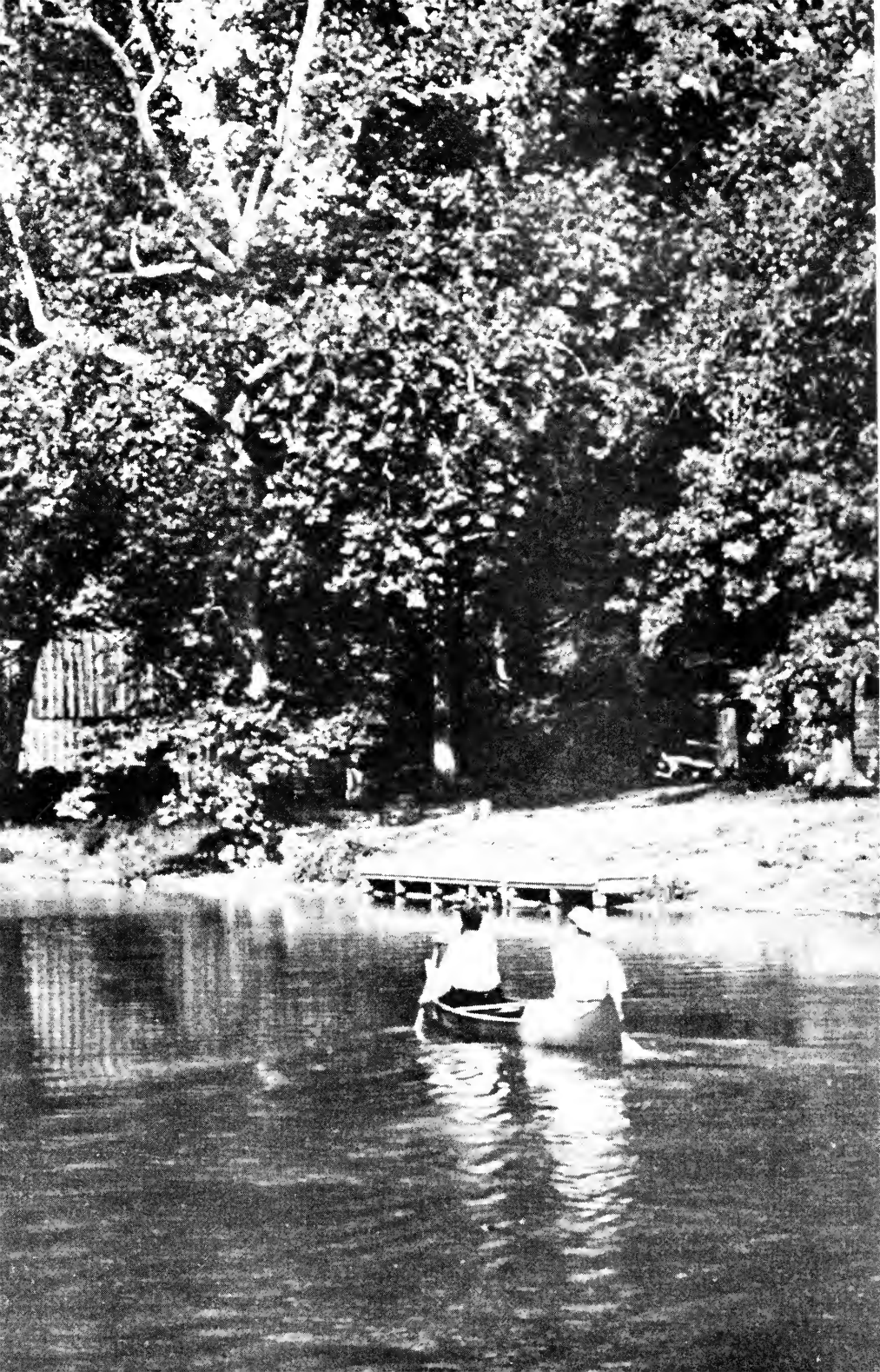


Above. Pan American Union, now known as the Organization of American States. Designed by Albert Kelsey and Paul Cret.

Next page. Chesapeake and Ohio Canal. The Beall bill would make the Canal from above Great Falls to Cumberland, Md. a National Historical Park.

Last page. Washington Monument which dominates the Federal City.







Planning and Civic Comment

court in which the traditional inaugural ceremonies have taken place. Could anyone imagine an Englishman suggesting that the front of the British Museum should be changed? The "Times" would thunder, the "Manchester Guardian" would blast the impudence. Here in Washington is an even more noble front, and because of an inhibited desire for purity and plausibility, and merely because an iron dome overhangs a portico below, a fine facade, one of the finest in Washington, must be desecrated. We also hope the old Patent Office can be saved from this wanton destruction. It is the religious care of these things that gives the absorbing and continuing interest to other capital cities, such as Rome, Paris, London. The past is not good because it is the past, neither is the present because we exist. The Capital should persist as a continuing symbol. I have been much interested in the rebuilding of the House of Commons in its historical symbolism, and also by the need of the Poles to reconstruct Warsaw. That symbol was considered more important than the memorial to Stalin.

A Capital City is bound to have a certain bigness and its architecture should have a classical quality, and by that I mean a certain formality, a certain richness of detail, an intelligent use of ornament to add grace. I think our present-day reluctance to use sculpture, painting and decorative ornament is a blind spot caused by the extremely stupid concepts, promulgated by a few but influential Europeans, that the machine as a tool has limitations

never before associated with tools; as I have said before, an animistic lifting of these limits to philosophical absurdity. I do not mean by the word "classical" the heedless copying of the Roman, Greek, and Renaissance past, just as I do not mean the meagerness and the dry monotony of the factory style now so fashionable. Certainly classicism does not mean "We do not try to please people, we are driving to the essence of things." As architects I would ask but one question. Just why do we exist but to please; for whom actually is the city built?

I do not see why, using the climatic conditions which exist here in Washington, a truly fine architectural expression might not be achieved, one using the modern techniques of structure, but also one using originality (I mean individual expression) in the development of stone and marble, metal and glass, if you will.

In the first place, I think the skyscraper does not belong in a climate such as Washington, *that is if it really belongs anywhere*. Here trees and green spaces are desperately needed to add comfort to eye and body, if only for those moments when necessity makes one cross the crowded streets with the further outpouring of discomforts from the constant stream of automobiles. The character of the buildings should go hand in hand with the present open plan which still persists so largely in the city, together with sufficient green spaces to reduce, as they do, the temperature noticeably.

The scale of the buildings does not have to be so enormous to be

Planning and Civic Comment

monumental. I do not believe that everybody has to be under the same roof, but with the amount of land still available here beautiful groups of lower buildings could take care of the same population.

I was told that Herbert Hoover when he was Secretary of Commerce did not want the Commerce Building where it now is, and had made serious studies as to where the building would be better placed to avoid the motor congestion he foresaw. He picked a building site out on the fringe of the city. He had made traffic studies and the pattern of the living habits of people working in the department, and these determined the area chosen. These studies, however, went into the waste basket together with the idea that governmental buildings should be economically constructed. I understand that the greatest Secretary of the Treasury, Andrew Mellon, defeated him and the Triangle was the result. Now, somewhere between Hoover's idea and the architecture of the Triangle is what we should aim at in a city like Washington.

I looked over carefully the report of the committee advocating a cultural center and was greatly amused at what at other times I have called "below the wrist thinking," which leads naturally to World's Fair stunt-like results. Here in Washington the stunt certainly should be absent. What is needed is an architecture of simplicity in which the new columns, if any, are incorporated with purpose with the structure. *Certainly useless pipe stem colonades, which never give adequate protection from the sun or*

rain, can be as ridiculous as an over-detailed Corinthian order.

I repeat that I believe the architecture of our Capital should have a grandeur which can only be obtained by the use of permanent materials. Why I would eschew a large use of metals is because they need constant cleaning to look well. Neglected, the patina they collect has a shabby, muddy appearance. Even though these remarks might be taken to mean advertising some materials and damning others, I would still persist in thinking that here we need a different philosophy.

I have no quarrel with a so-called "wall punched with holes." I believe that in a world of humid glare, windows have more reason than the continued stretch of Venetian blinds which jail-like preclude vision. After all, the thermal problems attending the all-glass building, which may have its place in the greyer European world, mean added first costs equivalent to fine masonry building and life-long high maintenance and operational costs.

I think, moreover, that monumental building should have more pleasant forms than the box-like structures now being designed for laboratories and office buildings elsewhere in the nation. They resemble factories, and I would question whether the engineer mind is not in control, because it is evident that work in any of these manifestations is rarely a pleasure and always a task.

There is no question that the architect and the owner, whether the government or private enterprise, should think of buildings here in the Capital as having a tremend-

Planning and Civic Comment

ous amount of dignity. Our people and nation represent true greatness and our architecture should reflect this in every way.

To be modern is to understand the nature of the problem to be resolved, and the character of an architecture which embellishes Washington should have allied with it the best of the arts of sculpture and painting; arts, however, which have meaning. We should not be afraid to glorify Democrats in a Republican administration, and vice versa. There are still rich personalities in the world and their virtues, if not their faults, can be passed on tenderly and beautifully to succeeding generations.

I do not think ornament is necessarily immoral or that it may not belong in our age. Quite the contrary! We all like patterns, men increasingly in sport clothes and ties, women from the skin out. This love of pattern should not be thought wicked for if our life is drab, our architecture meagre, it may mean actually that our morals need revision. To make a virtue of a negative seems crooked philosophy.

We will see more interesting forms developed from the use of concrete, but again they must be used to increase pleasure and comfort, but not as a stunt.

Perhaps we should seek for our times an expression of modernism which cannot be symbolized by direct dogma. Fortunately we do not live as a people under the depressing symbolism of the faces, the swastika, and the sickle and hammer—all of them in brief times as potent as the cross and the crescent.

Nor do we need the symbol of revolution, but in truth we need once more to gain a spiritual independence which was evident at the founding of this city.

To be modern does not necessarily say that we must glorify the cast iron pipe however useful, nor the endless ribbon of plate glass. What we must seek is some charm—a feeling of rich life expressed in designs which are not stark manifestations of a poverty of imagination. Moreover, the architecture of the Capital of these United States should clearly indicate, no matter how large the bureaucracy they may house, that the individuals making up the group are not robots.

Finally I would like to suggest that the zoning height in the business areas be further restricted so that the appearance, long since held elsewhere in the city, would be that of a city dominated by nature, and that the ordinance further demand that all building in an area be constructed to the complete limitation imposed. There is nothing so distressing in a great city such as this as the raggedness of the building line. *Let New York and all other points west, north and south have sky lines that look like a broken comb.* This city should try to preserve constant-area heights, for the Capitol building should always dominate the city. This is by no means absurd, for a place that has as extensive slums as Washington does not have to follow the present trend to make them larger by permitting the sweating of some properties.

We have been talking about the architecture and the plan as related to the District of Columbia but

Planning and Civic Comment

what about the sprawl that is developing in the two neighboring States—when the limits of the District were determined no one could have foreseen the impact of the railroads and the crushing force of the automobile upon city life and form. The old city form no longer exists except as a political entity without validity. Washington, then, is no longer the District but contains the great outlying suburbia in which most of the city workers either do now or will soon live. The traffic congestion within the city at peak hours, like that of every city in the world, is unbearable and a down-right nuisance.

The form of the new city has never been planned—the city streets still act as the spokes without even an outer rim to the wheel. Intelligent by-passing is still in its infancy. Nevertheless the automobile is forcing out actively, so a decentralization of work, play, such as it is, and living; what planning there may be, is done mostly by use of zoning ordinances and the result of this type of planning is a chaotic community with fringes that are sorry indeed. Industry and commercial usages either are spot zones (which of intelligence is not a detriment) or permitted to group themselves into a new congested form, or further as hasty urban developments extending out from city's immediate influence and laws. Washington joins all other cities in having this chaotic, amorphous growth just outside its borders.

Here the problems are further aggravated by the Federal Government seeking to gain some dispersal of its administrative services and

thereby siting some activities in the region but again without much in the way of actual planning, either of individual position or of the effect upon the community's growth and character, which will develop about the scattered sites.

Of course there is some sophistry about these services being so important that they must be taken out of the city, leaving behind the President and the Congress. Since 1940, the value of dispersal patterns has come into serious doubt, for if Washington were to be destroyed it would involve an area saturation. The reasonableness of the military necessity for this dispersion can be questioned but the idea of decentralizing for the sake of traffic has much more validity, and if the worker pattern is important and the community life also, then the sprawl of indirection should have some forthright thought given to it immediately.

What might be then a proper regional pattern for Washington? I understood that other than museums and movies, there are few cultural qualities to be found in the city—that the inhabitants do not think of it necessarily as a cultural center and while I questioned the external character of the Center proposed for "Foggy Bottom" I definitely believe in its need. I would place the siting of government buildings as close in as possible to the present limits of the District developing if their siting ring was to take the traffic. I would do this because I think that the symbol of the Nation should not be permitted to ravel away in that the workers within our govern-

Planning and Civic Comment

ment should be permitted to avoid being on general display. In big-ness there is a further need for unity of purpose and this unity can be dissipated by too great a dispersion.

I do not think that all city patterns have to look alike—cities like New York or Chicago can well afford a wider dispersal than can a National Capital. I would try in Washington to maintain the integrated plan as started by L'Enfant, not a continuation of Le Notre's boulevards and circuses, but a plan that appreciates a larger growth in population and in increase in the number of automotive vehicles in the United States to one hundred million or more. Unless we plan now, the impact of forty more million cars on our cities and countryside will be terrific.

We need to develop in Washington, as elsewhere in the country,

Regional Authorities, which, under the charters establishing them, will have ample authority to deal with all regional problems. One of the blights of the democratic way of life is to be found in our unplanned communities. There is sufficient precedent for this type of authority—the Port Authority of New York being one of them.

I come back for a moment to Hoover's idea of economic building. I deplore meagerness for economy's sake. In a world where many billions are spent for wanton destruction it would still seem possible to spend a few millions relatively on increasing the amenities of work.

The plan and architecture of this city should be not only a matter of heritage but also a symbol to all the world that we are a cultural people who encourage and enjoy the beautiful.

New Trustees Elected

At the Meeting of the Members of the American Planning and Civic Association held in Little Rock, on June 10, 1957 the following new trustees were elected: Louis C. Bisso, New Orleans, La., to take the place of DeLesseps S. Morrison, whose term had expired; Roscoe P. DeWitt, Dallas, Texas to take the place of Paul Carrington of Dallas, Texas, resigned; John Matthews, Little Rock to succeed Carl I. Wheat, Menlo Park, California,

who has resigned; Mrs. T. T. Stevens, Miami, Florida to succeed Stuart Cramer, Jr. who has died; Park H. Martin, Pittsburgh, Pa. and Jack B. Goldsmith, Memphis, Tenn. were elected new members of the Board. The election of William Zechendorf, New York, who had been named by the Board of Trustees was confirmed by the members. Other members whose terms expired were reelected.

Citizen Education for Community Planning

Before ACTION'S *Midwest Urban Renewal Clinic*, at Dayton, Ohio, last March, Francis H. Morton, Executive Secretary of the *Citizens Planning and Housing Association*, outlined the *Baltimore Story*. She said that her organization, devoted to better housing and planning in the metropolitan area, was now in the process of trying to develop a network of active, effective improvement associations throughout the region, in the belief that such groups are basic to urban renewal. She outlined the situation:

We started from scratch in the sixth largest city in the country, with a population of over one million people . . . We had the highest percentage of dilapidated houses and outside toilets of the large cities, yet our city would not admit that it had any slums. Over the years, through knowing what we were talking about, through having foreseeable goals, and through extensive use of trained volunteers we have changed a city from one that did not care about its slums to one that does care. It cares so much that it not only has public housing, law enforcement and redevelopment, but it is the first major city in the country to combine these three programs into one Urban Renewal and Housing Agency. Our membership has increased from 7 to 2,300, which involves 25 improvement associations and over 200 businesses. Our budget has increased from zero to \$36,000. In other words we have an effective improvement association working on a metropolitan basis.

And then Miss Morton outlined the requirements for an effective neighborhood association: (1) A constitution with membership open to all, (2) A broad purpose and definite boundaries, (3) An active program with goals that have possibility of accomplishment in the not too distant future, (4) Leadership trained in housing, planning

and urban renewal that believes in democratic procedures, (5) A lawyer, (6) A sparkplug as executive secretary or president, (7) A connection with a city-wide group knowledgeable on housing and planning matters.

The *Better Housing League of Cincinnati* has sent PLANNING AND CIVIC COMMENT a kit of material used during Better Housing Week in Cincinnati, which was co-sponsored by 62 local civic organizations and business institutions. Beginning with the Proclamation by Mayor Charles P. Taft, the Better Housing League lists events:

May 13—Annual Meeting of the Citizens Council on Urban Renewal, where Mayor Taft spoke on "Cincinnati's Long-Term Plans for Urban Renewal."

May 14—"Our Living Future" a 90-minute dramatic presentation of what other cities are doing to solve their slum, traffic, zoning and related problems. Produced by ACTION.

May 15—Mobile Information Center (house trailer) sponsored by Avondale Community Council, started tour of Avondale, manned by a representative of the Department of Urban Renewal, and architects and volunteers from the Council who asked residents to join the Council. This was stationed at a different corner daily for five days from 10:30 A.M. to 9 P.M.

May 16—Conference on Housing for the Elderly, sponsored jointly by the Federal Housing Administra-

Planning and Civic Comment

tion, Council for the Aging, and the Better Housing League.

May 17—Bus Tour through Avondale for members of the press, radio and television to view incipient slum conditions and the need for urban renewal. Conducted by Mr. Stamm of the Better Housing League.

May 18—Conference on Federal Financial Aids to Smaller Communities, for Mayors and other officials throughout the Metropolitan Area.

May 19—Better Housing Sunday observed by the Council of Churches.

Every enclosure contained information and stimulation.

Congratulations to the Better Housing League and affiliated organizations!

The *Civic Club of Allegheny County* has been making history. Its January-February, 1957 *News* on *How the State Government Governs* attracted so much attention that a second edition had to be issued. The March-April *News* quotes from editorials in the *Pittsburgh Post-Gazette* and *Sun-Telegraph* which congratulated the Club and commended the Report of its County-Budget Committee, under the chairmanship of Robert M. Trueblood. The committee recommended that before the 1938 budget sessions are held, the Commissioners present their financial problems to a little Hoover Commission for study and review. It is reported that the County Commissioners have shown a commendable desire to cooperate with the Civic Club.

The Club, through its President,

F. E. Schuchman, has communicated with Secretary of Commerce Sinclair Weeks, Pennsylvania Senators Edward Martin and Joseph S. Clarke, and Senator Albert Gore, Chairman of the Subcommittee on Public Roads of the Senate Committee on Public Works, to urge Federal legislation to keep the new interstate highway system free of blight and free from billboards which may divert the driver's attention and so contribute to highway accidents.

William R. Oliver, chairman, and Templeton Smith, associate chairman, of the Club's Zoning Committee recently appeared at a hearing before the City Council to support in principle the proposed zoning ordinance dealing with billboards and overhead signs in Pittsburgh.

The third Annual MARYLAND CONFERENCE ON CITIZENSHIP was held at Annapolis on April 27, 1957. The objectives of the Conference, which is sponsored by thirty local and State-wide organizations, included "development of a more active, alert, enlightened, conscientious and progressive citizenry."

Roy W. Johnson, Executive Vice-President of GENERAL ELECTRIC COMPANY, in March spoke on *Urban Renewal—A New Frontier* before the *Midwest Urban Renewal Clinic* conducted by ACTION in Dayton, Ohio. Mr. Johnson warned his listeners that for urban renewal in our cities time was running out. He urged every community to make a long-range plan that would envision the year 2000. (Does anyone

Planning and Civic Comment

remember the book called "What About the Year 2000?" published by the Civic Association thirty years ago?) He pointed out that businesses which have grown and survived have had the courage and foresight to plan ahead. He could not say as much for our cities and suburbs. Said he:

Too many of our urban regions have just grown, in response to population pressures, giving wherever the pressure was greatest . . . The combination of more people and more cars gives us the most obvious symptom of the disease from which our communities are suffering. Congestion is proof positive of the inefficiency of our urban operation . . . Traffic jams last year cost the Nation an estimated \$5 billion. In the last 25 years we have halved the time it takes to go across the country, and multiplied by two or three the time it takes to go across town.

And then Mr. Johnson stressed the importance of citizen action.

He declared:

Planners realize that planning must be with, as well as for, people. Widespread citizen support and participation are becoming increasingly vital ingredients of successful renewal programs . . . Herein, in my opinion, lies the key to urban renewal. For under our form of government, it is only when officials have widespread citizen understanding and support that they venture to undertake the necessary actions affecting so many people.

That last statement might have been taken from the leaflet on the *Aims of the American Planning and Civic Association*. Examples of civic improvement are given in every issue of PLANNING AND CIVIC COMMENT in the Section on *Citizen Action for Community Planning*. Perhaps the Urban Renewal programs will furnish us with new and stimulating copy.

Travis Park Saved

As we go to press word comes from *San Antonio* that the State Supreme Court ruled on June 5 that the lease of *Travis Park* to a lessee who proposed to build underground parking facilities, was unlawful diversion of a public park and should not be allowed. The high court upheld the lower court decisions that the lease was invalid. The lengthy case started when the present city council, disapproved of the lease by a previous council and brought suit to invalidate the lease. The court in its majority opinion held

that the city charter provision allowing the city to abandon or abolish park squares was invalid. He noted that the general law of the State provides that park land may not be changed to other uses without a vote of the people. The San Antonio Conservation Society called the matter to the attention of the American Planning and Civic Association when the lease was first proposed. We congratulate the Society on its victory for the public good.

EDITORIAL COMMENT

APPOINTMENT OF CHARLES A. PHELAN AS EXECUTIVE DIRECTOR

This issue of **PLANNING AND CIVIC COMMENT** carries a Message from our new Executive Director, Charles A. Phelan, Jr., who took office April 1st. He comes to the American Planning and Civic Association from Memphis, Tennessee, where he served as Director of the Memphis-Shelby County Planning Commission. He brings to the Association experience, initiative and energy. By the time these words reach our readers, Mr. Phelan will have met in person at the Little Rock National Citizens Planning Conference a good many hundred members. Those living in Washington or visiting the National Capital

are always welcome at the headquarters in the Union Trust Building where the Association has been housed for nearly fifty years.

Now that most cities in the United States are provided with responsible planning commissions and zoning ordinances, the great need today is to secure the interest, understanding and support of official plans by civic leaders, including the business and industrial community. The dissemination of information to bring this about is the principal task of the American Planning and Civic Association which will now be headed by Charles Phelan.

MULTIPLICITY OF FEDERAL AGENCIES

The pending bills for the National Recreation Resources Review Commission and the National Wilderness Preservation Council have stimulated a great deal of discussion concerning responsible administration of Federal agencies. We depend upon Congress to define objectives and to prescribe procedures for its Federal agencies. But the question has been raised as to how helpful it is to set up extraneous Federal Commissions and Councils with staffs and procedures which add to the burden of such established and responsible agencies as the National Park Service, the Forest Service and others. It is apparent that the Secretary of the

Interior and the National Park Service will act more effectively and more economically if all the legislation relating to national parks and the areas placed under the jurisdiction of the National Park Service is directed toward strengthening the National Park Service and not to requiring the filing of information with an extraneous Commission. And so with other agencies.

For the Recreation survey, we believe that the National Park Service, with adequate Congressional authorization, has already initiated a comprehensive Survey and that no overall commission is needed at this time. For the acquisition and preservation of wilderness areas,

Planning and Civic Comment

we believe that jurisdiction should run with the land and that wherever Congress needs to strengthen its

directives such legislation should pertain to the existing responsible agency.

SPACE FOR EXECUTIVE OFFICES

Last year, a Cleveland consultant, Robert Heller and Associates, was employed to make a study of the needs for Executive Offices in Washington. They were warned that any proposal to extend White House buildings into the rear yard would not be feasible in view of the storm of protest and consequent withdrawal of funds by Congress which resulted from such a proposal several years ago. The Heller report called for replacing the old State-War-and-Navy Building with a three- or four-story office Building (let us hope balancing the dignified Treasury Building on the opposite side of the White House) and the erection of a building on the West side of Lafayette Square.

We hail the Report of the President's Commission on White House Office Space, under Chairman Robert V. Fleming, which considered four sites: Park Land on which the First Division Memorial is erected; the Ellipse, south of the White House; the State-War-and-Navy Building, either remodeled or re-

placed; and use of the space west of Lafayette Square, but preserving the Old Decatur House and the Blair and Lee Mansions now used for White House guests.

This Commission has recommended the best solution to come to our attention. A remodeling of the West Wing of the White House would provide more living space but would remove the President's Offices to a new building, probably to be reached by tunnel connection with the White House.

The White House grounds would be extended across Executive Avenue to Seventeenth St. The old State-War-and-Navy Building would be razed and replaced by a detached White House extension to provide Presidential Offices. Other executive offices would be housed in a new Federal Building on Lafayette Square. The Ellipse and park land would be preserved without encroachment.

The President has informally approved these recommendations and we hope they will be carried out.

WHO IS RESPONSIBLE FOR WHAT?

The planning and building of the 41,000-mile Federal Aid Defense and Interstate Highway System has already raised many controversial questions of jurisdiction. Under the 1956 Act the Federal Government is charged with 90 percent of the cost and the Secretary of Commerce is charged with setting

standards which the States must meet. Included in these standards is the limited-access which bars every foot of abutting land from access to the express system.

How far can zoning take care of the uses of abutting property along the highway? Admittedly this is a State responsibility, but most States

Planning and Civic Comment

have delegated the authority to certain local jurisdictions. Therefore, zoning can provide land-use plans which affect this abutting property as it faces other highways, existing and to be built. This Federal Interstate System, by its colossal Federal investment and the standards already adopted, involves adjustments far beyond the capacity of local zoning to meet. Actually land owners facing the Federal expressway have already forfeited all right of access and the remaining vestigial right to erect signs and billboards is entirely dependent on the building of the highway, so that no existing opportunity to advertise is being taken from land owners.

We would like to see the Secretary of Commerce authorized to include in the standards which must be met in the States one which would regulate all advertising within

sight of the driving public on abutting property along the entire Interstate System. Advertising to be read from all other roads would be subject to State and local regulation.

The Neuberger Bill reported out by the Gore Subcommittee on Public Roads is a step in the right direction; but it will not give the American public that complete service which it has a right to expect from the Federal Government. And it may well be that even this super Federal Highway System will deteriorate before its time by the unwanted private advertising which would compete with official directional and informational signs. We would prefer New York Thruway standards. And if we can judge, civic organizations generally and the press are with us.

ZONING IN THE FEDERAL CITY

Anyone who analyzes the testimony given before the District of Columbia Zoning Commission on the New Zoning Plan prepared by Harold M. Lewis, will be struck by the coincidence that almost all of the opponents are those who believe that they will forfeit opportunities to make money or that new construction will be subject to larger costs than now required. The proponents of the Zoning Plan, on the other hand, have nothing to gain and nothing to lose by the adoption of the regulations. They are motivated by what they believe to be the public good. The conditions which led to the demand for revised zoning regulations, had grown up,

as in other cities, because population growth had placed unprecedented pressures on the limited land available.

Washington exists as the Federal City where the Federal Government is its principal industry. The District Commissioners are to be congratulated on their foresight in inviting a recognized planning and zoning authority to submit a comprehensive report. Zoning was originally adopted in 1920, more than a generation ago, before greater Washington had any comprehensive plan. The National Capital Planning Commission, created first in 1926, has now prepared a comprehensive plan, and has cooperated closely

Planning and Civic Comment

with Mr. Lewis in working out neighborhood zones.

The weight of technical opinion is all in favor of adopting the proposed Regulations and against the *laissez faire* which has contributed to the complications from which the rapidly growing Federal City suffers. The longer action is deferred, the greater the complications. There

will be opportunities in the future, as in the past, to make needed adjustments; but if the District Commissioners *act now* to adopt the Lewis Report they will be rendering a service to the American people who cherish their Federal City and in the end they will be serving the collective interests of those who reside in the National Capital.

Main Street 1969

The 1957 National Citizens Planning Conference of the American Planning and Civic Association, held in Little Rock, Arkansas, June 9-12, with its theme *Main Street, 1969*, struck a new note in planning conferences and held the more than a thousand delegates spellbound through three and a half days of meetings, tours, receptions, entertainment and exhibits. The list of eminent speakers reads like a roster of Who's Who in America and the corridors were kept buzzing with comments and discussions on the programs which were organized by topics—*This Way to 1969—Main Street, 1969—If It'll Work in 1969, Start Now—Commercial, Industrial and Small Town Zoning—The Citizens Role in Planning—Case History of a Plant Location, 1956 vs. 1969—41,000 Miles to Tomorrow—The Mighty Motorist of 1969—The People are Deciding it Today—Regional Development of 1969* as applied to the Arkansas River Valley.

The tour of Little Rock and North Little Rock disclosed extensive

home neighborhoods developed with skill and maintained with care. The restored Old Territorial Capitol and the restored Old State House will remain permanent assets to the capital city of Little Rock. The special *Life Magazine* feature, *Our Living Future*, prepared for A C T I O N was shown. A pictorial history of Williamsburg, Va. and folk songs were features of the Supper at Spring Hill Farm.

The Conference was organized by Winthrop Rockefeller, Chairman, Gordon Wittenberg, Director, and James A. Hatcher, Secretary, with the assistance of Mrs. L. P. Alessi, Ladies Program; Knox Banner, Publicity; William R. Ewald, Program; Dick Forbes, Exhibits; Dudley Hinds, Tour and Transportation; J. J. Holloway, Food; John Matthews, Finance; and Ben R. Shelley, Hotel Arrangements.

The Conference ended with the visit to Winrock Farm, where the delegates were the guests of Mr. and Mrs. Winthrop Rockefeller for lunch.

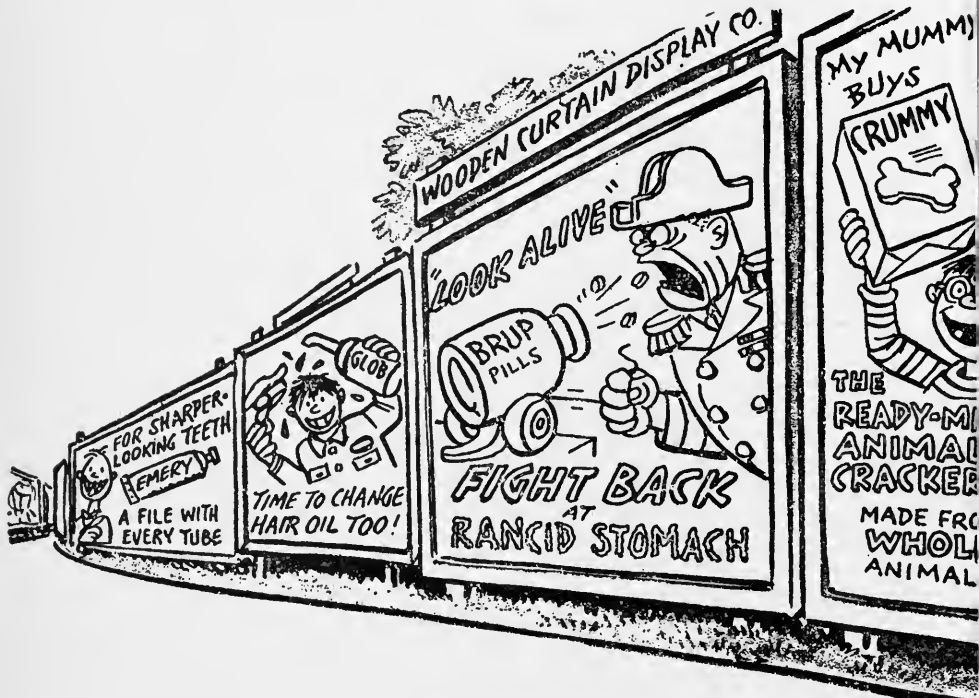
American Planning and Civic Association

New Members January 1 to June 1, 1957

Report of S. HERBERT HARE, Membership Chairman

- Alabama*
Robert G. Thompson, Birmingham
H. K. Francis, Montgomery
- Arkansas*
Metropolitan Area Planning Commission, Little Rock
- Colorado*
Heber R. Harper, Denver
- Connecticut*
Clyde O. Fisher, Jr., Hamden
- Delaware*
Ernest S. Wilson, Jr., Wilmington
- District of Columbia*
Office of Area Development, Department of Commerce, Washington
Mrs. Carl Lokke, Washington
Mrs. Andrew Parker, Washington
Major General Louis W. Prentiss, Washington
William L. Slayton, Washington
Alan M. Voorhees, Washington
- Florida*
City Planning and Zoning Board, Tampa
- Georgia*
Edward L. Daugherty, Atlanta
- Illinois*
Evergreen Park Shopping Plaza, Chicago
Alfred L. McDougal, Jr., Chicago
Harold A. Moore, Chicago
Shaw, Metz and Dolio, Chicago
- Louisiana*
B. T. Chapin, Baton Rouge
- Maryland*
William Boucher III, Baltimore
Mrs. Francis J. Carr, Baltimore
William J. Casey, Baltimore
Claude B. Hellmann, Baltimore
Sidney Hollander, Jr., Baltimore
Morton Macht, Baltimore
D. E. Ginery, Chevy Chase
Albert D. Hutzler, Jr., Pikesville
M. L. Reese, Rockville
Charles A. Mohr, Ruxton
S. James Campbell, Towson
Thomas W. Offutt, Towson
- Massachusetts*
Richard Preston, Boston
Professor Walter F. Bogner, South Lincoln
- Michigan*
Samuel N. Damren, Ann Arbor
- Minnesota*
Lawrence E. Hovik, St. Paul
- Nebraska*
Ralph E. Kiplinger, Omaha
- New Jersey*
Donald S. Borg, Hackensack
Montclair Public Library, Montclair
- New York*
Edward G. Conroy, New Rochelle
Honorable Charles Edison, New York
Marx Realty and Improvement Company, New York
Richard H. Pough, Pelham
- Ohio*
Victor T. Sheldon, University Heights
Lieutenant Colonel A. G. Hamel, Wright Patterson AFB
- Oklahoma*
Community Council of Oklahoma City and County, Oklahoma City
- Oregon*
Multnomah County Planning Commission, Portland
- South Dakota*
John Charles Gries, Rapid City
- Texas*
Roscoe DeWitt, Dallas
Fred J. Mackie, Jr., Houston
- Virginia*
Elmer L. Blekfeld, Falls Church
Frank C. Switzer, Harrisonburg
Southern Materials Company, Norfolk
Edwin P. Conquest, Richmond
Planning Administrator, County of Henrico, Richmond
John W. Brookfield, Springfield
- Wisconsin*
Milford C. Howard, Milwaukee
- Foreign*
Library, Kung University, Tainan, Taiwan, Formosa
Filial Biblioteki, Akademii Nauk, Moscow, USSR

“Coast to Coast Without Seeing a Stop Light
— or Anything Else”



HERBLOCK
©1957 THE WASHINGTON POST CO.

Friday, May 31, 1957

(Reproduced by permission)

Federal Responsibility for Roadsides of the Defense Interstate Highway System

The people of the United States are about to receive a free grant from the Federal Government of 90 percent of the cost of a coordinated 41,000-mile Interstate Highway System, built to high standards adopted by the Secretary of Commerce, as authorized in the Federal Aid Highway Act of 1956, including limited access. For the first time, carefully selected routes will be provided for through travelers without the interference of access except as cross roads are provided at needed intervals. These highways will have wide medians to separate traffic in opposite directions. Excellent progress on selecting routes and letting contracts was reported by the Secretary of Commerce and the Federal Highway Administrator to the Gore Senate Subcommittee on Public Roads.

Public hearings were held in March on the Neuberger Bill, S. 963. As might have been expected the Advertising companies and associations, the Hotel, Motel and travel organizations and several organizations which have used billboards, opposed any control of advertising on the roadsides. Walter H. Blucher, now President of the American Institute of Planners, spoke on his own behalf and was listed as consultant to the Outdoor Advertising Association. He urged that local planning and zoning would in the future as in the past take care of the land uses abutting on the highway. A very good showing was made by representatives

of the American Automobile Association, the American Association of Nurserymen, Garden Club of America, National Council of State Garden Clubs, National Farm and Garden Association, American Planning and Civic Association, American Institute of Architects, American Nature Association, National Parks Association, Wildlife Management Institute, National Wildlife Federation, New Jersey and Pennsylvania Roadside Councils, National Capital Garden Club League, Virginia Citizens Planning Association, Progressive Citizens Association of Georgetown and Robert Moses and associates all appeared to favor Federal Control of abutting property which has no right of access by automobile. Senator Neuberger appeared to advocate the passage of his bill and submitted press clippings from all over the country in favor of Federal regulation of signs on property abutting the Interstate System.

Mr. John A. Volpe served for several months as Federal Highway Administrator pending the arrival of Mr. Bertram A. Tallamy, who has been appointed permanent Federal Highway Administrator. Mr. Tallamy, who was responsible for building the New York Thruway, would like to see as good a job for the entire Interstate Highway System. He testified before the Gore subcommittee, and showed the kinds of direction and information signs that would be needed within the right of way on such a highspeed

Planning and Civic Comment

road. It was clear to those who saw the proposed signs that no driver's attention should be diverted from these official directions to signs advertising industry or commerce or billboard panels to be placed on private property outside of the right of way. It should be remembered that there is no existing reason to erect advertising on these abutting lands except for the expenditure of billions of dollars on the part of the Federal Government for the highway which the advertisers would be exploiting.

On May 24, after several executive sessions following the public hearings, the Gore subcommittee by a vote of 6 to 1, with 2 absentees, reported out a revised Neuberger Bill.

At the outset, "It is hereby declared to be in the public interest to encourage and assist the States to regulate the use of and to improve areas adjacent to the National System of Interstate and Defense Highways for the purpose of safeguarding public travel, promoting interstate commerce, protecting the public investment, and preserving scenic beauty and points or shrines of historical significance."

By the bill the Secretary of Commerce is directed to prepare and publish recommended standards for the regulation and control of the erection and maintenance of advertising signs, displays, or other

advertising devices within or adjacent to the rights-of-way of the system. Within 650 feet of the paved surface of the main traveled highway signs shall be limited to official signs or notices, signs advertising for sale or lease property on which they are located; signs advertising activities conducted upon the property on which they are located; and signs determined to be in the interest of the traveling public and which, by reason of their location, frequency or character, do not impair the safety of travel or interfere with enjoyment of the natural beauty of the scene, with an overall direction that these signs shall not exceed 5 percent of the mileage, exclusive of bridges, tunnels and mileage on Federally owned or controlled lands. The Secretary of Commerce is authorized to enter into agreements with any State for carrying out the policy established by this act and may award to States complying with these standards three-fourths of 1 percent to the total cost as a bonus.

There is a Title II added to the bill whereby the thirteen-year period for construction is extended to twenty years, additional funds are authorized, and the system is extended from 41,000 to 48,000 miles.

The Centennial Convention of the American Institute of Architects

On May 13-17, 1957 there assembled in Washington perhaps the most notable group of architects ever to meet in one place. They came to celebrate the hundred years of progress of the Institute. The Washington chapter performed a very fine service in extending hospitality and arranging for all kinds of exhibits. There was also an excellent Ladies' Program. Beginning with the opening session at which Leon Chatelain, Jr., President, introduced the many eminent delegates from foreign lands, and the Editor of the *Atlantic Monthly*, Edward A. Weeks, delivered an address on *A New Century Beckons*, a procession of distinguished speakers appeared—Dr. Detley Bronk, President of the National Academy of Sciences; Paul G. Hoffman, Representative of the U. S. to the General Assembly of the United Nations; Dr. H. T. Kimble, Director, Twentieth Century Fund, Survey of Tropical Africa; Dr. Paul Tillich, Professor at Harvard University; Dr. Mildred C. McIntosh, President of Barnard College; Bennett Cerf, Publisher of Random House; Miss Lillian Gish; Dr. Howard Mitchell, Conductor of the National Symphony Orchestra; Hon. Homer Capehart, U. S. Senator from Indiana; Carl Feiss, A.I.A.; Philip M. Talbott, President, Chamber of Commerce of the U. S.; Hon. Joseph Clark, U. S. Senator from Pennsylvania; Henry R. Luce, Editor in Chief, Time, Inc.; Dr. Emerson C. Schmidt,

Director of Economic Research, Chamber of Commerce of the U. S.; Walter Reuther, Chairman, Economic Counsel, A.F.L.-C.I.O.; and Pietro Belluschi, F.A.I.A., Dean of School of Architecture and Planning, Mass. Institute of Technology. One of the impressive features of the Program was the musically illustrated lecture on Music and Architecture in the Environment of Man, by Dr. Howard Mitchell, assisted by the National Symphony Orchestra.

The Centennial Gold Medal of Honor was awarded to Ralph Walker, F.A.I.A., who made a notable response at the annual dinner.

The Exhibitions were many. At the National Gallery of Art, One Hundred Years of American Architecture, an Architectural Exhibit included the work of the 1957 Honor Awards for Current Architecture, the work of New Fellows elevated for design eminence, work of Medal and Citation Winners, Homes for Better Living Awards, and others. At the Octagon Galleries there was presented A Hundred Years of Architecture in Our Federal Government by the U. S. Public Buildings Service. In the crypt of the U. S. Capitol there was a display of original drawings showing the development of the U. S. Capitol. At the National Housing Center there was a Home Builders Exhibit and student work at Catholic and Howard Universities.

An Excellent *Guide to Washing-*

Planning and Civic Comment

ton Architecture (1791-1957) was prepared by a Committee of the Washington-Metropolitan Chapter and published by Reinhold Publishing Corporation as the sixth in a series of guides to architecture of the major cities in the U. S. The chapter on the Development of Washington was prepared by Carl Feiss.

The A.I.A. Journal for May was issued in the 8 x 11 format under the Editorship of Joseph Watterson, with Walter A. Taylor, Tech-

nical Editor, assisted by Theodore I. Coe, Frederic A. Pawley, and Byron C. Bloomfield. Henry H. Saylor remains as Editor Emeritus and is the Author of Part II of the *May Journal*, issued in its accustomed 6 x 8 size. This 190 pages is devoted to the *A.I.A.'s First Hundred Years*.

Altogether the Centennial Convention offered a program of speakers, publications and exhibits worthy of the occasion.

Annual Report of Director Wirth

The Annual Report of the Director of the National Park Service, Conrad L. Wirth, to the Secretary of the Interior, Fred A. Seaton, has been issued to cover the fiscal year ended June 30, 1956. At the outset it is stated that:

The most important facts of the 1956 fiscal year, from the standpoint of the National Park System and the National Park Service were the completion of the Mission 66 Report, its hearty endorsement by the President and by the Congress, and the launching of the Mission 66 program with an increase of \$19,153,700 in the Service's appropriation for the 1957 fiscal year.

The annual report contains an expression of appreciation for the warm support and backing extended by former Secretary of the Interior, Douglas McKay and his successor, Secretary Fred A. Seaton. The Director emphasizes that the whole purpose of Mission 66 is to make possible the best and wisest use of America's scenic and historic heritage and that along with necessary construction to take care of visitors is the provision of services to meet the legitimate requirements

of 80 million or more visitors in 1966.

The Service announces the 350th Anniversary of the establishment of Jamestown during 1957 and the completion of the Colonial Parkway extending from Jamestown, through Williamsburg, to Yorktown, and the restoration of the glassworks at Jamestown.

June 8, 1956 was the 50th anniversary of the passage of the act for the Protection of American Antiquities. The first national monument established under the Act was the Devil's Tower in Wyoming. In addition to a series of celebrations, the Postmaster General issued a commemorative stamp for Devil's Tower.

After years of effort on the part of the people of Sanger, California, the act designating General Grant Tree in Kings Canyon National Park as a National Shrine was approved by the President, March 29, 1956 and dedication ceremonies were scheduled for Veterans' Day on November 11.

Planning and Civic Comment

To the four regional offices a fifth was added and park historians were assigned to Harpers Ferry and Mount Rushmore. Permanent park naturalists were assigned to Isle Royale and Hot Springs National Parks and to Colorado and Joshua Tree National Monuments. During the year conducted trips were taken by 2,261,000 visitors and 5,340,000 attended informal talks given by naturalists and historians. Park museums and similar installations were used by more than 13,268,000 persons.

To guide the development program underway at Jamestown, the staff at Colonial National Historical Park completed important historical studies on tobacco cultivation, silk worm production and colonial building construction. At Independence National Historical Park, Philadelphia, historical and archeological staffs concentrated on studies related to the restoration and furnishing of Independence Hall. Co-operative studies on geology, history, botany, wildlife and ecology in selected areas were initiated. The National Park Service continued to issue publications on the several National Parks and Monuments.

Money was available for work on the Blue Ridge, Natchez Trace, Colonial and George Washington Memorial Parkways. Appropria-

tions of \$1,250,000 (including \$500,000 from the Jackson Hole Preserve, Inc.), were available for land purchase. Extensive donations of land amounting to over 20,000 acres were received. Completed purchases and approved options covered some 17,500 acres of land in various parks. During the year new parks established included Cumberland National Historical Park in Kentucky, Tennessee and Virginia and Fort Union National Monument in New Mexico. Donated lands, buildings and exhibits were accepted to comprise the Edison Laboratory National Monument in New Jersey. Acts of Congress authorized establishment of the City of Refuge National Historical Park in Hawaii, the Booker T. Washington National Monument in Virginia and pending as the year closed were authorizing bills for the Pea Ridge Battlefield National Military Park in Arkansas; Horse Shoe Bend National Military Park, Alabama, and the Virgin Islands National Park for which Laurance Rockefeller purchased more than 5,000 acres.

Even this brief summary will demonstrate that the National Park Service is working on a constructive program of great benefit to the American people.

Attention is called to *The National Park Story in Pictures*, an 88-page illustrated account of Isabelle F. Story, Consultant, National Park Service. The book is a must for lovers of national parks. The end piece is a map showing the locations of the areas described. Published in 1957, the story may be secured from the Superintendent of Documents, U. S. Government Printing Office, Washington, D. C. Price 65 cents.

Commentaries

Creation of the *Mo-Kan Metropolitan Development District* by interstate compact between Kansas and Missouri has been approved by the Kansas Legislature and the Missouri Senate, and is modeled after a similar agreement between Missouri and Illinois which set up the St. Louis Metropolitan area. According to the *National Municipal Review* the Kansas City area is one of 23 metropolitan areas, as designated by the 1950 census, that extend across one or more state boundary lines. The agency would consist of ten commissioners, five chosen by each State, all of whom must reside in the eight-county Mo-Kan district. The most important powers of the agency would be to "plan, construct, maintain, own and operate bridges, tunnels and water supply, sewage, drainage and garbage disposal facilities." The new agency would have extensive planning functions for streets, highways, parkways, parking areas, terminals, water supply, sewage and garbage disposal systems, educational institutions, health and welfare facilities, and recreational and conservation projects, but the plans would have to be accepted by the communities involved.



The *St. Louis Metropolitan Survey* has issued its first Report, *Background for Action* (85 pages, \$1.) The report provides a factual analysis of the population, economy and pattern of local government in the area. It summarizes the nature and cost of services provided by the 149 local governmental units operating in the city-county area.



The *American Society of Planning Officials* held a highly successful and well attended conference in San Francisco in March. The program was stimulating and interesting and the entertainment arranged by the San Francisco Conference Committee was much appreciated by the delegates. The sessions on Metropolitan Planning

Administration, Federal Planning Aid, Economic Impact of the Federal Highway Program, Urban Renewal and the Zoning Round Tables were especially notable. The ASPO Award was presented to Benjamin Kizer by Hugh Pomeroy. Henry J. Sullivan, member of the Detroit Metropolitan Area Regional Planning Commission, assistant to the President of Detroit Edison Company and formerly a Director and Vice-President of ASPO, was elected President. Paul E. Middleton, Director of the Planning and Engineering Branch, Urban Renewal Administration, was named Vice-President.

From the *City Planning Division of the University of Arkansas* a planning note calls attention to the Act of the 1957 General Assembly, effective June 13, 1957, which permits a planning commission with five members instead of nine as the minimum number; requires the preparation of a planning area map and delineation of planning jurisdiction on said map before any plans, ordinances or regulations may be prepared or adopted; requires the preparation of plans in advance of preparation of ordinances or regulations; and clarifies the procedure to be followed in the adoption of plans, regulations or ordinances by planning commission and city council.



The *Arkansas Planning Notes* also contained an announcement of the National Citizens Planning Conference of the American Planning and Civic Association and listed the cities which by April 25th had responded to the request to underwrite the sponsorship. The Conference, with its theme—MAIN STREET 1969—was sponsored by official and citizen groups throughout the State.



The *Baltimore Regional Planning Council*, an agency sponsored by the Maryland State Planning Commission is initiating a two-year program of

Planning and Civic Comment

planning studies for the Baltimore region, for which the Urban Renewal Administration has granted an award of \$100,000 to match appropriations by the State Planning Commission. Melvin E. Scheidt, a civil engineering graduate of Johns Hopkins University, formerly with the Bureau of the Budget in Washington, has been named director of the Council. Franz J. Vidor, with a Master's degree in City Planning from Massachusetts Institute of Technology, formerly with the Housing Law Enforcement Division of the Baltimore Urban Renewal and Housing Agency, will assist Mr. Scheidt in directing the program of planning studies.



The *Planning Newsletter* for March of the *Tennessee Planning Commission* contains an editorial on *Urban Renewal—An Aid to Comprehensive Plan Effectuation*. It is pointed out that among the obvious and compelling advantages for clearing and redeveloping blighted districts is the improvement to the city as a whole, the increase in tax revenue and the salvage of the depreciated property for its owners. The community's new responsibility is in the development of a *Workable Program* which is a blue print of the actions that it proposes to take in dealing with slums and blight. With urban renewal many planning commissions now have access to sufficient funds needed for carrying out their planning projects. These funds come from: (1) the community, which must show in its workable program that it has adequate financial means for carrying out its proposals, (2) the Federal Government which makes planning assistance funds available directly to metropolitan areas and through state planning agencies to cities under 25,000, and (3) the State Planning Commission which contributes funds for matching Federal money. Tennessee should set a notable record for Urban Renewal Programs. Already, local planning, as evidenced in the March issue of *PLANNING AND CIVIC COMMENT* has been stimulated to cover a wide range of cities and towns.

At the *Conference on Urban Regional Planning* at Yale University, on May 1, 1957, Albert M. Cole, U. S. Housing Administrator, made a notable address on *Urban Problems and the Federal Government*. Mr. Cole pointed out that growing population, strangulation of traffic, overcrowding of schools were intensifying the already alarming decay of American cities. In seeking a remedy, the Housing Act of 1949 provided the first element. Title I of that act authorized Federal aid to cities for slum clearance and redevelopment. But the law did not go far enough. It failed to provide proper assistance for combating *the cause* of slums. Not until the Housing Act of 1954 became law . . . were Federal aids extended beyond slum clearance to include rehabilitation of blighted urban areas."

Since the end of the war, Mr. Cole declared, the Government had advanced beyond the assumption of certain responsibilities to the individual family. The Government is now concerned with the whole community, is helping to salvage all that remains sound of its past, helping to develop its present form into something.



According to John Meehan, publicity supervisor for the *Louisville Division of Recreation* and a senior at the University of Louisville, writing in the April issue of *Recreation*, more than one thousand children marched in the latest Louisville, Kentucky, *Playgrounds on Parade* Program. A city-wide playground, track and field meet is a traditional part of the summer program; but in 1955, *Playgrounds on Parade* was inaugurated to promote spectator interest and attendance on the part of non-competing children. The parade is made up of floats which are pulled by hand by the children from the playground entering the float. This year 53 of Louisville's 60 playgrounds entered floats. Here is how the parade-track meet combination helped the recreation program. It gave children on all playgrounds a feeling of being a part of a big event; it

(Continued on page 62)

Strictly Personal

Joseph P. Carithers of Tucson, Arizona, has joined the staff of the National Parks Association in Carmel, California as Assistant Western Representative. In 1953, C. Edward Graves was appointed the first Western Representative of the Association and has been broadcasting Conservation on the March, an excellent weekly column. Mr. Carithers will be remembered as the Superintendent of Tucson Mountain Park, a county park of some 30,000 acres, and particularly for his work in organizing the Arizona State Parks Association, which has succeeded in securing legislation to create the Arizona Parks Department. Mr. Carithers received a Scroll of Appreciation from Governor Ernest McFarland for his work in initiating and carrying forward this project.

The *Wildlife Society*, at the *Wildlife Conference* held in March in Washington, D. C., awarded the Aldo Leopold Award for distinguished service in wildlife conservation to C. R. Gutermuth, popular and hardworking vice-president of the Wildlife Management Institute. The *Wildlife Society's* 1956 Conservation Education Award went to Michael Hudoba's Report from Washington, a monthly presentation in *Sports Afield Magazine*. A second Conservation Education Award was given to the New York Sportsmen's Conservation Workshop at Cornell University. It was Harlan Brumsted's organizational ability that provided the impetus to

put the program into effect. The Society's Fisheries Award went to Louis A. Krumholz's publication entitled "Observations on the Fish Population of a Lake Contaminated by Radioactive Wastes," which appeared in the bulletin of the American Museum of Natural History.

H. A. Hochbaum was honored for his book, "Travels and Traditions of Waterfowl" published by the University of Minnesota Press. Honorable mention was made of "Hawks, Owls and Wildlife" by Frank C. and John J. Craighead, published by the Stackpole Company, Harrisburg, Pa. and the Wildlife Management Institute; and a National Audubon Society Research report on "The Flamingoes: Their Life History and Survival," by Robert P. Allen.

Ernest F. Swift, Executive Director, National Wildlife Federation, was the subject of an article appearing in the April issue of *True* magazine, which is entitled "Gang Bustin' Game Warden." It seems that Swift, a young enforcement officer with the Wisconsin Conservation Department, arrested and hailed into court a group of hoodlums who had invaded the northwoods country in the days of bootlegging and racketeering kingdoms. And he did this after the entire Chicago Police Force had failed to make connection. The article was written by Ken Smith and John Keats. The former was a staff member of the *Milwaukee Journal*. Conservation of wildlife has need for exactly that kind of courage.

Planning and Civic Comment

The Garden Club of America at its annual meeting in May in Winnetka, Illinois awarded the Margaret Douglas Medal for Conservation Education to Mrs. Leroy Clark, who has served the Club as Chairman of several Committees and who now is a member of the Board of Trustees of the American Planning and Civic Association.

George S. Gatter who so ably served as staff director and resident representative in Washington for Harold M. Lewis, while the revised zoning survey was being made, is

now planning director for the City of Monterey, California.

Richard L. Steiner, who became Deputy Commissioner of the Urban Renewal Administration of the Housing and Home Finance Agency in Washington, and who became Acting Commissioner on the resignation of James W. Follin last September, has now been appointed Commissioner. It is with the leadership of the Urban Renewal Administration that we expect to re-plan and rebuild our cities.

Shopping Centers Restudied

An Urban Land Institute Technical Bulletin

The Urban Land Institute has recently issued another notable Technical Bulletin. Part II covers Practical Experiences, and the Report runs to 166 pages. It is apparent that all shopping centers are not equally successful. And change is the order of the day. Many neighborhood centers have stepped up to become community centers and some community centers have expanded to become regional centers. Almost three-quarters of the centers surveyed indicated that they were holding land in reserve for future expansion.

Dr. Homer Hoyt made a special report on 40 of the largest centers which shows that restaurants—once considered risky tenants—are on the upswing. Many of the larger centers have three or four

eating places. Banks are found in all of the large regional centers and in some there are finance companies and savings and loan associations.

The study checked building patterns. Nearly half of the centers used the strip; the "L" was used in about 24 percent and the "U" in eight percent. More than 75 percent of all the centers used rear delivery to separate delivery activities from customer access. For parking, the survey showed that the average neighborhood center had space for 363 cars; the average community center could accommodate 1,300 cars and the average regional center could park 4,016 cars.

The Bulletin may be purchased for \$5 from the Urban Land Institute, 1200 18th Street, Washington, D. C.

IN MEMORIAM

SIR PATRICK ABERCROMBIE {1880-1957}

Sir Patrick Abercrombie died on March 24, 1957 at the age of 77.

In America the work of Sir Patrick Abercrombie has long been well known, but architects, planners, educators and civic leaders were honored when he attended the Annual Meeting of the American Institute of Architects in 1949 to receive the gold medal of the Institute.

To quote Sir George Pepler in the May 1957 *Journal of the Town Planning Institute*, "the outstanding contributions which Sir Patrick made to the profession and practice of town planning might be broadly classified: 1. Teacher; 2. Writer; 3. Pioneer in (a) practical survey and (b) regional planning; 4. Planner of bombed cities; 5. Missionary". To quote further:

"His career as a teacher might be said to have begun as soon as Town Planning was taught, for he was a lecturer in the first School of Planning—the School of Civic Design, at Liverpool, founded in 1909 . . .

In 1915, Abercrombie stepped into his (Adshead's) chair at Liverpool and later, 1935, succeeded him as Professor at University College, London."

Among the now-famous surveys published by Sir Patrick were: *Sbeffield, A Civic Survey and Suggestions toward a Development Plan*, 1924; *Greater London Plan*, 1944; *The Clyde Valley Regional Plan*, prepared in collaboration with Robert H. Matthew, 1946.

Among the honors conferred upon him were: Knighthood, 1945; Royal Gold Medal for Architecture in 1946; the Town Planning Institute Gold Medal in 1955, in addition to the American Gold Medal cited above.

Sir Patrick Abercrombie has left a valuable heritage of printed messages for the world to read; but in addition he helped to build the character and knowledge of a long line of students who in turn have influenced the planning of communities in many countries of the World.

THOMAS H. MacDONALD {1881-1957}

Thomas H. MacDonald, who died recently at the age of 76 on the Texas A & M Campus, where he held the title of Distinguished Research Engineer, was Commissioner of the Bureau of Public Roads from 1919 to 1953, when he retired. He then had held his post longer than any other official had headed a major Federal Agency. It was Mr. MacDonald who persuaded

Congress to pass the first Federal Highway legislation under which the National Government shared costs and set specifications for major road construction. According to the *Washington Post and Times Herald*, "He administered the expenditure of these funds with uncompromising devotion to the public interest, and with an absolute avoidance of politics which kept him

Planning and Civic Comment

at his post under seven Presidents and 17 Congresses. In 1950, he appealed to Congress for a vast program of highway modernization and development which at last took definite form in the 50-million-dollar National Highway Act adopted last year."

The Washington *Evening Star* declared:

"When Mr. MacDonald became first head of the Bureau in 1919 there was no real national highway system. There were about 272,000 miles of passable automobile roads, of which only a tenth were hard surfaced. There were almost as many ferries and fording places as bridges. When he retired 34 years later he had the satisfaction of knowing that

the country was spanned by some 3.5 million miles of paved highways, most of them built with the aid of Federal funds granted under programs recommended by his Bureau."

The American Planning and Civic Association can testify from long experience that Mr. MacDonald worked unwavering for the public good and commanded the confidence of civic leaders throughout the country. At the time of his death he was a member of the Advisory Council of the Civic Association.

Mr. MacDonald is survived by his wife, a daughter, Mrs. Charles Weidinger of Staunton, Va., and a son, Thomas H. MacDonald, Jr., of Washington.

STUART W. CRAMER, JR. {1892-1957}

On January 6, 1957, Stuart W. Cramer, Jr., of Charlotte, N. C., eminent member of the Board of Trustees of the American Planning and Civic Association, died at the age of 65. Mr. Cramer, during his military career, 1913-1922, was awarded a citation for service at Santa Anita, as part of the Mexican campaign, 1915. He also received a campaign medal for service in France, and the War Cross from Czechoslovakia. He retired from

the regular army in 1922, and built an enviable career as a business executive and civic leader. He was with the Cramerton Mills, Inc. and Cramerton Mills Co. 1922-1946, President 1939-1946. He was a member of the N. C. Park Commission from 1929-1933. He held many posts of responsibility in the business world and will be missed as a civic leader. He had been a member of the American Planning and Civic Association for 24 years.

JOHN GRAHAM, JR. {1880-1957}

John Graham, Jr., architect, of Falls Church, Va., died in Arlington Hospital in May, at the age of 68. He was a member of the National Capital Regional Planning Council and co-chairman of the American

Institute of Architects Committee on the National Capital.

Mr. Graham was born in Philadelphia and graduated in 1911 from the University of Pennsylvania School of Architecture. After a

Planning and Civic Comment

tour of duty during World War I as a Captain in the Army Engineers he was in private practice in Philadelphia until he came to Washington in 1938 to join the staff of the U. S. Housing Authority where he served as a project planner for new public housing projects. During World War II, Mr. Graham was technical adviser in Defense and War Housing. Mr. Graham made several trips

to Europe in connection with his profession and was the author of "Housing in Scandinavia" published in 1940.

Mr. Graham was a member of the American Planning and Civic Association and in his various official and professional capacities exercised a very real influence over the planned development of the Federal City.

IRA ELBERT BENNETT (1868-1957)

Ira Elbert Bennett, who died at the age of 88, was for twenty-five years Editor in Chief of the *Washington Post* (1908-1933). When the American Civic Association formed its Committee of 100 on the Federal City in 1922-23, Mr. Bennett gave every encouragement to the citizen support for the planned development of the Federal City and his editorial page was always open to careful factual presentations and collective opinion. As expressed in a *Washington Post and Times Herald* editorial, "He himself wrote with vigor and fluency on national and international affairs, often hitting hard and arousing spirited controversy, but avoiding rancor and vindictiveness.

In the *Congressional Record* of April 10, Senator Thomas E. Martin

paid high tribute to Mr. Bennett. Senator Martin stressed the contributions Mr. Bennett made after his resignation from the *Washington Post* in 1933. Said he: "This period included his association with the United States Constitution Sesqui-centennial Commission, 1935 to 1937, to which he contributed brilliantly in the preparation of *The Story of the Constitution*, published in 1937; his position as consultant to the House Committee on Foreign Affairs; and his last responsibility as managing editor of the *National Republic*. In these capacities, Mr. Bennett's numerous scholarly articles, editorials and official reports form a vast fund of information and opinion based on his lifetime of study and observation."

Conservation and Planning Education

The National Wildlife Federation has announced its 1958-59 *Fellowships in Conservation*, for the Undergraduate Student, \$500; for the Graduate Student, \$1,000; for the Post Graduate or Special Student \$1,000. The fellowships are offered in Teacher Training, Radio and Television; Scouting and Conservation; Curricular Problems; State Programs; Farmer-Sportsmen Relationships; Conservation Workshop Techniques; Text Book Development; Journalism. Application blanks and further information may be secured from Ernest Swift, Executive Director, National Wildlife Federation, 232 Carroll Street, N. W. Washington 12, D. C. Applications must be received on or before December 31, 1957.

The American Society for Engineering Education, University of Illinois, held its 65th annual meeting at Cornell University June 17-21, 1957. Among the scheduled speakers were Dr. W. E. Stirton, Vice-President of the University of Michigan; Raymond J. Seeger of the National Science Foundation; Dr. Eric A. Walker, President of the Pennsylvania State University; W. Kenneth Davis, Director of the Division of Reactor Development Atomic Energy Commission; Dr. J. R. Van Pelt, President of the Michigan College of Mining and Technology; and Dr. William C. White, Vice-President of Northwestern University. Dr. W. L. Everitt, Dean of the College of Engineering at the University of Illinois, pre-

sided as ASEE President. Attendance included teachers from every field of instruction for engineering students, including English, library sciences, and architecture.

From *Dean Boyd M. Smith, of the Yale School of Architecture and Design*, comes the news that Yale University's Graduate Program in City Planning has been given a \$67,600 grant by the Rockefeller Foundation to finance a three-year research project into growing problems of the appearance and design of urban-rural fringe areas. The announcement preceded a conference at Yale on "Interurbia"—the huge regional cities or "urban strips" which are rapidly emerging in several areas of the Nation. Christopher Tunnard, Director of the Yale City Planning Program, hailed the Rockefeller grant as enabling Yale to expand one important phase of a major research project he launched several years ago into this new concept in city and regional planning. Professor Tunnard declared:

Probably one of the greatest problems emerging along with the vast new type cities is the improvement of interurban living in semi-rural areas. We will direct our research along the lines of design possibilities in developing these fringe areas . . . We will study the effect of man on his environment in these areas, including the conflict between building and agriculture, the impact of new thoroughways pushing through them, and the marked growth of so-called commercial slums or fringe jungles . . . Our aim is to point ways of improving the quality of landscape appreciation and design. In an age which is giving more and more importance to leisure time—and with the

Planning and Civic Comment

enormous increase in tourism—this gives time to ruin our American landscape as well as to enjoy it—we believe there is an urgent need to educate public sensibility to a man-made environment which will be in harmony with Nature.

The *Sears-Roebuck Foundation* has announced the names of those selected to receive graduate fellowships in the field of city planning and urban renewal. Selected to receive fellowships were: Ralph A. Gakenheimer, Towson, Maryland; Lester A. Hole, Brooklyn, New York; Leroy O. Myers, Morgantown, West Virginia; Alfred P. Van Huyck, Aberdeen, Maryland; and Henry S. Brinkers, Urbana, Illinois. The Foundation fellowship grants, which must be used in graduate schools of city planning, are accompanied by an unrestricted grant to the school in the amount of \$1,000 per year during the period the student is in residence. Schools selected by the students to receive such grants this year are: Cornell University, University of Pennsylvania, Michigan State University, University of North Carolina and Massachusetts Institute of Technology.

The Sears-Roebuck Foundation fellowships are designed to increase the flow of trained personnel into the

field of city planning and urban renewal. Administration of the program is handled by the Foundation in cooperation with the American Council To Improve Our Neighborhoods (ACTION) and the American Society of Planning Officials.

The Foundation fellowship grants in the field of city planning and urban renewal will total \$17,500 the first year and \$35,000 in subsequent years.

The *New Jersey State School of Conservation* during the summer of 1957 opened early in May its eighth season under the cooperative sponsorship of the State Department of Education and the State Department of Conservation and Economic Development. There was a series of public school camps and outdoor week-end institutes before the courses started on June 3d. These workshops in Outdoor Education were held at Lake Wapalanne in the Stokes State Forest, at Branchville, New Jersey. The theme this year is *Today's Stewardship Provides for Tomorrow*. Credit for courses may be applied toward graduate or undergraduate degrees at any of the New Jersey State Teachers Colleges, subject to approval in advance by the institution.

COMMENTARIES

(Continued from page 55)

interested parents in this and other recreation activities; it encouraged non-competing children to investigate track and field sports; it brought people into a city park and encouraged them to use it; it proved to be a wonderful morale booster for a mid-summer event; it

taught many children arts and crafts skills, let them plan and execute a big project from start to finish; and it helped through its natural publicity value, to call attention to several phases of the recreation program.

Other cities, please copy.

Watch Service Report

National Parks

H. R. 935 (Saylor, Pa.) introduced Jan. 3, 1957. To create the Dinosaur National Park. Referred to Committee on Interior and Insular Affairs.

H. R. 1145-S. 77 (Hyde-Beall) introduced Jan. 3 and Jan. 7 To establish the Chesapeake and Ohio Canal National Historical Park. Referred to the Committees on Interior and Insular Affairs.

H. R. 6098 (Philbin, Mass.). To establish Cape Cod National Park. Similar to H. R. 2828. Referred 3/18/57 to House Committee on Interior and Insular affairs. Also H. R. 6720 (Philbin Mass.) Referred 4/8/57 to the same Committee.

H. R. 6198 (Hagen, Calif.) To eliminate about 6,000 acres from Sequoia National Park and add these lands to Sequoia National Forest. Stated purpose is to provide a more natural and efficient park boundary. Referred 3/20/57 to Committee on Interior and Insular Affairs.

H. R. 6274 (Zelenko, N. Y.). Authorizes the Secretary of the Interior to accept title to Grant's Tomb in New York City and maintain it as the General Grant Memorial. Referred 3/21/57 to Committee on Interior and Insular affairs.

H. R. 6472 (Mrs. Blitch, Ga.) Increases the authorized maximum acreage of the Fort Frederica National Monument in Georgia to 250 acres. Referred 3/28/57 to Committee on Interior and Insular Affairs.

S. 1790 (Holland and Smathers, Fla.) Proposes to fix permanent boundaries for the Everglades National Park and authorizes exchanges of lands between the Secretary of the Interior and the State of Florida to consolidate Federal holdings within the new boundaries. In a joint statement upon the introduction of this bill Senators Holland and Smathers said that the proposed settlement had been agreed upon in advance by the National Park Service, the Governor of Florida, and the members of the Florida Congressional delegation directly concerned. The size of the originally authorized park in 1934 was 2,164,500 acres, consisting of 1,563,520 acres of land and 600,980 acres of water. In this bill the final boundaries of the park would come to 1,337,800 acres, consisting of 919,400 acres of land and 418,400 acres of water. Referred 4/4/57 to Committee on Interior and Insular Affairs. H. R. 6641 (Fascell, Fla.) and H. R. 6653 (Rogers, Fla.) identical bills referred to the same committee.

Military Lands

H. R. 5538 (Engle, Calif.) passed the House by voice vote 4/11/57. The bill (1) requires approval by Act of Congress by any military withdrawal or reservation from the Public Lands in excess of 5,000 acres, (2) prescribes the information to be submitted to Congress when the Army, Navy or Air Force requests a withdrawal or reservation in excess of 5,000 acres, (3) directs the Secretary of Defense to require that any hunting or trapping on any military installation, whether or not derived from the public domain, shall be in compliance with the state game and fish laws, (3) amends the Federal Property and Administrative Services Act of 1949 to provide that when military lands taken from the public domain are declared excess they will revert to their previous status instead of being disposed of by the General Services Administration, (5) clearly gives the Secretary of the Interior jurisdiction over any mineral leasing or mining on military areas taken from public lands subject to the Federal mineral leasing and mining laws, but naval oil and mineral reserves are excepted. The Secretary of Defense would have power to bar mineral development if it would interfere with military operations.

Pollution Abatement

H. R. 6267—Health, Education and Welfare Appropriation Bill contained a provision of \$50 million for Federal Aid for Pollution Abatement. An amendment was offered to the House Committee on Appropriations to knock out the entire \$50 million. The conservation organizations joined in a telegram of protest. The Committee retained the item and the House adopted the bill by a roll-call vote of 231 to 185, which provided one of the best line-ups for conservation in Congress seen in recent years. The appropriation by the Senate as in the Bill passed by the House is a *must*. Since the beginning of the program in December, 1956, a total of \$19,096,474 in Federal grants has been made to 225 municipalities for sewage treatment construction, and the communities are adding \$61,798,723.

Planning and Civic Comment

Forests

H. R. 6870 (Canon, Mo.) the second deficiency Appropriation Bill for 1957. Besides other provisions, the bill contains an additional \$5 million to the U. S. Forest Service for fighting forest fires plus an authorization to transfer another \$1½ million to fire fighting from another fund. The Bill was reported 4/12/57 by the House Committee on Appropriations (House Report 350). It passed the House by voice vote 4/15/57 and was approved by the Senate without debate. Signed by the President.

Federal City

H. R. 6763 (Broyhill, Va.) introduced April 9, 1957 amends the Act of August 30, 1954 that authorized construction of bridges over the Potomac River to substitute a four-lane tunnel from the vicinity of Constitution Avenue in the District of Columbia to the Virginia side passing south of or under Theodore Roosevelt Memorial Island.

House Committee held hearings on various bridge bills introduced in January and February and reported out in favor of a tunnel. The Senate Sub-Committee D. C. under Senator Bible held extensive hearings. District Commissioner Lane and the District Highway Department testified in favor of a six-lane bridge. Conrad L. Wirth, Director of National Parks and member of the National Capital Planning Commission, Harland Bartholomew, Chairman of the Commission, Dr. David Finley, Chairman of the Commission of Fine Arts; General U. S. Grant 3d, President of the American Planning and Civic Association, spoke for its Committee of 100, and in a letter Horace M. Albright, Chairman of the Board of the Association, all favored a four-lane bridge. Ole Singstad gave expert testimony in favor of a tunnel.

At the hearings the controversy over whether the bridge should carry a drawbridge, Senator Gore, Chairman of the Senate Public Works Subcommittee which handled the multi-billion dollar highway bill urged the committee to place a ban on any more draw span bridges across the Potomac. Representative Howard Smith, Chairman of the House District subcommittee which approved tunnel legislation, testified in favor of keeping river traffic open.

After the public hearings closed the District Commissioners and the Planning Commission were sounded out on a compromise six-lane tunnel. The Senate D.C. Committee has now voted for the tunnel.

Recreation

H. R. 3592, 2593, 3594, 3595, 4819 and 4822: S. 846, to establish a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other lands and water areas in the United States. Hearings were held on May 13 and 14 before a sub-committee of the House Committee on Interior and Insular Affairs and on May 15 before the Senate Committee on Interior and Insular Affairs.

Federal City

H. Con. Res. 128 (Hyde) introduced March 5, Concurrent Resolution to establish a joint congressional committee, to be composed of the House and Senate members of the District of Columbia Committees "to examine, investigate, and make a complete study of any and all matters pertaining to the problems created by the growth and expansion of the District of Columbia and its metropolitan area, how and with what degree of success such problems are handled and resolved by the various agencies and instrumentalities of the Government . . . and how the resolution of such problems is affecting the District of Columbia." Report to be made to the Senate and House not later than January 31, 1958. Referred to the Committee on Rules.

Metropolitan and Urban Affairs

H. R. 1019 (Younger) introduced January 5. A bill to create a Department of Urbiculture and to prescribe its functions. Referred to the Committee on Government Operations.

H. R. 3383 (Mrs. Griffiths) introduced January 22. A bill to create a Department of Urban Affairs. Referred to the Committee on Government Operations.

(Continued on page 66)

Recreation Resources Survey

The American Planning and Civic Association at the meeting of its Board of Trustees in March, gave very serious consideration to the pending bills in Congress, listed in the Watch Service, to set up a new Federal agency to study the outdoor recreation resources of the public lands and other areas. It was the opinion of the Board that we very much need such a comprehensive survey and assembly of studies already made; but the Board was unanimous in its judgment that existing legislation already authorized such a survey, that it was partly carried out, and now, under Mission 66, seemed well on its way to be adequately financed. The Commission proposed in the legislation is a particularly unwieldy one to organize itself, set up a staff, and proceed to carry on such a technical survey.

Most of the conservation organizations at the hearings spoke on behalf of the legislation. The Acting Secretary of the Interior, courteously submitted that such a survey is needed and suggested certain amendments which would add to the effectiveness of the proposed Commission. And he pointed out what the National Park Service had done in cooperation with other agencies under the Act of 1936, said that the Department planned to continue these activities and would be glad to be of assistance to the independent Commission, if authorized.

The American Planning and Civic Association made the following statement before the Senate Com-

mittee and a somewhat similar one before the House Committee:

We are in favor of a competent survey of recreational resources of the United States. But we beg to submit that such a survey is actually under way as of July 1, 1957, under the auspices of the National Park Service, as authorized by the Act of June 23, 1936 (49 Stat. 1894). The Act provides that "The Secretary is authorized and directed, through the National Park Service to seek and accept the cooperation and assistance of Federal departments or agencies having jurisdiction of lands belonging to the United States" and in cooperation with the States and such Federal agencies to plan for adequate outdoor recreation areas for the American people.

Under authority of the Act the National Park Service cooperated with 37 States in developing preliminary park and recreation plans; but the program was interrupted by World War II, though in 1941 a Report was published under the title: *A Study of the Park and Recreation Problem of the United States*. From 1940 to 1956 it is well known that the National Park Service was on a starvation diet in the matter of appropriations while in the immediate post-war years the visitors to the parks had doubled.

Even in this interim the National Park Service participated in basin-wide and regional planning studies, working closely with Inter-agency Committees concerned with water resource development and representing the recreation planning interests in these studies. The National Park Service has conducted a survey and prepared preliminary plans for preservation and use of recreation resources in Alaska. Also last year the Service conducted a survey of the Atlantic and Gulf Coast seashore areas suitable for public recreation and with donated funds which have just been made available will conduct similar studies on the Pacific Coast and the Great Lakes region.

And now with Mission 66 funds available July 1, 1957, the National Park Service plans to cooperate with Federal and State agencies to develop a nationwide recreation plan. Within the Service there is a standing Division of Recreation Resource Planning and a Branch of State Cooperation both of which have established working relationships with Federal and State agencies.

Book Reviews

A CONTRIBUTION TO THE HERITAGE OF EVERY AMERICAN: The Conservation Activities of John D. Rockefeller, Jr., by Nancy Newhall. Prologue by Fairfield Osborn, Epilogue by Horace Marden Albright. Alfred Knopf, New York. 179 pp. \$13.50.

This beautiful book of illustrations and recorded history is one which all conservationists will desire to have in their reference libraries. The beautifully reproduced photographs of treasured parks and historic areas throughout the United States serve to remind readers of the breadth of vision on the part of Mr. Rockefeller which has provided a rich heritage for the American people. Beginning with the development of Forest Park in Cleveland on land that once had been the Rockefeller summer home, the photographic tour leads through the Hudson Valley, Acadia, Shenandoah, the Great Smoky Mountains, the museums of Mesa Verde, Grand Canyon and Yellowstone, the Grand Tetons, Virgin Islands, the California Redwood Forests, and finally back to Colonial Williamsburg, which this year, with Jamestown and Yorktown, is celebrating the 350th anniversary of the settlement of Jamestown.

Mr. Rockefeller's love of the out-of-doors was manifested very early, and it is not surprising that when Horace M. Albright, then Superintendent in Yellowstone National Park, directed his attention to the honky-tonk county road development in the immediate foreground of the Grand Tetons, Mr. Rockefeller began the acquisition of land which made it possible for Congress to create the Grand Teton National Park and which led to the erection of the Jackson Lake Lodge, where last September the National Conference on State Parks held its 36th Annual Meeting.

Those who have worked to secure the preservation of these many scenic and historic resources, know only too well what Mr. Rockefeller has been able to accomplish by his vision and by the funds he has been able to make available. He has left a permanent heritage which will grow in appreciation of the American people as natural scenery shrinks in the path of our growing population. The Nation may take comfort, also, in the projects of the Rockefeller Brothers who are following in the footsteps of their father.

WATCH SERVICE REPORT

(Continued from page 64)

H. R. 5565 (Ostertag) introduced March 4. A bill for the Establishment of a Commission on Metropolitan Problems and Urban Development. Referred to the Committee on Government Operations.

S. 2159 (Clark, Humphrey, Javits, Long, Magnuson, Morse, Murray, Neuberger and Case (New Jersey) introduced May 27 a bill to provide for the establishment of a Department of Housing and Urban Affairs. Referred to the Committee on Government Operations.

Planning and Civic Comment

AMERICA'S NATURAL RESOURCES, Edited for the Natural Resources Council of America by Charles H. Callison, National Wildlife Federation. The Ronald Press Co., N. Y. 1957. 220 pp. \$3.75.

Assisting Mr. Callison in the editing of this book were Henry Clepper, Executive Secretary, Society of American Foresters; Michael Hudoba, Washington Editor of *Sports Afield*; and Richard Westwood, President, American Nature Association.

The book fills need for a concise summary of what we know about soil, water, grasslands, forests, national parks and wildlife which can be read by the layman and used by students in school. The chapters are written by well known authorities in each field as follows:

Conservation: An Ecological Approach—Shirley W. Allen, professor Emeritus of Forestry, University of Michigan.

Renewable Resources and Human Populations—Fairfield Osborn, President, the Conservation Foundation.

Soil—Firman E. Bear, Chairman of the Soil Department, Rutgers University.

Water—H. G. Wilm, Associate Dean, Division of Range Research, College of Forestry, State University of New York.

Grasslands—David F. Costello, Chief, Division of Range Research, Pacific Northwest Forestry and Range Experiment Station.

Forests—Henry Clepper, Executive Secretary, Society of American Foresters and Lowell Besley, formerly Executive Forester, American Forestry Association.

Wildlife—Joseph J. Shoman, Chief Division of Education, Virginia Commission of Game and Inland Fisheries.

Fish—Albert S. Hassard and William Voigt, Jr., Pennsylvania Fish Commission. Parks and Wilderness—Howard Zahner, Executive Secretary, The Wilderness Society.

Land Use Principles and Needs—Edward H. Graham, Director, Plant Technology, U. S. Soil Conservation Service.

Needed: A Natural Resources Policy—Ira N. Gabrielson, President, Wildlife Management Institute.

TOWARD NEW TOWNS FOR AMERICA. By Clarence S. Stein. A New and Revised Edition of a book which appeared first in 1950, with an Introduction by Lewis Mumford.

Mr. Stein tells of the little group of practical idealists who formed the Regional Planning Association of America. He tells about Sunnyside Gardens, Radburn, Chatham Village, Phipps Garden Apartments, Hillside Homes, Greenbelt in Maryland, Greenhills in Ohio, Greendale in Wisconsin and, finally Baldwin Hills Village in Los Angeles. Those who know these towns will realize that while no one follows closely the prescription for Ebenezer Howard's Garden City, they all do modify and improve the traditional pattern of geometric building which blankets much of our urban land. And out of these experiences Mr. Stein presents, Indications of the Form of the Future. He explains that New Towns must be more than newly created, but they must be towns, planned, built and operated to serve present day needs and conditions. He points to increasing leisure time and to increasing equality of opportunity to enjoy the goods of the world. New Towns are essential because existing cities cannot fit the needs of this age without a complete rebuilding. Each redevelopment project should be a further exploration of the new patterns that we have evolved through our trials and demonstrations, from Radburn to Baldwin Hills Village. New Towns mean new plans and different physical arrangements, with green belts and inner block parks, neighborhoods and super-blocks, community centers, and the

Planning and Civic Comment

separation of roads and walks. The objective of New Towns is fundamentally social rather than commercial. Bluntly, the distinction is that between building for people or building for profit. The unit of design in New Towns is no longer

each separate lot, street or building; it is a whole community; a coordinated entity.

Here is a philosophy which has produced results and which can produce new and more important results.

Recent Publications

AIR POLLUTION HANDBOOK. Edited by Paul L. Magill, Francis R. Holden, Charles Ackley. McGraw-Hill Book Co., New York, 1956. 670 pp. Illus. \$15.

THE CRACK IN THE PICTURE WINDOW. John Keats. Houghton Mifflin Co., Boston, 1957. 196 pp. Illus. \$3.

COUNTER-ATTACK AGAINST SUBTOPIA. Ian Nairn. Architectural Press, Ltd., London, 1957. 85 pp. Illus. \$2.25.

LECTURES GIVEN AT ORIENTATION COURSE IN COMMUNITY PLANNING. Community Planning Association of Canada, British Columbia Division, 1205-736 Granville St., Vancouver 2, B. C., 1956. 70 pp. \$2.

GOVERNMENTAL SERVICE IN A METROPOLITAN AREA. Edited by Leverett S. Lyons. A Report of the Northeastern Illinois Metropolitan Area Local Governmental Services Commission. University of Chicago Press. 1957. 283 pp. \$8.

A NEW LOOK AT HOUSING DEMAND MEASUREMENT. By Louis Winnick. John Wiley & Sons, New York. 1957. 143 pp. \$5.50.

METROPOLITAN COMMUNITIES. A bibliography. Government Affairs Foundation, Inc. Available from Public Administration Service, 1313 E. 60th St., Chicago. 1956. 392 pp. \$10.

PROCEEDINGS—NATIONAL CONFERENCE ON METROPOLITAN PROBLEMS. Government Affairs Foundation, Inc. 22 West 55th St., New York 19. 1957. 99 pp. Free.

MUNICIPAL COSTS AND REVENUES RESULTING FROM COMMUNITY GROWTH. Walter Isard and Robert Coughlin. American Institute of Planners and Federal Reserve Bank of Boston. 1957.

111 pp. \$5 (\$3.50 to AIP members). Make checks payable to The Chandler Davis Publishing Co., Care American Institute of Planners, 34 Brattle St., Cambridge 38, Mass.

THE NEGRO POPULATION OF CHICAGO. Otis Dudley Duncan and Beverly Duncan. The University of Chicago Press. 5750 Ellis Ave., Chicago. 1957. 367 pp. Illus. \$6.

ORGANIZATION OF BLOCK GROUPS FOR NEIGHBORHOOD IMPROVEMENT. The Hyde Park-Kenwood Community Conference. ACTION, Box 462, Radio City Station, New York. 1956. 16 pp. 40 cents.

SPECIAL DISTRICT GOVERNMENTS IN THE UNITED STATES. John C. Bollens. University of California Press, Berkeley, Calif. 1957. 280 pp. \$4.50.

POPULATION ESTIMATES FOR SURVIVAL PLANNING AND APPENDIXES. Bureau of the Census, Department of Commerce, Washington, D. C. 1956. 81 and 17 pp. Tables and maps.

THE RAILROAD STATION. Carroll L. V. Meeks. Yale University Press, New Haven, Conn. 1956. 203 pp. Illus. \$7.50. An architectural study of passenger railroad stations.

1956 RECREATION AND PARK YEARBOOK. Edited by George D. Butler. National Recreation Association, 3 West 8th St., New York. 1956. 116 pp. \$2.

STATE PROGRAMS FOR THE AGING. A Review of the Problem and of Recent Action in the States. Council of State Governments, 1313 East 60th St., Chicago. 1956. 53 pp. \$1.50.

B & T

Planning and Civic Comment



Official Organ of American Planning and Civic Association and National Conference on State Parks

CONTENTS

	Page
41,000 Miles to Tomorrow	1
Cook Co. Preserve Lands	7
British National Parks	8
Urban Renewal Program	13
Main Street 1969 Conference	14
APCA New Members	16
State Park Notes	17
State Park Conference at Lake Itasca	24
NCSP New Members	25
Zoning Round Table	26
Palisades Interstate Park	28
Too Little and Too Late	33
Commentaries	36
Editorial Comment	40
Theodore Roosevelt Centennial	43
Meetings—Past and Future	45
Strictly Personal	49
Planning and Conservation Education	51
Memorials	53
In Memoriam	54
Watch Service Report	56
Book Reviews	58
Citizen Action for Community Planning	62
Recent Publications	64

OCT. 1 1957

SEPTEMBER 1957

THIRD QUARTER—JULY—AUGUST—SEPTEMBER

PLANNING AND CIVIC COMMENT

Published Quarterly

Successor to: City Planning, Civic Comment, State Recreation
Official Organ of: American Planning and Civic Association,
National Conference on State Parks

SCOPE: *National, State, Regional and City Planning, Land and Water Uses, Conservation of National Resources, National, State and Local Parks, Highways and Roadsides.*

AIM: *To create a better physical environment which will conserve and develop the health, happiness and culture of the American people.*

EDITORIAL BOARD

HARLEAN JAMES

FLAVEL SHURTLEFF

CONRAD L. WIRTH

CONTRIBUTING EDITORS

HORACE M. ALBRIGHT

HARLAND BARTHOLOMEW

RUSSELL V. BLACK

HAROLD S. BUTTENHEIM

GEORGE L. COLLINS

KENNETH R. COUGILL

S. R. DEBOER

CHARLES DETURK

NEWTON B. DRURY

V. W. FLICKINGER

S. HERBERT HARE

JOHN IHLDER

THOMAS W. MORSE

JOHN NOLEN, JR.

F. A. PITKIN

HUGH R. POMEROY

FRANK D. QUINN

BEN H. THOMPSON

TOM WALLACE

MANAGING EDITOR

DORA A. PADGETT

Entered as second-class matter at the Post Office at Washington, D. C. under the Act of March 3, 1879. Additional entry at Harrisburg, Pa.

EDITORIAL AND PUBLICATION OFFICE, 901 Union Trust Building, Washington 5, D. C.

Printed by the Mount Pleasant Press, J. Horace McFarland Company, Harrisburg, Pa.

Planning and Civic Comment

Vol. 23

September, 1957

No. 3

41,000 Miles to Tomorrow—A Job for All of Us

By HUGH R. POMEROY, Director,
Westchester County (N. Y.) Department of Planning

An address delivered at National Citizens Planning Conference, of American Planning & Civic Association. Little Rock, Arkansas, June 11, 1957

EDITOR'S NOTE: Because of the current importance of proposals contained in this address, it is being presented in this quarterly, but it will also be included in the ANNUAL which presents the proceedings.

We are now ready to believe that there will be an Interstate Highway System. We are finally convinced that modern traffic requires that the major routes that we provide for its flow can no longer consist of mere rights of passage over land—the “right-of-way” concept that originated long before the dawn of history, and even in some small degree before the emergence of man himself. We know now that our major routes of travel must be laid down on strips of land devoted solely to that purpose. We have cut our teeth on turnpikes, thruways, parkways, expressways, freeways, and we are convinced that nothing less will serve the requirements of the basic thoroughfare system of the Nation. We have expressed our conviction by launching a program that challenges the imagination by its magnitude: 41,000 Miles to Tomorrow.

Our goings to and fro, since we have become shod with wheels, add up to prodigious totals. Our passenger travel alone (including buses) on all the highways of the Nation in 1955 totaled in passenger miles the equivalent of almost 14 million round-trips to the moon. This figure is the more astonishing when it is known that it is made up of trips that averaged, for all the highways in the Nation that year, about $8\frac{1}{2}$ miles each—half the distance from my home to my office.

The Interstate System will care for about 16 percent of all this travel, and the average length of trip on it will obviously be greater than the foregoing average for all highways.

These are dramatic figures; as would be those of total cost, amounts of construction materials required, land to be used (probably more than twice the area of Rhode Island), or the number of square miles of blueprint paper (or its equivalent) that will be needed for the drawing of plans. But the employment of the short time that is at my disposal this afternoon in a mere dramatic recital would be a misuse of the occasion. I propose to suggest some aspects of the program that call for a maturity of viewpoint and of procedure somewhat beyond that that we have thus far considered to be necessary.

Planning and Civic Comment

What I have to say will be set forth under headings that might be popularly stated as follows:

1. We don't know it all yet.
2. The entire people own the system.
3. You can't build railroads without yards and terminals.
4. (a) Highways are not built to serve statistics but the activities of the people, and (b) we have to live with the monsters that we create.
5. The magnitude of the job leaves no room for corners on wisdom.

Then I shall have a specific proposal to make.

First. We don't know it all yet. Westchester County built the Hutchinson River Parkway according to the best standards that were known at the time. Now, while there is still long physical life left in what was built, and while we shall still be paying for it for nearly 20 years more, we are getting ready to do the job over again to meet the needs of today and what we can see of tomorrow. Statistical projections of traffic volume can have validity for only a short span of time ahead, compared with the physical life of what we build on the basis of the estimates. The variables are so numerous and so extensive that we can't get very far out on the engineer's slipstick before we must begin conditioning the results with judgment, and it is not long until judgment must largely take over. I am convinced that our judgment cannot be regarded as infallible and that the realities of the future will exceed the practicality of our judgment today and the courage of our present convictions.

We can be confident that the construction of the highways constituting the Interstate System will be superbly engineered. But we can also be sure that we shall have to do much of the job over again before its elements are worn out. In building the Interstate System we shall be crystalizing our designs in concrete and the other materials of physically durable structures. At the same time, we shall have crystalized community patterns in relation to the thoroughfares that we build, and the elements of this crystalization will be complex and far-reaching. Much of what we build in the form of pavements, channelizing structures, bridges, interchange roadways, access lanes, and other features of the highways themselves we shall in time have to throw away and build over again to meet needs that we cannot possibly anticipate now. In doing this, let us not also have to tear up developed community patterns, for here the destruction may be far-reaching and costly beyond the dollars and cents of it alone. How is this possible? By the provision of adequate space in which to do our highway rebuilding in accordance with standards that the future will demand but that we cannot now set. The cost of additional land for rights-of-way (to use the anachronistic term for which we do not yet have an adequate substitute) will be of minor magnitude compared with the cost of tearing up what will be built on that land between now and the time that we may need it, and tearing asunder the neighborhoods of which these buildings will be a part and which will have taken form between now and then. What I am talking about is not a difference of thirty or

Planning and Civic Comment

forty feet in right-of-way width, but of perhaps several hundred feet in open territory and not much less in developed areas.

What if some of the land that is acquired in prudent recognition of the certainty of our fallibility in estimating future needs turns out not to be needed for the purpose we have in mind? Does a built-up community ever find itself in possession of too much space for community purposes—land that can be used for automobile parking, for community facilities, for recreation space, perhaps for community embellishment? In space lies the opportunity for achieving community quality.

Second. The entire people owns the Interstate System. The belts of land on which the highways will be built will not be rights of passage over land, with access to them from that land. This fact of non-access must be recognized as extending beyond access by vehicles and pedestrians to visual access as well. I am referring here specifically to outdoor advertising. The placing of outdoor advertising to be viewed from the highways of the Interstate System, unless it is permitted as a matter of privilege, is the forcible seizure of public rights.

The claim has been made that outdoor advertising is a business use and that in zoning it should be subject to the same type of regulation that is applied to other business uses. With that statement—in exactly those words, and subject to the following elaboration—I agree. It is fundamental to zoning that uses should be classified in accordance with their characteristics. Outdoor advertising is a business use. But it is not only not like every other business use; it is not like any other business use. Every other business use is a use of the land on which it is located; outdoor advertising is essentially a use of the highway that it overlooks. Mr. Justice Trent of the Supreme Court of the Philippines years ago disposed of the claim that the display of outdoor advertising is simply a use of the land on which the display is placed by suggesting that the signs be turned around to face the other way. Outdoor advertising being a unique type of business use, it can be made subject to unique regulations under zoning—regulations appropriate to its unique character.

This principle applies to outdoor advertising adjacent to highways to which the abutting land has access. A different principle applies to outdoor advertising adjacent to the highways of the Interstate System. Here the regulation is not a matter of determining where outdoor advertising should be prohibited—since it has no inherent right to exist in any such location—but of where, in the public interest, it may appropriately be privileged to exist. This principle is obviously not limited in its application to the highways of the Interstate System, but extends to all non-access highways.

Third. You can't build railroads without yards and terminals. I speak here by analogy, of course. The routes of the Interstate System may be likened to those of a railroad system, virtually bridging the space between communities. The effectiveness of the system depends on its relation at access points to the routes bringing traffic to it and distributing traffic from it. At major terminal points the relation to local traffic routes is an

Planning and Civic Comment

intimate and often complex one, in which traffic function, and thus the location and design of local routes and interchanges, are determined by land use. Integral in the entire complex is the provision of terminal facilities—automobile parking space—serving the land use pattern.

The sensitive and effective handling of this entire problem of access, distribution, and automobile parking will have a large part in determining what Main Street 1969 will be like. The regional shopping center out in open territory may be expected to have a large place in the retail merchandising pattern of the future. Its function can be balanced by that of the regional shopping center in existing central business districts to the extent that the latter can be adapted to serve the market adequately. This is a sizeable job. It calls for two major accomplishments. One of these is to modernize the "plant," the aggregation of largely unrelated, often outmoded buildings that have developed by the long process of accretion, enlargement, removal and replacement, building by building. The various plans for central district modernization that have been dramatically brought to the attention of this conference have one thing in common—that of the development of unifying features, whereby the aggregation is to be given qualities of coherence and inter-relationship. The other major accomplishment, inextricably related to the first, is to make the downtown district conveniently available to and usable by the market. This calls for the provision of adequate access, convenient circulation, and both adequate and convenient automobile parking space, as part of a comprehensively planned program. No whittling away at the job through largely unrelated projects can accomplish more than to follow behind ever increasing needs that will continue to out-distance the remedial measures at an accelerating pace. The downtown district has great initial advantage—location that is generally central to the market and a variety of community facilities—social, cultural, governmental, commercial—that the outlying center cannot duplicate. But these advantages cannot prevail against the stifling effect of congestion and inconvenience. To assure to Main Street 1969 its rightful place—rightful if achieved and maintained—calls for great and difficult doing. A major essential in this is effective relationship to the Interstate System and to the thoroughfares that extend the function of the system intraregionally.

This third heading moves directly into the first part of the *Fourth*: Highways are not built to serve statistics, but the activities of people. The short-run value of traffic forecasts has already been touched on. Traffic forecasts are not only limited in the time coverage for which they can be valid, but can be seriously misleading unless they take account of more than existing land use patterns. Planning seeks to guide the developmental forces operating on and within a community in accordance with defined objectives. The importance of clear definition of community objectives cannot be over-emphasized. It has long been recognized (at least in theory and now in growing practice) that zoning should reflect a basic land use plan. But the basic land use plan must be more than a mere ra-

Planning and Civic Comment

tionalization of existing land use and of evident trends—some of which may be heading in decidedly the wrong direction. It must reflect conscious determination of what the ever evolving pattern of the community should be. It is this evolving pattern, guided by zoning, subdivision control and other measures of regulation of the various aspects of physical development, modified by urban renewal where necessary, and served by carefully devised local and intercommunity systems of traffic thoroughfares and of community facilities, that must be looked to for the clue to future traffic generation and requirements as to the facilities that will care for its likely volumes and serve its desirable directions and manner of flow.

This is only a part of the story. The land use pattern must be of concern to the highway planner in a much broader sense than as a guide to traffic origin and destination. There is a structure to the community that has more to it than the mere location of geysers of traffic and of channels and pools to take care of the run-off. A community is a group of related neighborhoods. I am not here entering the ideological battle as to the social validity of the neighborhood concept, but merely recognizing the physical reality of the neighborhood. A highway system must serve people and their activities and their enjoyment of their living environment. It fails of its ultimate purpose if it complicates the conducting of their economic and social activities and if it impairs the quality of their living environment. There is a most sensitive relationship here. Its implications must be taken as fully into account as is the factor of necessary widths of traffic lanes in designing a pavement or that of the strength of materials in designing a bridge.

Some additional length may well be justified in order to avoid impairing a residential neighborhood; some additional cost of right-of-way acquisition may be justified—nay, almost always will be justified—in order to avoid destroying or seriously cutting down a neighborhood park. It is often much better to destroy buildings, which can be replaced, rather than community open space, which either cannot or will not be.

I hasten to add that it cannot be expected that the layout of established communities can be adapted to massive new traffic facilities, of a type and magnitude undreamed of when the community was laid out, without some damage, without the necessity of careful and frequently painful readjustment. Occasionally even an excellent residential neighborhood must be destroyed, with much heartache, in the interest of the greater public good. But first be sure that there is no feasible alternative. Several years ago the Yankee Highway Association proposed that the New England Thruway be located in the back country of Fairfield County, Connecticut. So far as I could learn, the sizeable membership of the association was made up entirely of residents of the shore section of the county, through which the Thruway is now being constructed. There are three major alternatives for the location of the soon-to-be-constructed connection from the New Jersey Turnpike to the New York State Thruway, through Bergen County, New Jersey, and Rockland County, New York. Each route has strong

Planning and Civic Comment

proponents—in each case consisting of persons living along the other routes.

These conflicting interests cannot be resolved either by local intransigence or refusal to face facts or by arbitrary action on the part of highway authorities. They must be considered within the framework of comprehensive planning that is strongly based on facts—all the facts, and that will weigh all the interests involved.

This brings us to the second part of the *Fourth* heading: We have to live with the monsters that we create. No one can view a great swath through a residential area resulting from the construction of a highway of the magnitude that must characterize the routes of the Interstate System without realizing that here is something that has tremendous impact on adjacent land. In Westchester County we made a scientific study of the extent of impact of various types of thoroughfares on the neighborhoods through which they pass. The facts showed that stability of neighborhood quality and protection of property values requires ample space between the pavement of a major thoroughfare and adjacent residential development—not less than 100 feet on each side. This led to our establishing a standard for our future major thoroughfares—our primary system—of a right-of-way width of 400 feet. Even those who have bitterly opposed our proposals—unless they were to be routed somewhere else—have not questioned the soundness of that standard. We believe that our particular traffic situation calls for a few routes—as few as possible—of great capacity, insulated from adjacent development by broad belts of natural or planted landscaping. We prefer major operations that can be healed in a readjustment of community patterns rather than whittlings—that will have to be followed by others—that will continue to ache and bleed.

The discussion thus far virtually makes the *Fifth* point: The magnitude of the job leaves no room for corners on wisdom. The best wisdom and the best skill of all who are concerned with any part of what I have been discussing are required for a job of the magnitude of the planning and design of the Interstate Highway System. The planner, as such, certainly cannot do it alone—any more than can the engineer, as such. The planner has no call to get righteous about it; the engineer has no right to be a bully about it. I could offer no finer example of the effective collaboration that I am talking about than the close interdepartmental working relationships that exist in the government of my own county of Westchester. Engineers frequently think of planners as stargazers; planners frequently think of engineers as glorified ditch diggers. I resist the temptation to observe that there may be a measure of truth in both viewpoints and hasten to say that there can be no compartmentalization of skills in a job like this one.

The Interstate System is now being designed: 41,000 miles to tomorrow, a tomorrow in which the Nation will be more closely knit together by this vast system of vehicular communication. What is really knit together is the great community of communities that make up the Nation. Their interests are vitally bound up in the manner in which the job is done, in

the details of its relationship to their own concerns. It is they whom the system seeks to serve. There is a range of interests here that calls for the use of all possible knowledge and skill. No time can be lost in bringing that knowledge and skill fully to bear on the job.

I propose that there be early consultation to this end. I do not mean a mere meeting where pronouncements are made for the record, but a working conference that has been carefully planned. I propose that the engineers and the planners proceed forthwith to prepare an agenda for such a conference. The means that I propose for this initial step is that the Bureau of Public Roads, the American Association of State Highway Officials, the Highway Research Board, the American Planning and Civic Association, the American Society of Planning Officials and the American Institute of Planners each name one representative of a group to meet within the next three weeks for the purpose.

Cook County Preserve Lands Saved from Encroachment

By CHARLES G. SAUERS, General Superintendent, Forest Preserve District of Cook County

We report, with deep satisfaction, the continued success of the Forest Preserve District of Cook County in preventing the separation of 300 acres of District lands for a metropolitan campus of the University of Illinois.

In 1953 the University proposed a campus on forest preserve lands which would have necessitated the destruction of one of our finest woodlands—Thatcher Woods. The University hastily retired from this position upon being confronted with public disapproval. Two years later the University proposed to acquire a 300 acre tract immediately west of the city known as George A. Miller Meadow. This was acquired by the District in the 1920's and was being farmed until money was available for its development into a great meadow recreation area, highly accessible to a large low income

population of Chicago. The area is one of great spaciousness and important to the total Forest Preserve plan.

Upon the proposal by the University, Daniel Ryan, President of the Board of Forest Preserve Commissioners, asked his Board to refer the matter to its Citizens Advisory Committee which had been active since its appointment in 1927, and in which Robert Kingery had been a key-figure as secretary for many years before his death.

The Advisory Committee, through its Chairman, Edward Eagle Brown, recommended that the proposal be refused in keeping with the policy under which many similar requests are refused. This recommendation was unanimously approved by the Board of Commissioners.

The University asked for conferences but all were refused because

to sit at the table would only serve to compromise the District's position.

General Superintendent Chas. G. Sauers realized the issue would have to be taken before the public. Letters pointing up the seriousness of such a precedent were sent to groups and individuals throughout the area. Included were those who had obtained the 7,000 picnic permits of the previous year, garden clubs, conservation clubs, nature study groups, civic organizations, community leaders, and local and state labor leaders. The newspapers gave ample space to the matter and this aided in arousing public interest.

The District staff accepted all requests for speakers and debated the issue rather often before civic groups. Such debates were often in hostile territory. Staunch supporters of the District were found everywhere. Public support against the University developed rapidly.

The President of the University in February, announced to the press that it was giving up on the Miller Meadow site, at the same time complaining that they were not getting any help from the major metropolitan governments. President Daniel Ryan of the Board of County Commissioners and Mayor Richard Daley

of Chicago met with the University President Henry. The task of assisting in the matter was assigned to City Planning Commissioner Ira Bach. Based upon his studies a number of suitable alternate sites were proposed both in and out of the city but the university did nothing about it. Instead, despite President Henry's announcement, it returned to its attempt in the legislature to secure the forest preserve lands. In this it was defeated.

The Illinois Legislature was in session this year from January to June. The University attempted to secure legislative approval of its seizure of forest preserve lands. The University had introduced a bill giving broad powers of condemnation but this was amended to exclude forest preserve districts and presumably upon the request of the University was vetoed. Two bills authorizing a university in the city of Chicago were allowed to die because the University would not agree to the city location.

The University announced on July 24th that having failed to prevail upon the city, county and legislature to give it the forest preserve lands it would now begin to consider other sites.

Notes on the British National Parks

By DORIS CARLTON KNAPP, National Park Service, Washington, D. C.

The British National Parks Commission describes a national park as "a large tract of beautiful country, in which the Planning Authority pursues two dominant aims laid upon them by Parliament—to pre-

serve and enhance the natural beauty of the park, and to promote its enjoyment by the public." In addition to this similarity to the purposes of national parks in this country, administrators of the Brit-

ish national parks have many of the same problems as in the United States, such as shortage of accommodations, problems of financing, and the litter problem. They must also cope with efforts at incompatible construction, such as dams, TV masts, and overhead wires, and incompatible uses, such as a proposed motorcycle race course in the Peak District National Park. Like us, they have the problem of securing local support, and they attempt to measure the contribution of a national park to the economic well-being of the surrounding area through measuring visitor expenditures.

The major differences are that in England and Wales:

(a) Most of the land in a national park is privately owned and the use of the land is not changed by park status, except for increased emphasis on recreation use, and

(b) Administration of the parks is on a local basis, through planning authorities, with financial assistance from a central body.

PRIVATE OWNERSHIP

One of the features of British national parks is that "established farming use is effectively maintained." In a country with 0.55 acres of cultivated land per person (as compared with 3.5 acres in the United States), this action is necessary. There is the further fact that after centuries of use of the land, the national parks were superimposed on the existing structure of use.

The problem of assuring the public of access to open country for open-air recreation was given consideration in the National Parks

and Access to the Countryside Act of 1949. The Act provided that access surveys were to be made by local planning authorities within two years after the Act became operative. The surveys were intended to determine what land, both within and outside proposed national parks, should be described as "open country", which is defined in the Act as "mountain, moor, heath, down, cliff or foreshore." The next step was for the authority to determine whether action was necessary to secure access by the public to the open country. If action was considered necessary to provide public access, rights of access were to be secured by agreement or by order or by compulsory acquisition of the land. For some of the parks, the local authorities decided that no agreements or orders were necessary. In others, negotiations with landowners are now in progress.

In its publicity efforts, the Commission attempts to reassure property owners by emphasizing that the designation of an area as a national park effects no change in the ownership of land, that the land is not nationalized, and that designation confers on the public no right of access.

Nevertheless, the public generally is of the opinion that private property in the national parks is completely accessible for public use. Nominal damages assessed for trespass are insignificant unless damage is proved. An illustration reported to me concerned a group of hikers on private land. The owner brought suit, claiming damage to the grass, and each of the hikers paid damages

Planning and Civic Comment

of one shilling (14 cents). Since the time of the Norman Conquest, when the Crown claimed all property, any grant of land or of rights in land is subsidiary to the vested right in the land retained by the Crown. (There are a few minor exceptions, which arose when an impoverished king had no way to pay his debts except to turn over all rights to a piece of land). This retention of rights by the Crown is considered by some people to give the public the right of access to private lands.

Primarily because of the need to use private land to enjoy the national parks, the National Parks Commission and the local park authorities have made strenuous publicity efforts to promote regard for the rights of property owners. Several maxims of the "Country Code" relate to the use of private property—Fasten all gates, Keep to the paths across farm land, Avoid damaging fences, hedges and walls, Leave no litter, for example. Large posters carry the message, "Protect the Countryside—Follow the Country Code," and stickers with the same message are placed on letters.

One method used to teach children to follow the Country Code is to pose cartoon posters in school rooms. These carry little poems, such as:

Beasts going barefoot in the grass
Are often cut by tins or glass;
And people should hate litter too;
So leave no litter after you.
When cows or sheep or fowls are
chased
Their working parts may be dis-
placed;

So, big or small, or young or old,
Your dog must really be controlled.

LOCAL ADMINISTRATION

The national parks are administered by local planning authorities, with advice and financial assistance from the National Parks Commission. This method has its supporters, who believe that local people have the necessary knowledge of local conditions. Its opponents believe that the local county officials are too often influenced by a desire for local industrial development which will improve the tax base. One of the outstanding opponents of local administration is Mr. Senior on the staff of *The Manchester Guardian*, the only newspaper which gives much recognition to the national parks.

The relationship between the counties and the national government in England does not have its parallel in the United States, where the States retain the powers which the Constitution does not specifically reserve to the Federal Government. The counties are, for certain functions, the local agencies which have the powers and duties to administer national acts, such as the Town Planning Acts.

The local planning authority responsible for the planning control and the administration of a national park is a special board. Usually two-thirds of the members of the board are selected locally and the other third are nominated by the Minister of Housing and Local Government after consultation with the National Parks Commission. For parks located within one county, the agency is a special

Planning and Civic Comment

committee of the county council. Thus, after designation of a national park, interim management can be provided by the planning officer of the county council until a planning board is set up. For parks which extend into more than one county, two methods are possible. There may be a joint planning board or, with the approval of the Ministry, each of the local planning authorities may establish its separate park planning committee if this method can be justified as providing for more efficient administration. In the latter case, the work of the committees is supplemented by a joint advisory committee to insure the coordination of general policy.

Local funds for administration of the park are provided in some counties by earmarking of funds for this purpose, while in other counties the administrative work may constitute an added duty of county officials without special allocation of funds. Opinions varied as to the desirability of the second course; some officials considered park administration one aspect of normal planning functions, while others believed that it imposed a work load which made it difficult to give sufficient attention to park responsibilities. Whichever method of financing is used, the long-time experience with planning problems and the high calibre of the county planning officers make it highly desirable to employ their services in the administration and planning control for the parks. In my interviews with county planning officers, I was impressed with their interest in maintaining park values and

planning development in accordance with sound park practice.

Under the National Parks Act, national support is provided by Federal grants of up to 75 percent of expenditures for providing accommodation, camping sites and car parks and for removing buildings or discontinuing undesirable uses of land. In some counties officials reported that it was difficult to persuade the county council to provide the other 25 percent. One official was hopeful that favorable action would be taken on a pending bill to raise the national contribution to 90 percent. In other counties, there was apparently no problem in obtaining needed funds from the county council.

In the counties where local support was difficult to obtain, officials attempted to convince the district councils (subdivisions of the county) of the revenues accruing to the area through expenditures by visitors to the national parks. In one park I was told that park expenditures come after everything else; it is hard to sell the farmers in the county on the idea that public funds should be spent for recreation. I was told in one county that council action favorable to the parks has never been approved by a larger majority than one vote.

In other counties local opinion was strongly in favor of the parks. In the Lake District, for example, 70 or 80 people serve as voluntary, unpaid wardens to enforce the Country Code, especially to prevent the leaving of litter, and to assist visitors by guidance and advice.

Planning and Civic Comment

PUBLIC REACTION TO THE PARKS

The British public, generally, is unaware of the existence of the national parks. When I told the immigration official that I was interested in the national parks, he said they had nothing like Yellowstone and Glacier, that they did have national parks but called them something else, though he couldn't remember the name. He asked another official, who said, "You mean National Trust," (which I found was a usual response). The first official said that he was not thinking of the National Trust, but places like Dartmoor and Exmoor. "Dartmoor isn't a national park," said the second official. "It belongs to the Duke of Cornwall." Even within the national parks, the residents often have no knowledge of the fact that they live in a national park.

One exception to this lack of knowledge was in Snowdonia National Park, the only national park that I have seen mentioned in British travel literature. Officials here reported that tourist visitation had increased markedly after the area was given national park status.

The common explanation of the lack of knowledge was that insufficient publicity was given to the parks. Park officials, however, believe that they have placed major emphasis on their publicity work. I saw only one marker, at the entrance to Dartmoor National Park. Although I passed a marker in the Peak District National Park, I failed to see it. Snowdonia National Park has recently selected an emblem, chosen from entries in a contest, and signs are to be erected.

Other explanations were given for the lack of realization of the existence of the parks. One was the sense of tradition of the British and their unwillingness to recognize anything new. Another was that the British refuse to recognize their existence because of the term "park," which is associated in their minds with a fenced-in area like a royal park, which either excludes the public or subjects people to numerous rules and restrictions. In Exmoor National Park, stag hunters in the area objected to the park originally because of a fear that the Royal Society for the Prevention of Cruelty to Animals would succeed in having hunting banned in the park. Objections were raised also by persons who thought the charm of the English countryside would be lost in the efforts to earn money from an expanding tourist industry.

HOUSE TRAILERS

One of the major concerns of British park planners is the rash of caravans (trailers) which has broken out in many of the picturesque areas and provides the foreground for many of the beautiful views. In many areas, they are located permanently and are rented out to vacationers like motel units.

NOTE ON THE AMENITIES

It is difficult to write about the British parks without using the word "amenities"—the key-word in British park and recreation officialdom. Though I did not see the signs on trash cans in Edinburgh, I understand they carry the legend, "The amenity of our streets is recommended to your care."

Before it is too late, I should like to recommend that the word should *not* be added to the Service vocabulary. British officials with whom I discussed the amenities were quite unhappy about the word, which they regarded as a lazy man's substitute for proper selection of words, even though they used the word frequently (usually pronouncing it with a long e). "Preserving the amenities" might mean keeping a narrow, winding road, denying permission for non-conforming uses, avoiding coniferous planting (de-

scribed by Wordsworth as "vegetable manufactory") or refusing to allow use of a roofing material other than slate in an area where slate is mined. One county planning officer said that when a building permit is denied because of the amenities, the poor property owner is at a loss to know how to appeal from the decision. "Providing the amenities" might mean supplying trash containers, providing parking areas, or building refreshment stands.

Progress of the Urban Renewal Program

By RICHARD L. STEINER, Commissioner, Urban Renewal Administration, Housing and Home Finance Agency, Washington, D. C.

The Federally-assisted urban renewal program recorded in fiscal 1957 the greatest overall progress in its history. In some phases of the program the progress more than doubled that of fiscal 1956. A great number of communities, large and small, have pushed projects from the time-consuming promotional and planning aspects to the stage of actual operations on the sites. On the basis of this evidence of strong local desire for self-improvement, the future of urban renewal in American cities seems to be exceedingly bright.

A total of 264 localities were carrying out 435 urban renewal projects at the end of the fiscal year. Of these projects, 181 were in actual execution. Fiscal year 1957 shows 56 projects approved for execution against 27 last year; \$173.2 million for loan contracts authorized as against \$67 million last year; \$85.9

million in capital grant contracts authorized as against \$40.5 million last year; and \$31.2 million in capital grant disbursements as against \$13.6 million last year. Loans cover the total cost of carrying out urban renewal projects and are repayable with interest to the Federal Government. Capital grants defray two-thirds of the losses incurred by communities in carrying out projects, while the localities themselves put up one-third. Together loans and capital grants form the most important Federal monetary aid to urban renewal.

The overall total of \$900 million in capital grant funds which was available through fiscal 1957 had been almost entirely committed or reserved before the year was half over. This made it necessary to defer approval of applications for new urban renewal projects, excepting disaster areas, until addi-

Planning and Civic Comment

tional capital grant authority was recently approved in the Housing Act of 1957. As a result there was a decrease in the number of new projects which could be approved during the year. Nevertheless, approximately \$238 million in capital grants was reserved for projects during the year, an increase of \$36 million over 1956.

Other operations of the Urban Renewal Administration also showed sharp increases in activity during the year. One of these was the demonstration grant program. The 10 demonstration projects approved during the year compare with a total of 12 approved through fiscal 1955 and 1956. About \$800,000 in Federal grants was involved in the 10 projects approved in 1957, as against the approximately \$700,000 for those approved in 1955 and 1956. Demonstration grants are for developing, testing, and reporting slum prevention and slum elimination techniques. Local public bodies may obtain such grants, covering

up to two-thirds of cost, where the studies they undertake will be of value to other communities in solving urban renewal problems.

The Urban Renewal Administration's urban planning assistance program also showed rapid progress, with 51 projects approved in fiscal 1957 almost doubling the 26 in 1956 and considerably more than the 32 approved in 1955 and 1956. The \$1.8 million in Federal grants approved for 1957 projects was about \$1 million more than for 1956 projects and approximately \$800,000 more than for 1955 and 1956 combined. Under this program, State planning agencies may obtain grants to provide planning assistance to localities less than 25,000 in population. A grant may total up to half the estimated cost of the work. Such grants are also available to official State, metropolitan, or regional planning agencies for planning work covering metropolitan and urban regional areas.

The Main Street 1969 Conference

The Main Street 1969 theme for the National Citizens Planning Conference of the American Planning and Civic Association, held in Little Rock June 9-11 this year, drew an attendance of over a thousand delegates. More than 60 Arkansas organizations joined in sponsoring the conference. They provided the best local attendance the Civic Association has ever had and the size and

quality of the national attendance set a new record. Thanks to the excellent program and the skillful arrangements made by the host committee headed by Winthrop Rockefeller, the delegates were unusually faithful in attendance at all the sessions. We present here some of the many comments which have been received.

Planning and Civic Comment

EXCERPTS FROM LETTERS CONCERNING PLANNING CONFERENCE

"It was the most inspiring conference I have attended in many years."—John M. Rowlett, Architect, Oklahoma City, Okla.

"The meeting there in Little Rock certainly produced a great deal of food for thought and I am sure many city officials will benefit from having attended the meeting."—Glenn C. Richards, Commissioner, Dept. of Public Works, Detroit 26, Michigan.

"In our judgment, it was truly an outstanding conference . . . we hope that you will look back upon this experience with a great deal of satisfaction in a job well done."—V. W. Flickinger, Chief, Dept. of Natural Resources, Columbus 15, Ohio.

"Congratulations on the finest planning conference ever. . . . I not only gained an enormous amount of practical information, but, and this is what really counts, I derived a great inspirational lift from the meeting. The 'Santa Gertrudis-Geodesic' atmosphere closed the conference on a very high note."—Walk C. Jones, Jr., Architect, Memphis, Tenn.

"Frank Ziegler and I agreed that the speakers and their papers were 'tops' and great credit is certainly due all you folks in Little Rock for having arranged and carried out such an interesting and worthwhile program."—Gerald Gimre, Executive Director, The Nashville Housing Authority, Nashville, Tenn.

"The Ponca City delegation was very pleased with the Conference we attended at Little Rock. It was well organized and the participants were of high caliber—congratulations."—Joe F. Hutchison, Director, Ponca City Plan Commission, Ponca City, Okla.

"I have never enjoyed myself more thoroughly nor found myself more stimulated than I did at your tremendously successful conference."—Colleen Utter, Fashion and Retail Consultant, THE NEW YORKER, New York.

"You certainly deserve a tremendous amount of credit for getting together such a fine program. I am grateful for having been allowed to sit in on it."—

Karl Detzer, THE READER'S DIGEST, Leland, Michigan.

"I've been wanting to write you and compliment you on the Main Street 1969 Conference that has lasting and strong memories of a tremendous success imbedded in my mind."—Phillip G. Back, Advertising, Little Rock.

"For content, for spirit, for accomplishment, this has been the best planning conference in the U. S."—Comerment from Hugh Pomeroy, Westchester County Planning, White Plains, N. Y. sent on to us by Mr. Sam B. Zisman.

EXCERPTS FROM LETTERS RECEIVED BY MR. ROCKEFELLER

"The meeting you had was one of the finest I have ever attended. It was certainly well run and sparkling with outstanding talent."—Ben C. Wileman, Shopping Center Developers, Oklahoma City, Okla.

"This was one of the best gatherings I have ever attended and much will germinate from it in constructive thinking."—Mario Bianculli, Architect, Chattanooga, Tenn.

". . . the Main Street 1969 Conference was most outstanding and stimulating—and I have never attended a meeting with as high caliber speakers as those that were on the programs."—George Huntington, Landscape Architect, South Pasadena, Calif.

"This is a wonderful thing that you have done, not only for your adopted State, but for the entire South and West. I must admit I was greatly impressed by the fine organization of the meeting and the people who executed it."—Laban P. Jackson, Commissioner, Dept. of Conservation, Frankfort, Kentucky.

"Your meeting was outstanding by all measurements. I don't know of a thing you could have done to improve the quality of the information presented and the manner in which it was done."—John J. Griffin, Attorney, Oklahoma City, Okla.

"It was superb and we found it worth more than 4,000 words on our trunk wires."—Keith Fuller, The Associated Press, Little Rock, Ark.

Planning and Civic Comment

"All of you can take satisfaction in a good show—and a job well done."—John Oliver, Executive V. P., Development and Resources Corp., N. Y.

"Main Street 1969 raised the sights of Arkansas as well as those of the Nation."—E. D. Wilson, District Manager, MidSouth Gas Co., Forrest City, Ark.

". . . the best organized conference I've ever attended."—Don Elson.

". . . most outstanding meeting ever held in Arkansas."—A. C. Bagby, St. Louis Southwestern Railway Lines, Tyler, Texas.

". . . how much I enjoyed the conference. I believe that it was a very valuable experience to the participants and I want to tell you how well I felt it was run."—Victor Gruen, Architect, New York.

American Planning and Civic Association New Members—June, July and August, 1957

Arkansas

Guy W. Swaim, North Little Rock
Uzzell S. Branson, Blytheville
Gordon G. Wittenberg, Little Rock
John P. Matthews, North Little Rock
City Planning Board, Crossett

California

Walter Beachey, Woodland Hills
Robert E. Alexander, Los Angeles
John H. Paterson, Fontana
Dept. of Finance, Local Planning, Sacramento
Edmund McKanna, Los Angeles

District of Columbia

Jerome M. Alper
Vice Admn. Marshall R. Greer

Maryland

Edward G. Stapleton, Riderwood

Nebraska

John A. Wiebe, Omaha
Fred N. Wells, Lincoln

Michigan

Downtown Pontiac Association, Pontiac
Marvin Muller, Grand Rapids
Detroit Met. Reg. Planning Commn.

New York

Joseph W. Merchant, New York

Ohio

R. T. Needels, Akron

South Dakota

John A. Rutter, Interior

Tennessee

Chamber of Commerce, Millington
James E. Harpster, Memphis
Jack L. Goldsmith, Memphis

Texas

Bourdon R. Barfield, Amarillo

Virginia

Theodore A. Keck, Jr., Chester
Denis H. Cahill, Alexandria

Hawaii

O. Vincent Esposito, Honolulu

State Park Note 1



PUBLICATIONS AND ARTICLES

State Park Statistics—1956. The recently published annual compilation of data from the state park agencies includes reports from 89 agencies in 47 States giving data on attendance, sources of funds, expenditures, areas and acreages, personnel, and anticipated expenditures. Copies of the publication are available from the National Park Service, Washington 25, D. C.

Significant increases in many phases of park operation are noted. Attendance exceeded 200 million in 1956, representing a gain of 9 percent over the previous year. More than 9 million visitor days of tent and trailer camping were reported, an increase of 19 percent over 1955, thus doubling the figure of four years earlier. Over 61,000 acres were acquired for establishment of 65 new areas and for additions to 111 existing areas, thus making a total of 5,165,125 acres distributed among 2,100 areas.

Total state park expenditures rose 20 percent over 1955 to a total of \$65,843,582. Capital improvements made the greatest gain of any expenditure category—from \$15,293,114 in 1955 to \$21,520,424. The expenditure dollar was spent

as follows: 38 cents for salaries and wages, 20 cents for supplies and equipment, 9 cents for lands, and 33 cents for capital improvements. The average cost per visitor was 33 cents, with 14 cents for capital improvements and 19 cents for operation and maintenance. The net operation and maintenance cost per visitor comes to just over 11 cents, since revenues amount to about 8 cents per park visitor.

Encroachment problems and need for increased land acquisition for parks and recreation areas is the subject of a series of articles in the June issue of *Recreation*. The articles discuss the great need to acquire land for park and recreation purposes; the special need for planning and land acquisition in new communities; and the current trend toward increased time for recreation, but with apparently less and less adequate space in which people can spend this time. Emphasis is given to the threat of highways utilizing park lands, especially in connection with development of the inter-regional and defense highway systems. A number of instances have already occurred in which park and recreation authorities and the people have suffered from park lands being

Planning and Civic Comment

pre-empted for rights-of-way. Also "free" land in parks is often sought for schools and other public needs. The series closes with ten action points under the title, "What You Can Do About Encroachment." Briefly, they are (1) prepare, clear, keep current and make known a long-range plan for the acquisition and improvement of park and recreation areas; (2) develop and utilize effectively such existing areas, thus developing citizen support; (3) have a sound plan for each under-developed area and have it approved by the neighborhood groups; (4) know the conditions and procedures under which each area was acquired and if there were any conditions attached to the acquisition; (5) be familiar with court cases and state legislation relating to the disposal of park lands; (6) know the respective legal powers of local authorities to prevent illegal action by those bodies; (7) work closely with the authorities and request opportunity to be consulted on disposal decisions; (8) marshal citizen opposition from the community concerned; (9) enlist the cooperation of the press; and (10) court action should be resorted to only as a last resort.

An article entitled, "Report on Nationwide Vandalism Research," by George T. Wilson appeared in the July issue of *Parks and Recreation*. A few general conclusions from the survey which he conducted by sending questionnaires to park and recreation departments in U. S. cities of 50,000 or more population are: (1) vandalism is a highly complex problem as it relates to park and recreation problems; (2) it goes

beyond merely delinquent behaviour; (3) state legislation attempting to solve the vandalism problem by making parents responsible may be overrated; (4) interpretive programs provide an important first line approach to the problem; (5) park equipment should be sturdily constructed, of a good quality, pleasant in color, and with an attractive design; (6) for vandals who have been apprehended, the type of restitution considered most important is that of their working out their payment; and (7) the design and planning for parks and recreation facilities require special studies considering the uses to which they are to be put.

LEGISLATION

The California Legislature took action on a number of measures relating to the State Park System. The total amount pertaining to acquisition and development was \$15,494,281. A Park Omnibus Act provides \$7,569,281 for acquisition and development of 10 existing areas as well as funds for the Riding and Hiking Trail project and reservoir recreation projects. The following six new areas were authorized: Indian Grinding Rocks in Amador County, the Palace of Fine Arts in San Francisco, Santa Cruz Mission, Jack London Home, Paradise Park in Napa County, and the John Bidwell Mansion. The sum of \$885,000 was appropriated for acquisition costs on four of these areas and \$2 million for development costs on the Palace of Fine Arts. Approval was given for studies to be made on the Santa Barbara Presidio and a Sacramento Zone of Historical Preservation. Three museums were authorized at Morro Bay, Donner

Planning and Civic Comment

Memorial, and the James W. Marshal Museum.

Appropriations were also made for the centennial anniversary celebration of the overland mail route, control of cliff erosion in Los Angeles County along U. S. Highway 101, and construction of a road to connect the north and south groves of Calaveras Big Trees State Park. Approximately \$3 million in additional funds was appropriated to the State Olympic Commission and the Division of Beaches and Parks to operate Squaw Valley as a state park after the 1960 winter olympics. Other legislation raised the ceiling on the amount of funds that can be appropriated from the Beach and Park Fund each year from \$7 million to \$12 million.

Two additional members were authorized for the State Park Commission and will be chosen on an area basis.

The *Connecticut* General Assembly gave greater consideration this year than any other previous year to the budgetary requests of the State Park and Forest Commission, appropriating \$340,000 more than the state budget officials recommended. The total amounts to \$1,717,467 in 1957-58 and \$1,668,353 in 1958-59. Several special appropriation acts were also passed. These include \$200,000 in development funds for Tunxis Recreational Area, Tunxis State Forest, Hammonasset State Beach Park and Stoddard Hill, George Waldo, and Sherwood Island State Parks.

Indiana enacted legislation which authorizes the establishment of Chain O'Lakes State Park, and an appropriation of \$10,000 for pur-

chase of the land. The Legislature appropriated \$200,000 for capital improvements in the park system, but appropriated no funds for operation and maintenance. The Division of State Parks, Lands and Waters, therefore, will have to obtain from other sources \$150,000 per year more than has been available in the past. Accordingly, the gate fees have been raised from 12 cents per person and 10 cents per vehicle to 15 cents per person and 15 cents per vehicle.

The *Iowa* Legislature provided salary increases for the conservation officers who are in charge of major state park areas so that the salary range will be from \$3,450 to \$4,200 per year depending on length of service. The law governing the operation of outboard motor boats has been strengthened to include the wording that "it is illegal to operate a motor boat in a careless or reckless manner or in such a manner as to endanger life or property." The appropriations for the Division of Lands and Waters remained the same as they had been for the past eight years except for a slight increase to meet the cost of a prison labor program in state parks. The capital improvements appropriation bill of \$1.5 million was vetoed by the Governor.

Boonesboro State Park was recently established by action of the Kentucky Legislature to commemorate the historical significance of the old fort. Located at the site of the original Fort Boonesboro in Madison County, the authorized acreage is for no more than 200 acres.

Minnesota provided for a state park maintenance and operation

Planning and Civic Comment

budget of \$1,040,886 for the coming biennium which is almost the same amount as for the past biennium; \$254,000 was appropriated for capital improvements. Five new park areas totalling 10,120 acres were authorized as follows: Frontenac, Mille Lacs Kathio, Cascade River, Temperance River, and Bois Brule. Two former state park areas of local significance were transferred to local authorities.

Missouri enacted two major laws pertaining to state parks. One provides for the issuance of revenue bonds to cover the expense of acquiring, constructing, equipping and operating hotels, cabins, dining rooms, and recreation facilities within state parks. The other authorizes the State Park Board to let contracts "for the management of any of the state parks" or for the exercise of any concession or facility within the parks. The net operating profit of any one contractor is limited to \$10,000 per year. Funds earned beyond this amount are to be returned to the State.

Nebraska established a "sticker"-fee system patterned largely on the one used in Minnesota. Stickers are sold for \$1 and must be affixed to the windshields of all cars entering state recreation grounds. Proceeds are deposited in a State Recreation Ground Fund and not over 10 percent of the total may be used for administration of the act. Both Wisconsin and Michigan considered similar bills but both failed of enactment.

The *New York* Legislature approved several measures dealing with state parks among which is an act authorizing Westchester County

to turn over 1,000 acres of land for park purposes to the Taconic State Park Commission. Two acts bearing on the wording in the State Constitution regarding the Adirondack and Catskill Parks were passed, and the items will be placed on the ballot for the November election. One proposed amendment would permit the sale or exchange of lands of 10 acres or less in size within the Forest Preserve, but outside the Adirondack or Catskill Parks. Proceeds of such sales would be available only for the acquisition of lands within the boundaries of the two parks. The other amendment would provide for reconstruction and the relocation of existing state highways in the Forest Preserve—not to exceed 50 miles of road or 400 acres and no single relocation to exceed one mile in length.

The *Oregon* Legislature authorized the Columbia River Gorge Commission to employ a part-time secretary. The secretary will continue to carry out the work already begun by the Commission in making land ownership consolidations for state park purposes.

A *Texas* law designed to penalize persons found guilty of littering public places clearly spells out the meaning of refuse and states that "places" shall mean "the entire width between property lines of any road, street, way, thoroughfare, bridge, public beach or park not privately owned or controlled, when any part is open to the public for vehicular traffic or which is used as a public recreational area, and over which the State has legislative jurisdiction under its police power." For the current fiscal year, the Legisla-

Planning and Civic Comment

ture made possible major improvements in at least 25 state parks by appropriating \$410,060—the second largest amount ever appropriated for state parks.

NEWS FROM THE STATES

Arizona. The Arizona State Parks Board, which was appointed on April 22 by Governor McFarland, has held several meetings. At the organization meeting, Max Connolly of Tempe was elected as Chairman, and Charles J. Reitz of Yuma, Secretary. The other members of the Board are Rick Rarick, Tucson; Mrs. Frances Weedon, Phoenix; O. B. Lassen, State Land Commissioner; Ezekiel B. Taylor, Cottonwood; and A. V. Mercer, Mammoth—the latter two being cattlemen in accordance with requirements of the recently enacted law.

Colorado. Seven new appointees to the reconstituted State Park and Recreation Board were recently announced by Governor McNichols. They are: David Abbot and Rudolph Gonzales of Denver; Harold Lathrop, Wheat Ridge; William H. Yershin, Burlington; Robert Venuti, Pagosa Springs; Mrs. James Wagner, Lamar; and Dr. John Kehoe, Leadville. Mr. Abbot is currently serving as Director of Parks in Denver and Mr. Lathrop is a representative of the National Recreation Association. The others are recognized leaders in recreation and conservation in their sections of the State.

Iowa. A total of 245,225 Iowans turned out to enjoy picnicking, bathing, boating, and fishing facilities at 53 of the State Parks, on the Fourth of July holiday, according to the reports of the park custodians.

This figure is nearly double the 131,470 who visited 62 parks on the same holiday last year. Lake Manawa, near Council Bluffs, reported the highest attendance with 17,000 passing through its gates.

Montana. Medicine Rocks near Ekalaka and Tiber Dam are two new areas that have been added to the system of state parks recently. Donation of the 320-acre Medicine Rocks area by Carter County officials was the result of much effort by interested groups and state park officials. The area contains huge sandstone formations carved by the elements in shapes of grotesque animal-like forms. A small sum has been budgeted for initial improvements, including public-use facilities and a historical marker.

New Hampshire. Sponsored by the New Hampshire Guides Association, the White Mountains Region Association and the New Hampshire Recreation Division, the third annual New Hampshire Guides Show was held on Echo Lake in Franconia Notch on July 28, 1957. Last year the contest attracted more than 1,500 spectators.

New Jersey. The Wharton Tract, an area of over 90,000 acres set aside for conservation and recreation, only 65 miles from New York City, was opened to the public for the first time this season. Essentially a wilderness area, this large tract has remained as a unit since it served as the source of water power, timber, and fuel for an iron foundry. The *New York Times* of March 31 states: "New Jersey authorities have done well to appreciate what a rich and historic area the Wharton Tract embraces. It is a section of primi-

Planning and Civic Comment

tive America, of a kind fast disappearing from the Eastern Seaboard. It includes acres of wild and uninhabited dunes and pinelands, game and waterfowl refuges, sparkling lakes, wildflower preserves and streams where canoemen may paddle miles without glimpsing a sign of civilization."

When fully developed, it is planned that the area will have at least half a dozen water-sports centers, a restored iron foundry and village, and other varied recreation attractions. The prime objective, however, is to retain the area's basically forested and wild character.

Ohio. According to Better Roads for July 1957, Ohio is planning roadside parks for Ohio's mileage of the Interstate Highway System. A study disclosed that for the period January 1, 1954 to June 15, 1955, in the 13 roadside parks located along U. S. Route 40, there were 929,736 out-of-state registrants, 426,386 Ohio registrants and 413 from foreign countries. In the four roadside parks located along U. S. Route 25 there were 122,253 out-of-state registrants, 83,870 Ohio registrants and 186 foreign-country registrants. A committee appointed by the Ohio Department of Highways recommends that on divided limited-access highways, roadside parks should be constructed in pairs. The committee recommends that a minimum area of three acres be provided for a park site. The committee decided that a typical layout should be developed for roadside parks on the Interstate System, providing ample parking space, a deceleration and an acceleration lane, adequate islands or barriers to protect

standing vehicles from vehicles traveling along the highway, and planting in front of the park to prevent vehicles from cutting across the median to enter the park.

Oklahoma. The Legislature added six new areas to the responsibility of the Division of State Parks: Great Salt Plains, Black Kettle, Gage Beach, Boggy Depot, No-Mans Land, and Black Mesa. An appropriation of \$135,000 was made for the development of these areas. The Boggy Depot area was recommended as a state monument in the recreation portion of the Arkansas-White-Red River Basins Report of the AWR Inter-Agency Committee in 1955 because it was historically significant as an early trading post and fort in the Chickasaw and Choctaw lands.

Oregon. Mrs. Gertrude G. Jensen, Chairman of the Columbia River Gorge Commission in Oregon has been reappointed to the Commission by the Governor for another four-year term.

Tennessee. The Division of State Parks has become increasingly aware of the value of publicity and has installed 24 custom-made park exhibits for installation in leading hotels and automobile clubs in the State. The exhibits consist of a small rack containing park folders attached to a background showing a park scene with inviting wording. Also, highway signs indicating the nearby proximity of state parks are being improved and standardized. To date, 50 signs with black posts and brown panels with white routed letters are in place on all state and federal highways near the parks.

Planning and Civic Comment

The Division was recently found to be qualified by the Tennessee State Director of Civil Defense to purchase Federal surplus personal property. The Director made the finding on the basis "of the vast and strategically located state park acreage and facilities spread throughout Tennessee which would be invaluable in the event of a local, regional, state, or national emergency." In the event of such an emergency, Civil Defense officials can now automatically move into the park areas and take complete control of all property and personnel. The Park Division can now purchase property, which is surplus to some Federal installations, from a storage area at Nashville.

Texas. The Texas State Park Development Association was formally organized in June with E. B. Germany of Dallas, a prominent industrialist, serving as Chairman. The Association's goal is to attain assurance of funds for a long-term state park program.

Maurice Turner of Huntsville, Texas, was elected Chairman of the Texas State Parks Board following the resignation of former Chairman Andrew M. Howsley. J. Carter King Jr., of Albany, who was appointed by the Governor to fill the vacancy, was elected vice-chairman of the Board.

A film showing Texas state parks is being prepared by the Humble Oil and Refining Company. When completed, it will be available on loan to club groups and other organizations.

Utah. On June 20, Governor Clyde named the following members to the newly established State Park and Recreation Commission: Harold P. Fabian (Chairman) and Hamer Reiser, both of Salt Lake City; Arthur F. Bruhn, St. George; Aldin O. Hayward, Bountiful; and Mayor John Jorgensen, Salina. Additionally, seven state officials are non-voting and ex officio members. The new Commission was given an appropriation of \$50,000 to get its work started.

The State Park Conference at Lake Itasca

Director U. W. Hella of the Minnesota Division of State Parks which invited the National Conference on State Parks to hold its 37th Annual Meeting at Itasca State Park, and also acted as Chairman of the Program Committee, has perfected arrangements for the entertainment and information of the delegates at Lake Itasca and Lake Bemidji, including a Community Sing conducted by Earl Hanson, Deputy Chief, California Division of Beaches and Parks. An excellent program began on Wednesday evening, September 18th, with the showing of films from Michigan, Pennsylvania and Ohio. At the opening general session on Thursday, Governor Orville L. Freeman welcomed the delegates to Minnesota. There followed the always popular Roll Call of the States. At the Banquet, at which President K. R. Cougill presided, Director Conrad L. Wirth of the National Park Service, proposed a toast for the Anniversary of the famous Yellowstone Campfire which led to the creation of the Yellowstone National Park. The speaker of the evening was Dr. R. O. Gustavson, President, Resources for the Future.

There were sessions on State Park Philosophy, developed by Newton B. Drury, Chief California Division of Beaches and Parks; on the Impact of the Federal Highway Program on Federal, State and County Parks, developed by Paul F. Royster, Assistant to the Federal Highway Administrator, Bureau of Public Roads. There was a session on Revenue Bond Financing presented by Tye Bledsoe, Director, of the Oklahoma Division of Recreation and State Parks; Kermit McKeever, Chief of the West Virginia Division of State Parks; and Roy G. Prentis, Executive Director, Minnesota State College. A session on Tent Camping Trends was presented by John Vanderzicht, Director Washington State Parks and Recreation Commission. The Disposal of Federal Property was introduced by Ben H. Thompson, Chief of Recreational Resources Planning of the National Park Service, with a paper by a representative of General Services Administration, and a talk by Edward Woozley, Director Bureau of Land Management, Department of the Interior. This was a program which all agreed no state park administrator could afford to miss.

National Conference on State Parks New Members—June, July and August 1957

California

James E. Neal, Indio
Wesley E. Cater, Oxnard
Arthur W. Sill, Lompoc

Connecticut

Stanley J. Bates, Rockville

Indiana

Bernard Rose, Valparaiso

Iowa

Scott County Conservation Commn.,
Davenport

Michigan

Paul A. Wigg, Indian River
Robert Horner, St. Ignace

Minnesota

Clinton Besonen, New London
Arthur A. Beth, Alexandria

Nebraska

James H. Ager, Lincoln

New Mexico

Frederick Leissler, Santa Fe
Urban E. Rogers, Santa Fe
Ben Chambers, Santa Fe
Earl Stull, Jr., Las Cruces
Jack D. Malone, Las Cruces
McBee Drilling Co., Deming
Mrs. Pastelle Cooper, Deming

Tennessee

Kenneth Woods, Henderson
Mrs. Dudley Weaver, Memphis
Orelle Ledbetter, Memphis

Texas

R. S. Cravatt, Blanco
Mrs. Tranquilla Young, San Felipe
Mrs. J. A. Atkinson, Tuscola
Alvin Starr, Karnack
W. A. Palmer, Jr., Tyler

Frank R. Hinton, Cleburne
W. R. Powers, Goliad
C. R. Wiest, Smithville
Mrs. T. F. Bain, Groesbeck
Melvin Van Norman, Daingerfield
Jesse Ickes, Port Isabel
Jake Kaine, Ottine
J. C. Henderson, Concan
Mrs. L. M. Guthrie, Kerrville
A. Y. Wofford, Rockport
Tobe Gardner, Meridian
Doyle W. Clawson, Burnet
H. H. Driver, Big Spring
William B. Hoskins, Mathis
Mrs. Gladys Milam, Atlanta
R. W. Barlow, Austin
Dana Thomas, Lockhart
John P. Vacula, LaGrange
O. O. Hollabaugh, Huntsville
Joe Shelton, Albany
E. W. Dickinson, Burnet
B. G. Rogers, Caddo
L. W. Mills, Gonzales
Alton Bentsen, Mission
W. H. Kinsey, Mission

West Virginia

Troy L. Gatrell, Hinton
Jennings C. Boley, Charleston
Andrew Eye, Mathias
Gerald Robert Kyler, Ansted
James Park, Jr., Huntersville
Winton T. Hyre, Davis
Mrs. Elizabeth K. Spangler, Charleston

Wisconsin

Paul W. Barnhill, Madison

Washington

John J. Brand, Seattle.

Canada

Parks Committee, Prov. Pl. Board
Fredericton, N. B.

Zoning Round Table

Conducted by Flavel Shurtleff, Consultant APCA

STANDARDS

State courts uniformly insist that zoning Boards of Appeal shall be guided by rules or standards spelled out in the zoning regulations and have repeatedly set aside decisions for lack of such standards. In the revision of zoning regulations to satisfy these judicial rulings some towns have gone to the extreme of setting up for every case which the Board of Appeals is called upon to decide a separate set of detailed rules, and this practice may result in troublesome questions of administration. A recent Massachusetts case is helpful on the *adequacy* of standards.

The ordinance of Gloucester provided that in any residence zone permits for motels could be granted by the Board of Appeals, but only after *considering the effect on the neighborhood and on the city at large*. This was the only expressed standard, but the court held it sufficient, saying that detailed rules would be too difficult to specify.

Burnham vs. Gloucester 128 N.E. 2d 772

NON-CONFORMITY

One of the methods of reducing non-conformity is to restrict the change from one non-conforming use to another. So in the Hingham, Massachusetts ordinance a different non-conforming use was permitted providing it was not more detrimental to the character of the district in which it was located. The decision of this question was left to the Board of Appeals.

The petitioner wanted to change a non-conforming grocery store to a drug store in a very attractive residential neighborhood, consisting mainly of fine old colonial homes, spacious lots, and well shaded streets. The store had a floor area of less than 3000 square feet, and on the second floor there was an apartment where the store proprietor lived. The usual hours of operation were from seven A.M. to six or nine P.M. on week days only. The proposed drug store would be open from nine A.M. to nine P.M. seven days in the week.

The Board of Appeals refused the permit and was upheld by the Court on Appeal and by the Court of Last Resort on the ground that the greater use of the premises would be more detrimental to the neighborhood.

The line is thin, and a decision the other way by the Board of Appeals might equally have been sustained. Would it not be more satisfactory in such cases to prohibit *any* change of use? It would still be open to the petitioner to claim a variance, if he could show a hardship.

Donovan Drug Corp'n vs. Board of Appeals of Hingham, Mass. Advance Sheets for 1957 Page 619

LOT IN SEPARATE OWNERSHIP

In November 1947 A owned a parcel of land with a street frontage of 132 feet and on the westerly portion he graded 68 feet and built a home on it. The easterly portion was left at a lower grade and in a

Planning and Civic Comment

“wild” state. Later the entire 132 foot parcel was sold, but there was no division until 1955 when the easterly portion of 64 feet frontage was conveyed to the plaintiff, Schulz.

An amendment to the zoning ordinance passed in 1954 required a 75 foot frontage.

The building permit which Schulz secured in 1955 was revoked by the zoning commission and, on appeal, the Board of Appeals refused a permit because the Schulz lot was not a separate lot, but a part of the 132 foot parcel.

Schulz could have his permit. When the westerly portion was set off in 1947, graded and built on, the easterly portion “existed as a separate parcel.” The owner of one parcel of land may nevertheless be the owner of separate lots.

Schulz vs. Town of Berlin, Conn. Law Journal April 1957 144 Conn. 332.

ZONING IS A LEGISLATIVE POLICY:

Courts will not substitute their judgment for that of the legislative agency except in rare cases where the error of the legislative act is unmistakable and permits of no debate. No court has been more insistent on this rule than the Supreme Court of Massachusetts.

At a special town meeting of Concord, the voters unanimously

amended the zoning by-law by including in a business district a 3½ acre parcel of land, heretofore zoned for residence, but surrounded on three sides by business uses. All zoning regulations in Massachusetts must have the approval of the Attorney General of the State and this amendment was disapproved because of the inclusion of residentially zoned land.

The Attorney General contended that his exercise of the power of approval was final and beyond judicial review, but the court held that the Attorney General had *no power to disapprove a legislative policy*, since this would amount to an individual judgment in opposition to the unanimous vote of the town meeting.

The only valid reasons for rejection are those based on legal ground, as violations of substantive law or failure to observe procedural requirements, and the latter must be pointed out in writing to the town.

The Attorney General would not be as informed on local issues as the voters in a town meeting which is a pure democracy where the citizens administer the affairs of the town in person.

If the rule binds the highest court, it should also bind the State's highest legal officer.

Town of Concord vs. Attorney General Mass. Advance Sheets 1957 P. 641

The Palisades Interstate Park and Park Protection

By HORACE M. ALBRIGHT, Chairman of the Board of the American Planning and Civic Association and a member of the Palisades Interstate Park Commission.

An Address before the New Jersey State Federation of Women's Clubs, held in Palisades Interstate Park, June 13, 1957

First, let me express for our Palisades Interstate Park Commission our heartiest greetings and our very best wishes for an inspiring and altogether successful meeting. We are proud that you plan occasional meetings in our great park. We are deeply grateful for your abiding interest in the park's preservation and its general welfare. Were it not for your support the year around and the aid we receive from other organizations with women leaders, we would feel pretty insecure and would never be certain that sound development and protection plans could be carried out.

Our Commission never forgets that it was the New Jersey Federation of Women's Clubs that secured the enactment of the law establishing the Commission back in 1899, and that in the following year—1900—this farseeing organization of public-spirited women was responsible for an appropriation of \$10,000 which was devoted to binding an option to purchase the Carpenter Brothers' Quarry which was threatening the very existence of the Palisades. This option opened the way for the purchase on Christmas Eve 1900 of this scenic treasure just across the Hudson from the rapidly growing city of New York. The cost was \$132,500, a large sum in those days; \$10,000 of which was the option money which was to be

applied to the acquisition if the remaining fund of \$122,500 could be raised. This was contributed by the elder J. P. Morgan.

One does not have to use his imagination much to envision the tremendous efforts devoted to securing the basic legislation for the park and the initial appropriation for purchase by members of your Federation and those of the organizations enlisted to help both in New York and New Jersey.

It was a conservation effort of the first magnitude. When you contemplate the events that followed in the enlargement of the park area; Mr. Rockefeller's purchases on the top of the Palisades all about us here involving huge outlays of money; Mrs. Harriman's gifts of beautiful mountain lands, now the Bear Mountain-Harriman sections of the park, and the important areas between here and there; the vast improvements that have been made for visitor comfort and enjoyment of these lovely areas; and the enrichment of the lives of millions of our people, you have every reason to be exceedingly proud of your Federation. The saving of Cornwallis' Headquarters is another enormous contribution to the establishment of the Palisades Interstate Park as one of historic significance, as well as a perpetual protective agency for a bit of world-famous

Planning and Civic Comment

scenery. And, of course, these are only two of its civic achievements in the long period of the Federation's existence.

When the New Jersey Federation of Women's Clubs was undertaking the Palisades Park project with high courage and undoubtedly in the face of much indifference and discouragement, I was just a boy in a very remote town in the mountains of California. This was a mining town and a cow town combined. The people were poor. Hardly anybody had any money. But I well remember the organization of the Ladies Improvement Club, of which my mother was a member, and its program to keep the town clean, to encourage tree planting and to watch over school administration by the all-male Board of Education members. That Club exists today as a Women's Club belonging to the California Federation, and it has always been an influence in the direction of civic improvement, good local government and conservation of scenic and historic resources.

And I vividly recall the exciting days after World War I when nearly every community in the West wanted a reclamation or irrigation or power project built as soon as possible. Many bills in Congress threatened the great national parks, especially our biggest park—Yellowstone. Every organization organized and directed by men—Chambers of Commerce, commercial clubs, luncheon clubs, stock-growers associations—was favorable to these engineering enterprises, and we who sought to save the parks seemed helpless to stop the threatened destruction of some of

our most beautiful wilderness reservations. The situation grew desperate at Yellowstone where leaders of the despoilers were powerful Senators like the late Thomas J. Walsh. Who rose to their righteous anger and put a stop to the on-surgng waves of destruction? The Montana Federation of Women's Club!

Had we not been so thoroughly sure they would not succeed in the long run, we could have heartily enjoyed the headlong flight of the embattled Senators and Congressmen from their legislation when the Federation made abundantly plain their displeasure and their determination that no invasion of Yellowstone Park would be tolerated. They won, and the victory was so complete that no new effort to secure the natural resources of the park has ever since been made.

Last year, women's organizations all over the Nation helped prevent the destruction of the Dinosaur National Monument in Utah and Colorado by the building of an enormous but largely useless dam at Echo Park on the Green River, principal tributary of the Colorado.

Naturally, we men and women who are deeply concerned with national and state park conservation are very grateful for the support of the Women's Clubs, which make up the State Federations, the Garden Clubs and such faithful, devoted local groups as our Palisades Nature Association. Without them we could not do a good job, and in the long run the parks would not survive in undefiled form.

Of course, there was a time when I did not know the objectives of all

Planning and Civic Comment

women's organizations. I remember being asked to talk on conservation to a club in Cody, Wyoming, Buffalo Bill's home town. The club was P.E.O. I urged the ladies there to join the groups opposed to exploitation of Yellowstone Park. I got no promises from them. My wife said she thought this was a different type of club than I had known before. She now belongs to P.E.O. as well as the New Rochelle Women's Club, but I still do not know what P.E.O. is and she won't tell me!

I am sure there must be ladies among you who remember Mrs. John Dickinson Sherman when she was President of the General Federation and lived in Washington, D. C. most of each year of her term of office. She and her council of ladies from all sections of our Nation helped build the strong policy foundations on which the National Park Service still stands. Her husband was editor of the Western Newspaper Union which prepared new and special articles for country newspapers and sent out the mats called "boiler plate" which had to be printed when received, or the releases went out as fully printed inserts, or if the country paper had only four pages, two were printed locally and the other two were what Mr. Sherman and his staff had written, printed and shipped to them.

It was exciting, and funny too, to read a locally printed demand for a raid on a park on the front page and on the "boiler plate" inside note a fine reasoned opposition written or inspired by Mrs. John Dickinson Sherman for her hus-

band's weekly stint. This often happened in those hectic post-World-War-I days.

I hasten to summarize that the general and state federations for over forty years have very successfully conducted winning campaigns in support of national and state parks and wilderness preservation.

But let me return to our own Palisades Interstate Park right here. The Park extends from Bluff Point south of the George Washington Bridge to Storm King beyond West Point and contains 52,000 acres.

I never cease to marvel that we have this big beautiful park with its mountains, palisades, forests, lakes and streams literally in sight of the skyscrapers of New York, and yet out here we have exquisite relaxing contact with nature without any consciousness of the proximity to the metropolis and its suburban communities.

Over 5,000,000 people make use of the park each year, and I am not counting motorists, uncounted millions of them, who just drive through and enjoy its scenic beauty and its thrilling panoramas.

Let us think of the Palisades Parkway again and what it means to all of us. It is 42 miles long. In New Jersey it is 11.5 miles to the New York line and then to the Bear Mountain Bridge it is 30.5 miles. The parkway is fully under contract and most of it is completed. The section from Alpine to Highway 303 will be opened to travel on June 22, a week from Saturday. The connection southward in New York to the Thruway was opened by Governor Harriman last January 12th. This leaves five miles in Rockland

Planning and Civic Comment

County, New York from 303 to the Thruway to be completed and it will be ready in 1958.

Here again we feel we cannot pay enough tributes to our friends in the New Jersey Federation of Women's Clubs. You will recall that after Mr. Rockefeller acquired the lands for the Parkway, selfish private owners of property that might be adversely affected by the parkway when built organized "Friends of the Palisades" and vigorously protested its construction. Your Federation and its locals worked unceasingly to secure resolutions in favor of our project and strongly supported us in the Legislature at Trenton. Without your aid there might not have been even a beginning of this parkway in New Jersey and without this facility here why would New York want to build a parkway with no southern outlet on the Palisades?

We of the Commission hope you will all cover as much of the Parkway as possible this summer. You will be delighted with its features and you will agree it is one of the most beautiful things of its kind in the world.

When you travel its broad lanes and drink in its beauty, notice the facilities that have been provided for the traveler's convenience and recreation; stop at the Anthony Wayne development and see the pools and the vast picnic areas; make a side trip to Lake Sebago and see the beaches and the skating rink and more opportunities for an outdoor meal you bring or decide to cook on the ground; go into the Bear Mountain area and walk around lovely Hessian Lake, or take a boat on its waters, enjoy the

superb food at the Inn, stop at the new skating rink, picnic to your heart's content; everywhere there will be lovely vistas, wild flowers, rushing streams. Nature's beauty on a grand scale, and all just a few miles from home. If you are interested in our children's camps, you can see samples of them. We have 6,000 campers at a time. There are some 60,000 camping weeks per season for those using our camps. Most, of course, are children.

Last year 62 percent of the people visiting the new Sebago recreation area were from New Jersey and in the Harriman Section 45 percent were from New Jersey. In this Palisades Section 72 percent of our visitors were from New Jersey. Thus it is quite evident that the people of this State appreciate the Interstate Park System which your Federation has steadfastly supported with your encouragement and influence these many years.

Now let me say a few words about park conservation in the Nation as a whole. We have a task of immense proportions to undertake immediately and we cannot let a day go by without working on it. We have got to save the great new highway system of our country from the menace of billboards. The system will be over 40,000 miles in extent, and if some effective controls are not put on billboard erection we are going to have them in great abundance, ruining every fine vista in every State in our land. We should demand that our national legislators adopt an effective limit on billboards. Senator Neuberger's bill would be a step in the right

Planning and Civic Comment

direction for it would award a bonus to any State that meets his standards of billboard control.

In this field women have a very long record of achievement. The *Ladies' Home Journal* began the first significant attack on billboards over 50 years ago. Women's Clubs took up the *Journal's* proposals and accomplished much in many States. About 25 years ago through the American Planning and Civic Association the late Mrs. John D. Rockefeller, Jr. contributed liberally to employ experts to draft billboard control laws and she gave valuable prizes to winners of contests in which designs for good roadside stands were submitted. We have a wonderful writer living here in New Jersey who occasionally takes a bloody thrust at billboards in her column in the *New York World Telegram*. She is Inez Robb who, like myself, was reared in a remote western village. When she deplores anything she does it vividly and with great good sense. Last night in her column she deplored the gradual disappearance of men from even the few popular positions of stature we have left. It seems a woman is going to play Hamlet. Mrs. Robb pleads as hard to retain men stars in men's roles as she does for strict billboard limitation.

Yes, the women's clubs can profoundly influence billboard control and keep them within sensible bounds.

Another thing, we have just found ocean beaches are fast disappearing. They are practically

gone. Even Great Lake and Gulf of Mexico beaches are on their way to complete development under private ownership. Only a few remain that can be acquired for state and national parks. We must not let all the beaches be commercialized or privately exploited for home sites.

Our population is increasing very fast. Our people are traveling everywhere. Every unreserved area is in danger of being overrun and spoiled with cheap structures, billboards, jeep trails and, of course, beer cans, and kleenex in wild profusion.

Of course, you are going to uphold the old ideals of the Federations of Women's Clubs and never relax your efforts to keep America the Beautiful. You will continue to instill in young and old alike an appreciation of unspoiled nature. You will always encourage the use of Palisades Interstate Park without casting litter on the parkway and road and trail sides, nor leave unclean camp and picnic grounds.

Our hope is that there will be ever-increasing enjoyment of this Greenbrook Sanctuary with all its wilderness attractions.

We have all confidence that the New Jersey Federation will insist that all our city, state and national parks are protected and well maintained for the enrichment of the lives of all Americans who use them, and that our visitors will be inspired to appreciate them and fight for them.



Courtesy Newark News

Palisades Interstate Parkway—Dedication Ceremony June 22, 1957. Opening of final three miles from Alpine to State Line in New Jersey and 2.5 miles to Route 303 in New York.

Left to Right: Laurance S. Rockefeller, Secretary, Palisades Interstate Park Commission; Governor Averell Harriman, New York; Laurance Rockefeller {who cut the ribbon}; Governor Robert B. Meyner, New Jersey; George W. Perkins, President, Palisades Interstate Park Commission.



Palisades Interstate Park Commission—New Jersey Section. Visitors enjoying the View from the top of the Palisades at Rockefeller Lookout on the Palisades Interstate Parkway. Henry Hudson Bridge over Harlem River in distance.

Courtesy, Quadri

Raisées Interstate Parkway, New Jersey section. In the Borough of Englewood Cliffs, New Jersey

Courtesy, Gilmore





Courtesy Fairchild Aerial Survey

The Mall is an impressive sight. The temporary buildings erected during World Wars I and II are being removed by the General Services Administration, but this magnificent composition is now threatened by the erection in the left foreground of a six-lane bridge entirely unrelated to the Memorial Bridge and a recognized detriment to the Theodore Roosevelt Memorial Island.

Too Little and Too Late

By RUTH E. PEELER, Member Board of Directors, National Recreation Association, Mercer Island, Washington

A group of public spirited citizens met recently at a dinner meeting designed to do something about this oft repeated statement in regard to our Parks and Recreation problem, "Too little and too late." These were lay people for the most part with a few park and recreation experts to give them an understanding of the needs. The facts presented were: At the turn of the century people were flocking into the northwest in great numbers. It was known then and still is as the scenic wonderland of America, where lofty snowcapped peaks, giant forests, fertile valleys, countless lakes, crystal streams, salt water beaches and archeological wonders provide matchless recreation opportunities.

In the early days these were unspoiled and free to enjoy. Few thought of the possibility that some day within this century working hours would be changed from 72 to 40 hours per week or less, and man's eye did not perceive that automobile transportation would be at the door of every home. Few also realized that a great system of highways would spread over our Nation and bring every mountain, beach, lake and river within a few hours reach.

There was a great progressive leader in the White House in 1906, President Theodore Roosevelt, who had a vision of all these things and viewed them with stirred imagination and deep concern. He met at his council table with a few of the great leaders of that day, men and

women like Joseph Lee, Jane Adams, Felix Warburg, Mrs. Thomas Edison, Chas. W. Eliot and others, and said with great conviction that he viewed the nation's worthwhile leisure time activities with grave concern in a fast developing Nation that was certain to enjoy shorter and shorter work hours in this century. Thus, the National Recreation Association was organized, and since then has successfully worked with every State, county, city and rural district in our Nation, and has been the pioneer organization and the only one of its kind in existence. They found that not one community provided recreation services. By 1956 over 2500 public recreation agencies are in operation in our Nation and the number is expanding.

In 1900 not one cent was spent for organized recreation programs by governments. Today, over one half billion dollars are spent annually by public agencies, and in addition to this the general public is expending over 30 billion dollars toward leisure time living each year. In 1900 we had no public swimming pools, golf courses, playgrounds, community recreation centers or other facilities that are now taken for granted. Today, every planning body in America is concerned and attempting to make provision for adequate public recreation and park facilities. Why the change?

We are living on the brink of a new era with changes that stagger the imagination. For the first time in history the use of leisure time

Planning and Civic Comment

for the people becomes important to every community no matter how large or how small. The challenge should be every citizen's concern. As J. Edgar Hoover so ably stated recently, "an investment in youth in providing recreation facilities and supplying leadership of a proper type during leisure hours is an insurance of American democracy."

Recreation has assumed a place of major importance in American life and it has become accepted as an essential function of government. It is not only an important factor in providing a well-balanced life for the individual in the prevention and care of such costly social ills as juvenile delinquency and health problems, it also should be the aim of every home owner to see that his community is geared to take advantage of this wise public investment.

Now let us look at our immediate vicinity, Seattle and its Metropolitan communities, the communities which in the not too far distant future may be within the city limits. The National Recreation Association research department long ago established the criteria that communities throughout our Nation are attempting to follow—it is that one acre of public park and recreation space for every 100 persons for a balanced park and recreation system, this one acre distributed among various recreational uses.

Every community should provide: Year-around recreational opportunities for all.

Areas and facilities so that every one finds a recreation interest.

Adequate maintenance and operation of areas and facilities.

Competent leadership to assure maximum attendance, enjoyment, and use.

Far short of goal: King County as a whole, including Seattle, had an average of .57 acres per 100 of population in 1951. There were 4175 acres of city, county and state park land at that time and practically no acquisition since then. Present public parks along Lake Washington and its outlet have less than 2500 feet of public supervised swimming beach, approximately one half mile out of 100 miles of lake shore. Out of nearly 92 miles of Puget Sound shore line, less than one fourth mile of public supervised salt water swimming beach. Beaches have insufficient parking, lack of beach equipment, and bath house facilities. This does not take into consideration the playfields and playgrounds, parkways and boat moorages. In addition to the 3 largest lakes, Washington, Sammamish, and Green Lake, there are 51 additional small lakes in the county, none of which have public access except for an occasional dead-end street that is provided by the game commission.

In reviewing the history of Seattle in 1903, the city officials began planning for a sometime city of 1,000,000 population—this goal is now just around the corner. Nationally known Landscape Architects, the Olmsted Brothers, were employed to study park and recreation needs. They said: "In designing a system of parks and parkways, the primary aim should be to secure and preserve for the use of the people as much as possible of the advantages of water and moun-

Planning and Civic Comment

tain view and of woodlands, well-distributed and conveniently located. An ideal system would involve taking all the borders of the different bodies of water, except such as are needed or are likely to be needed hereafter for commerce, and to enlarge these fringes at convenient and suitable points, so as to include considerable bodies of woodland as well as some fairly level land, which can be cleared and covered with grass for field sports and for the enjoyment of meadow scenery."

Following this study the Seattle Park and Recreation Department was started and most of the Lake Washington waterfront that was acquired was set up by only partially following this recommendation, and we citizens should ever be grateful that Lake Washington Boulevard and Green Lake were set aside at that time.

In 1911 Virgil Bogue, an engineer employed to prepare a plan for Seattle commented: ". . . The general plan prepared by the Olmsted Brothers, covers the situation . . . within the present city boundaries. . . . Beyond the city limits, however, over which the future 'Greater Seattle' must spread, parking features . . . should be liberally provided . . . well in advance of the city's expansion. . . . It would indeed be a fitting climax to all park possibilities and commensurate with the greatness of her opportunity and destiny, if Seattle should ultimately acquire Mercer Island and set aside this 4,000 acres as an island park, a people's playground, worthy of the

city of millions which will someday surround Lake Washington."

His advice went unheeded. Today there is less than 60 feet of public waterfront on Mercer Island. The remainder is private property, and the owner has paid for his view.

King County park system was born during Works Progress Administration days in 1938. Rural community clubs and individuals donated practically all of the playfield sites owned in King County. King County residents can thank the King County Commissioners and a few far sighted citizens for the present park facilities even though they are inadequate.

The population increase in the Nation for 1940-1950 was 15%, for Seattle it was 27% and for King County 45% which has risen to 62% in the last 6 years. It is doubtful that the tax structure would be able to provide the land necessary for the acquisition and development of the needed recreation areas.

Thus the startling facts presented to the lay committee brought recommendations that an organization known as "Friends of Public Parks and Recreation Foundation" whose aims and objectives are—promote public understanding for this vital need—provide a vehicle through which gifts and bequests could be channeled for park and recreation purposes in Seattle and its Metropolitan area so that every boy and girl, man and woman, should have a right to worthwhile leisure time activity in the developing of our beautiful city of Seattle and its Metropolitan area.

Planning and Civic Comment

EDITOR'S NOTE: Mrs. Ruth E. Peeler was Chairman of the Parks and Recreation Session at the Institute of Government, held at the University of Seattle in July, 1956. Mrs. Harlan Edwards, City Councilwoman, was impressed with the need of conservation of waterfront and other development of parks. She conceived the idea that a Foundation should be organized so that civic-minded citizens might make gifts or bequests of parks for public use. And so Mr. and Mrs. Edwards and Mr. and Mrs. Peeler enlisted the aid of Mr. Kenneth Cole of Bellevue, Washington who drew up the necessary corporation papers. The Friends of Public Parks and Recreation Foundation has elected officers: President, Mr. James Gibbs; 1st Vice-President, Mr. Ben Ehrlichman; 2nd Vice-President; Mr. Charles Clise, Treasurer; Mr. Robert Beaupre, Senior Vice-President, Seattle First National Bank; and Executive Secretary Dr. Norman Kunde.

Commentaries

Harry T. Toulmin, Executive Director of the Dade County Research Foundation, writing in the July, 1957, *Public Management*, issued by the International City Managers' Association, declared:

"Governmental history was made on May 21, 1957, when the citizens of Dade County, Florida, ratified a charter of metropolitan government . . . Dade County . . . has a population of some 800,000 and includes the greater metropolitan area of Miami. . . . The county government which was organized originally to care for a rural population, was expanded over the years in an attempt to provide urban services. The board of county commissions has been an administrative rather than a legislative body; and local laws, heretofore, have been enacted biennially by the state legislature. . . . Today there are 26 separate municipalities. . . . At the 1955 legislative session implementing legislation was secured to establish a charter board and to initiate a home rule amendment to the Florida constitution. The home rule amendment for Dade County was approved by the voters of Florida in November, 1956. The 17-member, governor appointed charter board then hurried to completion its work on a proposed charter. Public hearings on a tentative draft were held during the first week in April, and the final document was signed and filed on April 15".

We learn that the duties of the Board of County Commissioners are no longer administrative but are legislative and that full administrative powers are placed in the hands of a County Manager who has full power to appoint and remove all department heads, assistants and others. As we go to press we learn that Mr. O. W. Campbell, formerly City Manager of San Diego, California, has

been appointed County Manager to take office September 1, 1957.



Ronald Campbell, planner for San Mateo County, California and community developer, has made a plea in the *Journal of the Commonwealth Club* for the preservation of an essential part of farm land in the Bay area from threatened urbanization. Mr. Campbell believes that zoning may be used as a means of preserving open areas but warns that green belts must have some permanency if they are to arrest the complete urbanization of this scenic area.



The August, 1957 *News Letter of the Maryland State Planning Commission* reports that the Water Pollution Control Commission and the State Department of Health have drawn up a plan to call upon industries and public agencies which are dumping sewage and other waste material into the Patapsco River to produce engineering reports that contain recommendations for correcting the pollution problem. Special concern is expressed for the part of the River which flows through the Patapsco State Park. The proposed plan was presented by the Advisory Committee to the State Department of Forests and Parks on the Patapsco River Valley Park.

Among other items of interest reported: The Baltimore City Planning Commission has approved the first multi-story automatic parking garage . . . Montgomery County has passed

Planning and Civic Comment

an anti-bulldozer bill to restrain builders from clearing all natural growth from land in subdivisions. . . . A roadside beautification program, which will result in the planting of hundreds of trees and shrubs on Maryland's new highways, has been launched.



For the *Report of the Metropolitan Problems Advisory Committee*, on the problems of the *Greater Seattle Metropolitan area*, headed by *James R. Ellis, Chairman*, we are indebted to Mrs. Ruth Peeler, likewise for an account of S. B. 136 which has been enacted into law. This provides for the establishment of metropolitan municipal corporations as a means of obtaining essential services not immediately available through existing agencies of local government. Choice of one or more of these services is to be made by the people when they establish the corporation and its metropolitan council, which is the governing body. Among the possible functions which such metropolitan municipal corporations can assume, through due process of law, are those relating to metropolitan parks and parkways. By this means component cities and counties with unincorporated areas can join together legally as a municipal corporation unit to supply park and parkway facilities and services.

In addition to the general powers and duties outlined in the act, the corporation, in assuming park and parkways as a function, would have the following additional powers: Preparation of a comprehensive plan for parks and parkways, acquisition by various means of parks and parkways together with maintenance, operation and regulation of their use, and fixing of fees and charges. To carry out the administrative function, appointment of a metropolitan park board under the municipal corporation council would be mandatory. This board of five members serving staggered terms would carry out the powers of the corporation, except as specified, with power to act regarding metropolitan park and parkway facilities. Powers would include the right to authorize expenditures for parks and

parkways within the budget adopted by the metropolitan council.

The report of the Committee which has led to action was discussed at length at the Institute of Government held in July at the University of Washington.



Wayside Inn, the historic hostelry in South Sudbury, Massachusetts, made famous by the poet Longfellow's *Tales of a Wayside Inn*, will be administered by a Committee of the *National Trust for Historic Preservation*. William Clay Ford of Dearborn, Michigan, President of the Wayside Inn Board, has announced that six members of the Board of Trustees of the National Trust have been named to the Wayside Inn Board: David E. Finley, Mrs. Francis B. Crowninshield, Robert Woods Bliss, H. Alexander Smith, Jr., Mrs. Herman G. Place, and Ralph E. Carpenter, Jr. The officers of the Wayside Inn for the coming year will be Mrs. Crowninshield, President; Mrs. Place, Vice-President and Secretary; and Mr. Carpenter, Treasurer. Arthur J. Santry, Boston attorney, was reappointed counsel of the Wayside Inn Board of Trustees and John A. Saint will continue as Manager of the Inn and Clerk of the Corporation.

Last year the famous old inn was swept by fire. Restoration included the replacement of hand-hewn beams and timbers and the removal of some late features of the historic structure. The Ford Foundation made a grant of \$500,000 in February, 1956 for restoration of the Wayside Inn and to provide future maintenance.

The National Trust is chartered by Congress as a nation-wide, non-profit organization to accept sites, buildings and objects significant in American history and culture to be administered for public benefit. Other properties accepted by the National Trust for operation include: Casa Amesti in Monterey, California; Woodlawn Plantation, once a part of George Washington's Mount Vernon Estate in Virginia; and Decatur House on Lafayette Square in Washington.

Planning and Civic Comment

The City Planning Division of the University of Arkansas has reported that on July 1, 1956, the University initiated work under its second Federal urban planning grant with seven cities—Arkadelphia, Bentonville, Eldorado, Jonesboro, Paragould, Searcy and Mynne. All but Jonesboro were initiating new programs. The City Planning Division completed work with the Blytheville, Camden, Newport and Texarkana planning commissions in December, 1956 under another Federal urban grant. (This was the first made to a state university in the Nation under the provisions of the Housing Act of 1954.) In March, 1957 the City of Pine Bluff officially assumed complete responsibility for its planning program, which was initiated under a contract with the University in February, 1956. Arthur Holmes, who was the University's resident planner in Pine Bluff, is now serving as planning director for the city.

The second joint planning agency in the State was officially created on May 13 when the City of Hot Springs and Garland County signed an agreement creating the Regional Planning Commission of Garland County. Under the agreement the planning agency will act for the city and the county. It may be recalled that the Metropolitan Planning Commission of Pulaski County was the first joint planning agency in the State.

The Pennsylvania Turnpike Commission has reported that accidents decreased in 1956 on the Pennsylvania Turnpike. While the total number of vehicles traveling over the Turnpike increased 24.5 percent for the calendar year 1956 over that of 1955 and the total miles traveled increased 14.4 percent, the number of fatal accidents decreased 9 for a total of 56 in 1956 as compared to 65 in 1955, thus the rate for total miles decreased 23.9 percent.

Correction. A news item concerning David A. Wallace in the March PLANNING AND CIVIC COMMENT should read:

David A. Wallace has been appointed Director of the *Planning Council of the Greater Baltimore Committee*, which is an unofficial agency. The official agency, the *Baltimore Regional Planning Council* was set up through the medium of the Maryland State Planning Commission. It is participated in by the planning agencies of Baltimore City and of Anne Arundel, Baltimore, Harford and Howard Counties. Its Director is Melvin Scheidt who was formerly with the Bureau of the Budget. Its Assistant Director is Franz Vidor, previously head of the Housing Bureau of the Baltimore City Health Department.

On January 1, 1957, *Harland Bartholomew and Associates* presented a *Report on Land Use in Hawaii* to the *Economic Planning and Coordination Authority of the Territory of Hawaii*. Basically it was an analysis of the land use problems of the Territory, of the information at hand to use in analyzing them and of measures required to bring about a better land use pattern. One of the immediate results, Eldridge Lovelace writes us, has been the enactment of a law establishing a Territorial Planning Office for Hawaii. The act was signed by Governor King on May 27, 1957.

The total land area in the islands is only 6,435 square miles. The total crop land amounts to only 7.5 percent of the total area, as compared to 73 percent of Iowa and 30 percent of the United Kingdom. The major agricultural product, sugar, occupies only 342 square miles or 5.3 percent of the area while pineapple plantations occupy only 111 square miles or 1.7 percent of the total. According to the report, the population density of the Hawaiian Islands is quite low, particularly in comparison with Japan, Puerto Rico or the United Kingdom. This can be well understood when one considers the high mountains and deep valleys of the Islands.

The report recommends preparation of an over-all territorial land use plan, the plan to be put into effect by means of coordinated zoning regulations enacted by each county. Hawaii does not

Planning and Civic Comment

have any cities; the county is the only form of local government.

The new Territorial Planning Act provides for a Director of Territorial Planning, who is to prepare a long-range comprehensive plan for the Territory. His office may furnish planning assistance to the individual counties. The Director is to work very closely with the Legislature and to prepare a capital budget for the entire Territory. He is to give special attention to the tourist industry and to special problems affecting the development of the Islands. An initial appropriation of \$250,000 is made for territorial planning, together with an additional fund of \$300,000 to assist in the completion of important projects. The new Territorial Planning Act will enable the broadest possible approach to planning problems of the entire Territory.



Portland, Oregon protects her Bridges from Billboards. Portland has banned the erection of any new billboards within 100 feet of her trans-Williamette River bridges and their approaches. This action, initiated by City Commissioner William Bowes and vigorously supported

by the *Oregon Roadside Council* and other civic groups, and as vigorously opposed in a three-hour hearing by the advertising interests, was unanimously passed by the City Council and thus became effective at once. A new bridge and some high new ramps makes this action timely as a safety measure and to preserve the outlook toward the hills and the city. The ordinance is not retroactive, and certain signs pertaining to business on the premises are exempted.

The *Lane County (Oregon) Parks and Recreation Commission* has just prepared a 58-page illustrated *Development Program* which details the great need for more county parks, picnic areas and boat-launching facilities, and points out scores of possible sites. At present in this county which runs from 10,000 feet elevation on the Cascade range to the Pacific Shore, the Forest Service has provided 47 camp grounds, the State 18 parks and roadside rest areas, the Corps of Engineers 6 acres on its reservoirs; the County has already developed 24 areas, yet this is considered far short of the need to meet the growing demand for camping and recreation.

EDITORIAL COMMENT

FEDERAL RESPONSIBILITY FOR THE INTERSTATE HIGHWAY SYSTEM

There is a great deal of discussion these days about the roles and responsibilities of Federal, state and local governments. The theme of the 1956 National Citizens Planning Conference of the American Planning and Civic Association was Federal Government and Local Planning. The Report of Hon. Meyer Kestnbaum for the President's Commission on Intergovernmental Relations made it clear that national action is desirable where state and local governments are not fully adequate and for continuing responsibilities that only the National Government can undertake.

It was a catastrophe for the American people when the Senate Committee on Public Works finally voted to pigeon-hole for this session the watered-down version of the Neuberger Bill to pay a bonus to the States which protected their roadsides on the 41,000-mile Interstate Highway System. This means that the Federal Government is spending billions of dollars to cover 90 percent of the cost of this stupendous expressway system covering every State in the Union. Under the Act the Secretary of Commerce was directed to set up standards for the entire system. These included limited access, wide medians, good contours, control of all structures within the rights of way and all of the elements of well-planned highways *except* control of outdoor advertising within sight of the high-

ways. Under the direction of the Secretary of Commerce an elaborate system of direction signs for erection within the right of way is being developed. It was clear to most of those attending the hearings before the Senate Subcommittee on Public Roads that signs, whether on buildings or standing free, with messages sufficiently large and penetrating to attract the attention of drivers of cars at the high rates of speed to be permitted, would actually add to the danger of those using these superhighways. And, if we may judge from the press all over the country, the pleasure, comfort and convenience of those using the Interstate System will be seriously curtailed.

On the House side on the very good Hale Bill there were no hearings and no action.

However, in answer to a letter from General Grant, President of the American Planning and Civic Association, addressed to the President of the United States, Sherman Adams replied:

"On behalf of the President, I am writing to thank you for the congratulations you expressed in your recent letter with respect to the development of standards by the Secretary of Commerce for construction of the National System of Interstate and Defense Highways, and with respect to the appointment of Mr. Bertram D. Tallamy as Federal Highway Administrator.

"The President shares your interest in appropriate legislation to control billboards and signs along the sys-

Planning and Civic Comment

tem, as was made clear when the Secretary of Commerce testified before the Senate Subcommittee in favor of such legislation. It is indeed to be hoped that the Interstate System can be protected appropriately from the intrusion of signs and billboards."

Isn't it time that in this obviously appropriate field the Federal Government should assert its authority to protect its investment by banning billboards along the entire 41,000 miles?

NATIONAL CAPITAL PUBLIC HOUSING AUTHORITY

The privately conducted study of the National Capital Housing Authority submitted to the Board of Commissioners of the District of Columbia by the District of Columbia Home Builders Association, is so submerged in details that it would be impossible, and probably confusing, to try to present them here. But there is a principle involved which has application in other cities as well as the District of Columbia. In its request that the District Commissioners investigate the National Capital Housing Authority the Home Builders Association claimed that fifteen years of public housing reveal huge cost to taxpayers without benefit to lowest income families. The principal targets of the study covered five public low-rent housing properties, constructed by the Authority in 1940-41, comprising housing for 1,335 families.

Mr. James Ring, Executive Director of the National Capital Housing Authority, showed conclusively before the District Com-

missioners that annual real estate taxes on the sites at the time acquired, amounted to \$12,652 and that in 1957 the Authority's annual payments in lieu of taxes, as provided by law, amounted to \$43,250 and that the cumulative total payments in lieu of taxes since construction reach the substantial sum of \$621,479. In addition the slums in these areas have been wiped out and good housing provided, for which, under the graded rents established, the tenants pay in proportion to their incomes. In addition to \$187,774.16 paid in lieu of taxes to the District of Columbia during the fiscal year 1957, more than \$200,000 was paid by the Housing Authority for services, including water, sewers, driveways and sidewalks.

We are all for private enterprise doing all the things that it can do well; but without public subsidies and services, we have discovered no way to bring about the demolition of slums and the provision of sanitary housing for those whose incomes will not permit them to pay for housing erected by private enterprise. The District of Columbia Home Builders Association has before it a formidable responsibility to provide housing which can stand on its own economic base to meet the demands of tenants according to their ability to pay. The public housing partly pays its way and is in no sense in competition with the housing which private enterprise can provide. And so far as our information goes, the National Capital Housing Authority is conducted efficiently with a maximum of service and a minimum of costs.

Planning and Civic Comment

ROCK CREEK PARK

When it was first seriously proposed to bring Federal Highway 240 into Washington by way of Rock Creek Park, there were many who thought of the easy dispatch for motorists. It was claimed by some of the highway engineers that the right of way would not cost anything as contrasted with a route which would necessitate the destruction of existing homes.

Rock Creek Park Day last October stressed use and centered the attention of the Washington public on the desirability of preserving the park for its park uses unhampered with superimposed expressways. But now we are glad to hear that Secretary of the Interior, Fred A. Seaton has received assurance of the full support of the Interior Department's position opposing extension of U. S. Route 240 through Rock Creek Park, from Secretary of Commerce, Sinclair Weeks and Commissioner Robert E. McLaughlin, President of the Board of Commissioners of the District of Columbia. These letters grew out of a top-level meeting of highway officials of Maryland and the District of Columbia on July 19. All disclaimed any thought of bringing U. S. Route 240 Interstate Highway through Rock Creek.

In the meantime Senators Murray, Neuberger, Humphrey, Kuchel and Malone introduced S. J. Res. 121 to prohibit construction of any additional roads or highways in Rock Creek Park within the District of Columbia without specific authority of Congress.

These are indications of unmistakable public sentiment for the

protection of Rock Creek Park from any unrelated encroachments. But we pledge eternal vigilance to make sure that future generations may enjoy Rock Creek Park as we enjoy it today.

ILL-ADVISED PROGRAM IN THE FEDERAL CITY

Of all the tragic mistakes from which the Federal City has suffered, the declared intention of the District Commissioners to proceed under the discredited Act of Congress of 1954 to build a bridge across the Potomac at Constitution Avenue between the Arlington Memorial Bridge and the tip of Theodore Roosevelt Island, involving a most complicated system of approach roads on the Virginia side, with three levels immediately in the foreground of the U. S. Marine Corps War Memorial.

In the first place it is bad planning. To bring a six-lane bridge directly into the Mall-White House area will only further congest an already congested section of Washington, not to mention all the complications of connecting highways on the Virginia side. This is an area into which no more heavy traffic should be introduced. The obvious alternative is to build the already-authorized Jones Point Bridge and another north of Key Bridge, which would provide 12 lanes in and out of Washington, with a much more realistic distribution than another bridge at Constitution Avenue. If our authorities insist on a crossing at this point, a four-lane, limited traffic tunnel is infinitely better than a six-lane bridge. A tunnel bill passed by the Senate was killed

Planning and Civic Comment

in the House without feasible substitute.

But any one who studies the Arlington Memorial Bridge which connects the classic Lincoln Memorial and the home of Robert E. Lee in the Arlington Memorial Cemetery and who looks up and down the Potomac with its charming parkway, must realize that millions of dollars and skillful foresight have produced this incomparable scene. To spend more millions of dollars to build a bridge which will be an unwelcome intrusion of the landscape is folly.

Moreover we are approaching the Theodore Roosevelt Centennial in 1958, which will see the dedication of Theodore Roosevelt Island, with appropriate plans calculated to add to the beauty of the scene. The proposed bridge will block the vista of the development designed by eminent artists at the south end of the island and detract generally from the wooded park which was bought by popular contributions to commemorate the memory of Theodore Roosevelt. All this makes the bridge unacceptable.

The philosophy expressed by some that it is a triumph to get into action after all the delays of doing nothing fails to take into account that doing the wrong thing constitutes a step backwards and invests public money in a permanent structure which will be criticized by future generations as an indefensible blot on a scene which Nature, Congress and Federal officials have collaborated to produce.

Let us hope that this Congress, meeting again in January, 1958, will halt the plans for the Constitution Avenue bridge, see that the Jones Point bridge (under any name) is built and authorize another crossing above Key Bridge. The widened Key Bridge and the replacement of the old span at Fourteenth Street should then provide all the automobile lanes across the Potomac which downtown Washington can absorb.

And our treasured Mall reaching from the Capitol to the Lincoln Memorial and linked with Arlington Memorial Cemetery by the beautiful Memorial Bridge, will be protected from ill-advised, so-called practical projects.

1858 - Theodore Roosevelt Centennial - 1958

The year 1958 marks the centennial of the birth of Theodore Roosevelt. The national movement to observe the centennial of Theodore Roosevelt was authorized by Act of Congress and is under the leadership of the Theodore Roosevelt Centennial Commission, appointed in part by the President of

the United States and in part by the Vice-President and the Speaker of the House. Hermann Hagedorn is Director of the Commission.

The Commission's purpose is to recall Theodore Roosevelt's dynamic Americanism and to make his spirit again a vital factor in American life. The plan for the

Planning and Civic Comment

observance embraces three projects: (1) an educational campaign to re-awaken and spread the appreciation of Mr. Roosevelt's teachings of the principles of free citizenship and to restore its rightful place in the American tradition the example of his forthrightness, his courage and the fire in his heart for what America stands for in history; (2) the completion by the National Park Service of the Theodore Roosevelt Memorial National Park in North Dakota, in the region where he had his cattle ranches; and (3) the development and dedication of the National Memorial to Theodore Roosevelt on the island which bears his name in the Potomac River between the Key Bridge and the Arlington Memorial Bridge in Washington, D. C. The dedication of this island on October 17, 1958 will mark the hundredth anniversary of his birth.

Curiously enough the year 1958 will mark the fiftieth anniversary of that first memorable Conservation Conference of Governors of the United States called by President Roosevelt in 1908. It was at this Conference that Dr. J. Horace McFarland, President of the four-year-old American Civic Association, made his eloquent plea for the conservation of the native scenery of the country. Charles Evans Hughes, then Governor of New York spoke for the Adirondack Preserve,

and Dr. George F. Kunz, President of the American Scenic and Historic Preservation Society, urged the preservation of Natural Scenery and Historic Memorials of the Nation. Among many of the better known national and state areas he pointed out the great value of the Palisades of the Hudson where today the Interstate Palisades Park serves millions of citizens, as may be seen in Mr. Albright's article in this issue.

As a result of his participation in this conference, Dr. McFarland began to work for a Federal National Park Agency although it was eight years later, in 1916, before the Congress actually created the National Park Service in the Department of the Interior.

In the first issue of *CIVIC COMMENT*, issued by the American Civic Association in 1919, the death of Theodore Roosevelt was announced. He had been the first honorary life member of the Association. Dr. McFarland recalled President Roosevelt's message to Congress and his active and energetic support of the Association's efforts to put Niagara in the Treaty with Great Britain which was proclaimed May 10, 1910 and which established Federal regulation in place of state neglect which was rapidly drying up the cataract. As a final tribute, Dr. McFarland added: "Mr. Roosevelt's fame is secure as the greatest man of his time."

Meetings—Past and Future

ACTION, the *American Council to Improve our Neighborhoods, Inc.*, has announced two more of its series of Regional Urban Renewal Clinics for exchange of ideas and sharing of experiences by mayors, city managers, other local officials, planners and citizen leaders. An Eastern Regional Clinic will be conducted in New York's Roosevelt Hotel, September 23 and 24 and a Pacific Coast Clinic will be held in the Claremont Hotel, Berkeley, California, October 17 and 18. James E. Lash, Executive Vice-President, states that ACTION will assemble specialists in various fields of urban renewal, to act as moderators and experts and to answer questions on the "what-to-do" and "how-to-do-it" of the growing national effort of cities to revitalize themselves. Emphasis will be on financing and expediting local programs, getting and keeping citizen support, and human problems in renewal.

The *Clinic in New York* is timed to coincide with the annual meeting of ACTION'S board of directors, marking the beginning of the fourth year of the organization. Nelson A. Rockefeller, Chairman of the Board of Rockefeller Center, Inc., and Chairman of President Eisenhower's Committee on Government Organization, will address a luncheon for ACTION'S Board and invited guests. Andrew Heiskell, publisher of LIFE Magazine, who is ACTION Board Chairman, will preside. Roy W. Johnson, New York, Executive Vice-President of General Electric Company and President of ACTION

also will participate. Speakers at the Eastern clinic will include: James C. Downs, Jr., former Housing and Redevelopment Coordinator for the City of Chicago; Mayor Richard E. Lee of New Haven, Connecticut; James W. Rouse, Baltimore mortgage banking and research firm President, who is a member of President Eisenhower's Advisory Committee on Housing; and James C. Felt, Chairman, New York City Planning Commission, former President of the Urban League of New York. Ira Robbins of New York, Norris Nash of Oakland California, Aaron Lavine of Philadelphia, H. Gordon Sweet of New Haven and Charles A. Phelan, Jr., Executive Director of the American Planning and Civic Association, will serve as workshop consultants on Citizen Participation.

At the *Pacific Coast Clinic* some 500 delegates are expected from cities in California, Oregon, Washington, Idaho, Utah, Nevada and Arizona. They will discuss roles of private financing, Federal, state and local governments; content and enforcement of housing codes; citizen support and participation; urban renewal and the Federal highway program, and cooperation of business and industry.

From the July, 1957 *Park Maintenance* we find an account of the first International Congress in Park Administration, held in London on May 13-20, 1957, and attended by some 800 delegates from all parts of Great Britain, United States of

Planning and Civic Comment

America, Canada, the rest of the British Commonwealth, Eastern and Western Europe and parts of Africa and Asia. The Congress decided to set up an International Federation of Park Administrators. Headquarters of the Federation will be at the offices of the British Institute of Park Administrators, Inc., at the Grotto, Lower Basildon, Reading, Berkshire. Among the speakers was General H. Kennedy of the Federal District Commission, Ottawa, who spoke at an American Planning and Civic Association lunch in Washington last spring. Other notable speakers were C. Robillard, Director of Parks, Montreal; R. E. Everley, Superintendent of Glencoe Park District, Illinois; Hon. Charles Daly, Minister of Labor, Ontario.

The London part of the Congress included a reception by the London County Council, which maintains over 130 parks and open spaces, totaling more than 7,000 acres. The final part of the Congress consisted of a thousand-mile motor coach tour of England, Wales and Scotland. The Congress ended with a visit to the Institute of Park Administration headquarters—a historic nine-acre estate, formerly the riverside home of the Earls of Westmoreland, situated along 400 feet of waterfront to the Thames.

Forest Land Use in Transition will be the theme of the 57th Annual Meeting of the American Society of Foresters, November 10-13, 1957 at Syracuse, N. Y. DeWitt Nelson, President of the Society announced that more than one thousand American and Canadian professional for-

esters, wives and guests are expected. Chairman of the opening session, Dwight B. Demeritt, Vice-President and Manager of woodland for the Dear River Company of Bangor, Maine, will introduce three keynote speakers: George A. Garrett, Dean, Yale University School of Forestry; Ralph W. Marquis, Director Northeastern Forest Experimentation, Upper Darby, Pa.; and Edward W. Littlefield, Assistant Director, Division of Lands and Forests, New York State Conservation Department, Albany, N. Y. The four-day meeting will be concluded with a banquet at which Maurice E. Goddard, Secretary, Pennsylvania State Department of Forests and Waters, Harrisburg, will serve as Toastmaster and the principal speaker will be Dr. Fairfield Osborn, President of the Conservation Foundation of New York. His subject will be *Natural Resources and World Populations*. Hardy L. Shirley, Dean of the State University College of Forestry at Syracuse University, will be general chairman of the annual meeting.

The Regional Plan Association of New York has announced the *Twelfth Regional Plan Conference*, to be held at the Hotel Roosevelt, New York City, on Monday, October 7, 1957 from 9 A.M. to 5 P.M. The Conference on current planning and zoning problems of the New Jersey-New York-Connecticut Metropolitan Region will feature this year Earl B. Schwulst, President, The Bowery Savings Bank, who will address the luncheon session on "A Banker Looks at the Metropolitan Region."

Planning and Civic Comment

The *Fourth National Watershed Congress* was held in Atlanta, Georgia, September 23-25, 1957. With other national conservation organizations, the American Planning and Civic Association has served as a sponsor. The Conference General Committee was Waters S. Davis, Jr., Chairman; Charles C. Butler, Director of Land and Water Use, American Farm Bureau Federation; C. R. Gutermuth, Vice President, Wild Life Management Institute; and John H. Jones, Secretary-Treasurer, American Watershed Council. The keynote speaker was Erwin L. Peterson, Assistant Secretary of Agriculture.

The 59th Conference of the American Institute of Park Executives will meet in Minneapolis at the Leamington Hotel, September 22-26, 1957. A. D. Barnes, President, has announced that Arthur L. Janura, Director of AIPE and Superintendent of Maintenance and Operations, Forest Preserve District of Cook County, is General Program Chairman. The keynote address will be given by Conrad L. Wirth, Director of the National Park Service. The program includes subjects of practical interest to park executives and, as always, there will be an extensive exhibition of equipment and materials. Interesting tours of the area were planned.

The 82nd Annual Meeting of the *American Forestry Association* was scheduled for the Loraine Hotel, Madison, Wisconsin for September 30 and October 1-2, 1957.

The *Natural Resources Council of America* will meet at the Audubon

Camp near Sarona, Wisconsin, October 7 and 8, 1957. On the agenda are reports on the year's activities, reports of Chairmen of Special Committees, discussion of pending amendments to the Lobbying Act (S. 2191), discussion of proposed forest fire prevention commemorative postage stamp, Theodore Roosevelt Centennial. David R. Brower, of the Sierra Club, is Chairman, Charles H. Callison, Vice Chairman, C. R. Gutermuth, Secretary and Harry E. Radcliffe, Treasurer.

The Twenty-second Annual Institute of Government was held at the University of Washington, July 8-10, 1957, with Donald H. Webster acting as Director. The program included discussions of *The Metropolitan Corporation—A New Concept in Local Government*; *Library Administration*; *Television and Drama Workshop*; *Development Problems of Washington Indian Communities*; *Planning*; *Public Parks and Recreation*; *The Citizen's Right to Delinquency Protection*; *Public Housing—Problems of Local Administration*; *Law Enforcement as it Relates to our Juveniles today*; and *Library Architecture Conference*.

The Bureau of Governmental Research and Service, which sponsors the Annual Institute, was established in 1934 to conduct objective research and to provide consultative services for the governmental agencies of the State of Washington and its units of local government.

The 1957 Annual Meeting of the *American Institute of Planners* will be held in Chicago, October 13-17, at the Congress Hotel. A series of

Planning and Civic Comment

Workshops has been announced; Implementation and Performance of Standards, led by Charles Laidlaw; The Practice of the Profession led by Carl Feiss; Relationship between Physical and Social Planning, led by Frank Greving; Church Planning, led by Ralph Ellifrit; Zoning for Flood Protection, led by Aelred Gray; the New Interest in State Planning, led by Sydney Spector; Urban Aesthetics and Planning, led by Henry Fagin; Local Planning Objectives, led by Irving Hand; Education for Planning, led by T. J. Kent, Jr.; Planning and Transportation, led by Hayden Johnson; Planning and Public Works, led by Charles Eliot; Planning and Local Power Structure, led by Floyd Hunter; Planning Legislation, led by Richard Babcock; Location of Nuclear Power Installations, led by John Ducey; Federal Urban Affairs Legislation, led by Richard Steiner; Technical Progress and Planning, led by Richard Meier.

The *American Society of Landscape Architects* held a very successful meeting in San Francisco on July 8-10, 1957 as the guests of the North Pacific Chapter of the ASLA. In addition to a stimulating professional program, delegates report that the tours in the Bay region were especially interesting. On Highway Aesthetics, Newton Drury, Chief of California's Division of Beaches and Parks and former National Park Service Director, stressed the needlessness of marring the countryside and warned that year by year, the bloom is being

rubbed off the California landscape. City Planner Paul Oppermann challenged the Highway Engineers by public demand for freeways designed for beauty.

The 26th Annual Convention of *Federation of Western Outdoor Clubs* was held at Cazadero Redwood Camp, in Sonoma County, California, August 31-September 1-2, 1957. The Three-Sisters Wilderness areas and the Glacier Peak-North Cascades Region were discussed as crucial issues of major interest.

The *Twelfth National Conference on Citizenship* was held in Washington, D. C. September 16-18, 1957. As in former years, the Conference was organized into group discussions and there was a Citizenship Day Ceremony.

The *Thirteenth Congress of the International Union of Local Authorities* was held at The Hague, June 12-18, 1957. Two main themes were discussed: Problems of Expanding Towns, and Traffic Congestion in the City Center. The countries represented included not only Western Europe and North America, but Asia, Africa, the Middle East and Latin America. A delegation of some 25 from the United States was led by Mayor Ben West of Nashville, Tennessee and Patrick Healy, Jr. of the American Municipal Association. Lewis Mumford spoke at the opening session on *Controlling the Urban Explosion*. Dr. R. J. Oud, a retired Burgomaster of Rotterdam, was reelected President. The next Conference will be held in West Berlin in 1959.

Strictly Personal

The New York Chapter of the Sons of the American Revolution on September 17, 1957 presented a Gold Medal to *Major General U. S. Grant 3d* in recognition of his service to the *American Museum of Immigration*. The Chapter for many years has observed Constitution Day (now known as Citizenship Day) on September 17th on the steps of the Federal Hall Memorial. The exercises are held at the base of the Washington statue, with a large audience in Wall Street, which is closed by the police for this noon-time observance.

Gardner Osborn's letter to General Grant of July 25th states: "The Chapter has decided to devote this Constitution-Citizenship Day program to the American Museum of Immigration, and that the Gold Medal of the Society be presented by the Chapter President to you as President of the American Museum of Immigration. It is a real privilege and a pleasure for me, as Secretary of the New York Chapter, to notify you of this action and to express my earnest hope that you will find it convenient to be present and accept this award."

It should be explained that in 1954 a National Committee was formed to establish within the base of the Statue of Liberty National Monument an American Museum of Immigration, to honor the achievements and contributions of all the national groups in the making of the United States. Other eminent members of the committee include Pierre S. du Pont III, Alexander Hamilton, Spyros P. Skouras and

Mrs. Anna Lord Strauss. The National Committee was sponsored by the American Scenic and Historic Preservation Society and has the endorsement of President Eisenhower and Secretary of the Interior Seaton. The National Committee created a corporation early in 1955, chartered under the laws of the State of New York, as the American Museum of Immigration, for the purpose of raising money to finance the construction and installation of the Museum. This also is headed by General Grant, who serves as President of the Board of Trustees of the corporation. When the Museum is completed it will be an integral part of the Statue of Liberty and will be administered by the National Park Service of the Department of the Interior.

Harold M. Abrahams, who has been Secretary of the *British National Parks Commission* from its organization, has become a Commander of the Order of the British Empire in last New Years Honors List of Queen Elizabeth II. The award was in recognition of his work for national parks. Last year Mr. Abrahams visited national parks in the United States and paid a visit to Washington.

W. Earl Hall, Editor of the *Mason City, Iowa, Globe-Gazette*, has accepted appointment to the Board of Judges for the Paul Gray Hoffman Award for highway safety, according to the *Automotive Safety Founda-*

Planning and Civic Comment

tion. Dr. Hall will fill the vacancy created by the recent death of Arthur T. Vanderbilt, Chief Justice of the New Jersey Supreme Court. Other members of the Board of Judges are: General Alfred M. Gruenther, President, American Red Cross; Dr. John A. Hannah, President, Michigan State University; Mrs. Raymond B. Sayre, Chairman Women's Group, the President's Committee for Traffic Safety; and Herman D. Newsom, Master, The National Grange. The Paul Gray Hoffman Award, established in April 1957, will honor engineers, educators, enforcement officials, organization personnel and others engaged professionally in highway safety.

On the retirement of W. A. Stinchcomb as Director of the Cleveland Metropolitan Park System, the park commissioners expressed their appreciation of his services:

Our great respect for any wish which W. A. Stinchcomb might express becomes paramount when his health and preservation are involved. He has served his fellow citizens brilliantly beyond the call of duty. His abilities have created for us and generations to come, benefits and blessings of immeasurable value. He cannot be replaced because he is irreplaceable. He is W. A. Stinchcomb, author, builder and able administrator of Cleveland's Metropolitan Park System. He leaves a heritage of knowledge, example and principle which

will go far to preserve that which he created.

The new Director of the Metropolitan Park District is *Harold W. Groth*, who has held the position of Chief Engineer since 1940.

During those years the land owned by the district has increased from 11,313 to more than 14,000 acres.

Coleman Woodbury, who has been teaching in the Planning Department of the University of California since January as a visiting professor, has accepted a permanent position in the Political Science Department of the University of Wisconsin.

Conrad L. Wirth, Director of the National Park Service, was recently honored by appointment as a lifetime member of the Board of Trustees of the National Geographic Society. He fills the vacancy resulting from the death of Admiral Richard Byrd.

Carl Feiss, Vice-President of the American Planning and Civic Association recently visited Bogota on a housing and city planning mission for the Pan American Union. An honorary membership in the Sociedad Colombiana De Arquitectos was conferred upon him.

Planning and Conservation Education

President Gaylord P. Harnwell, President of the University of Pennsylvania, announced in July that the Ford Foundation had made a \$410,000 grant to the University to strengthen the education of city planners throughout the country. Dr. Harnwell stated:

With the increased emphasis which has been placed on city planning in recent years, almost every large community, as well as many smaller governmental units, has established full-time planning staffs. However, while the number of persons employed in this field has probably increased ten-fold, there has been no comparable rise in the number of professionally trained personnel. As a result there has been a steadily increasing need for more personnel professionally trained for work in this area. The Ford Foundation grant will help the city planning profession to meet its opportunities for community service and leadership by increasing the number of graduate students preparing for the field and improving the efficiency of graduate training.

Under the direction of Professor Robert B. Mitchell, the University's Department of City Planning will engage in a five-year program for the preparation of teaching materials for graduate education in city planning. The Department also will establish a research professorship in city planning to be available to members of its faculty, to related social science faculties, and others from the professions.

Dean Jose L. Sert of the Harvard School of Design has announced the appointment of Martin Meyerson as the first Frank Backus Williams Professor of City Planning and Urban Research and as the Director of Harvard's new Center for Urban

Studies. The Williams chair will memorialize the eminent zoning and land-planning lawyer whose work resulted in the first comprehensive zoning ordinance in America in New York in 1916, according to the announcement. Mr. Williams, A.B. Harvard, 1888, A.M., LL.D., 1891, wrote a standard work, *The Law of City Planning and Zoning*. In addition to his private practice, Mr. Williams prepared the zoning and planning notes in *American City* magazine from 1922-1947. His generous bequest to the University permits the establishment of this professorship. Martin Meyerson is currently Professor of City Planning and Research Professor of Urban Studies at the University of Pennsylvania. He is Vice-President of ACTION, the American Council to Improve Our Neighborhoods, and heads the large-scale research program of that organization. He was formerly a faculty member in planning and social sciences at the University of Chicago. He is co-author of a book entitled *Politics, Planning, and the Public Interest*. He is chairman of the Joint Committee on Education of the American Institute of Planners and the American Society of Planning Officials, and Research Editor of the *Journal of the American Institute of Planners*. He holds degrees from Columbia and Harvard Universities.

President A. Whitney Griswold of Yale University has announced two top level appointments to the Yale School of Architecture and Design, both to become effective in Feb-

Planning and Civic Comment

ruary, 1958. Professor Gibson A. Danes, Chairman of the Department of Art at the University of California, Los Angeles, will become the new Dean of the Yale School. Paul Rudolph of Sarasota, Florida and Cambridge, Massachusetts, one of the Nation's leading younger architects, will become the new Chairman of the School's Department of Architecture. Professor Danes will succeed Boyd M. Smith as Dean. Professor Smith is retiring after serving on the Yale faculty since 1927 and as Dean this past year. Professor Rudolph succeeds Henry A. Pfisterer who has been acting Chairman of the Architecture department this past year. Mr. Pfisterer will resume his work as Professor of Architectural Engineering.

Thirteen undergraduate and graduate students in the School of Architecture and Design have been given fellowships, prizes and scholarships for the 1957-58 academic year.

The *New Jersey State School of Conservation* offered summer courses in June and August, 1957, under the sponsorship of the *State Department of Education* and the *State Department of Conservation and Economic Development*. There were courses on Camping and Outdoor Education, Conservation Education, Practicum of Camp Leadership, Field Science for Elementary Teachers, Elementary School Guidance Services, School Arts and Crafts with Native Materials, Conservation of Basic Industrial Materials, Introduction to Field Biology, Social Studies and Conservation, Aquatics and Camping Leadership and Water Supply and First Aid.

Wells Bennett, Professor of Architecture and Dean of the College of Architecture and Design of the University of Michigan, retired in August after 45 years at the University. Dean Bennett believes that his outstanding achievement has been the development of the College. He became dean in 1937. He comments: "Beginning as a sort of splinter from architectural education, art has now become a very considerable part of the College curriculum with varied interests in applied art, interior design, advertising design and product design, in addition to the general programs in drawing, painting, sculpture and ceramics." Dean Bennett plans to visit Italy where his interest is in the rebuilding of Italy since the war, especially with reference to city motor car traffic and parking. He also expects to study the New Towns in England.

Writing in the summer issue of *The Michigan Alumnus Quarterly Review*, Dean Bennett said the Lijnbaan center in Rotterdam, Holland, and the Lebachplatz center in Munich, Germany, "are in a sense hopeful symbols. They represent not only the determination to rebuild in the architectural sense, but the will to have the amenities of life."

Peter H. Nash, formerly Planning Director for Medford, Mass., who is currently working for his Doctor's degree in Planning at Harvard, has been named *Associate Professor in the Department of City and Regional Planning at the University of North Carolina*.

Planning and Civic Comment

The Maxwell Graduate School of Citizenship and Public Affairs at Syracuse University, on August 12-23, 1957, held a summer session on "Watersheds and You" in the form of a Conservation Institute. Some forty leaders in the watershed movement, from business, farming, industry, education and government assembled to develop the theme:

Community Watershed Planning—a grass-roots approach to conservation. The program included lectures, panel discussions and colored-slide talks in the morning and evening, field and air trips and workshops in the afternoon. Registration at the Institute was open to all engaged in conservation work.

MEMORIALS

Through the generosity of the daughter and son-in-law of Mrs. Jane B. Francke, Mr. and Mrs. John M. Whitaker, a parcel of nearly 4 acres of land from Mrs. Francke's own property, has been donated for a bird sanctuary and nature trail. The property is located in the Incorporated Village of Brookville, Nassau County, New York, and is protected by the Village zoning. The property lies in a lovely little glen and was maintained by Mrs. Francke as a bird sanctuary since 1910. It is the habitat of many beautiful and rare ferns. The cost of maintenance will be assumed by the Village of Brookville and supervision will be carried on by members of The North Country Garden Club. Friends are asked to contribute to the expense of fencing and repair of the existing bird watching tower and to an endeavor to restore to activity the brook which formerly ran through the glen.

Friends of the Land have announced that plans are made to continue Malabar Farm as a dynamic conservation and research program in keeping with the philosophy of the late *Louis Bromfield*.

The friends of Mr. Bromfield have borrowed the money and purchased Malabar Farm which they hope to operate as a service dedicated to his memory. Malabar has the distinction of being the most famous farm in the world.

Malabar Farm consists of 335 acres of pasture, 250 acres of crops and garden and 45 acres of woods. Malabar would be operated primarily to demonstrate that good farming pays. It is hoped that the spirit of investigation would also be continued. Unquestionably there are throughout the continent literally hundreds of individuals who feel grateful to Louis Bromfield for his advice and help who would now like to show this appreciation. Friends of the Land proposes the establishment of an Ecological Institute to be a center for agricultural research and an affiliation with a college or university by means of which academic recognition and credits might be given to graduate students and foreign exchange students.

For further information about the Malabar Farm Memorial write to Friends of the Land, Route 3, Zanesville, Ohio.

IN MEMORIAM

W. ED JAMESON {1865-1957}

Word has been received from Mrs. Anna Jameson Tait, daughter of W. Ed Jameson, of his death from heart failure on June 24, 1957, at the age of 92. Col. Ed. Jameson was one of the most respected and best loved citizens of Callaway County, Missouri. In the national field he was a member of the National Conference on State Parks and the American Planning and Civic Association and served for many years on the Board of Friends of the Land. Indeed he was widely known as "Lespedeza Ed" for his activities during the thirties when he introduced and promoted Korean Lespedeza in Callaway County.

For more than sixty years Col. Ed had been in the real estate business and was a past president of the Missouri Real Estate Association. He was also among a small group which launched the Annual Kingdom of Callaway Supper programs and he was the recipient of the McCubbin Award for outstanding service to the county. Col. Jameson helped found the

Callaway County Live Stock Feeders Association.

Col. Jameson had the distinction of being the senior member of the congregation of the First Christian Church, where his grandfather, John Jameson was one of the founders. At the time of his death Col. Jameson was President emeritus of William Woods College where he had served on the Board for more than fifty years.

Two years ago, on his 90th birthday, he resigned as Director of the State Department of Public Health and Welfare. His service to the State of Missouri dated back to the administration of Governor Dockery in 1900 when he was first named Chairman of the Board of Directors of State Hospital No. 1. He is survived by his daughter, two grandchildren and seven great grandchildren. His wife and a son lived until very recent years. Editorials in the local papers acknowledged the debt of gratitude the people of the community owed to their fellow citizen.

HENRY FRANKEL {1881-1957}

Word comes from Mrs. Addison Parker, Sr. of the death of Henry Frankel on July 22. Mr. and Mrs. Henry Frankel joined the National Conference on State Parks in 1925. Mrs. Frankel served on the board and was active until her death in 1948 and Mr. Frankel maintained a contributing membership until his death. Mr. Frankel had long been

a patron of the Des Moines Art Center. He was one of the original appointees of the Board of Trustees of the Edmundson Art Foundation. Mr. Frankel had been prominent in retail business and in civic enterprises in Des Moines for nearly fifty years. He won the Des Moines Tribune's 1943 Community Service Award. He had been President of

Planning and Civic Comment

the Greater Des Moines Committee, director of the Chamber of Commerce and member of the Chamber's Prewar Planning Committee, member of the Community Chest Board and a director of the Des Moines Bureau of Municipal Research.

Through Mr. Frankel's initiative the Greater Des Moines Committee purchased a tract of over 100 acres of almost virgin timber and gave it to the State as a State Park, named as Margo Frankel Woods. The

Des Moines Founders Garden Club (member of the Garden Club of America) appropriated a fund for the planting of native material in Margo Frankel Woods.

In his will Mr. Frankel left a bequest of \$125,000 to 19 organizations—among them the Iowa State Conservation Commission. Mr. Frankel is survived by his wife, Hildegarde, a sister, two daughters and six grandchildren.

MISS ELIZABETH GREGORY HILL

Word has been received that Miss Elizabeth Gregory Hill died on July 6, 1957 at her home in Sea Breeze Farm, Lynnhaven, Virginia, as the result of a fall several months earlier. She and her sister, Miss Evelyn Collins Hill, have been members of the National Conference on State

Parks for twenty-five years and have attended many of the Annual Meetings. They were active in conservation work. Miss Elizabeth Hill will be much missed but her sister, Miss Evelyn, plans to carry on the work in which they were both interested.

WILLIAM MORSE NICHOLS

As we go to press we have received word of the death of William Morse Nichols, President for 25 years of the Yellowstone Park Company, on

August 6, 1957. An account of his life will be given in the next quarterly.

Watch Service Report

Congress adjourned leaving many pending bills, some in the last stages of enactment; but, as this is the first session of the 85th Congress, these bills may be taken up next January when Congress convenes. See Watch Service in March and June issues.

National Parks

H. R. 935 (Saylor, Pa.) introduced January 3, 1957, to create the Dinosaur National Park. Referred to Committee on Interior and Insular Affairs.

Senate 2577 (Allott, Colo.) introduced July 17, 1957 to create the Dinosaur National Park, with a provision authorizing the Secretary of the Interior to investigate the suitability of reservoir or canal sites within the Dinosaur National Park though actual development would depend on act of Congress. Most of the conservation organizations would like to see this provision deleted. They are agreed that the area should be made a national park.

H. R. 8931 (Mack, Washington) authorizing Olympic National Park transfer. Referred to House Committee on Interior and Insular Affairs 7/29/57. Transfers would total about 3,600 acres and lie along the north side of the Quinault River.

S. 2183. (Murray, Montana) amending the Virgin Islands National Park Act of 1956 to remove certain limitations on appropriations. Passed by the Senate and sent to the House 8/5/57.

H. R. 8290, authorizing the Secretary of the Interior to grant authority to the National Freedom Shrine Foundation, Inc., to establish a national monument symbolizing the ideals of democracy, in the vicinity of Washington, D. C. Reported favorably to the House 8/13/57. Similar bill S. 2363.

Resources

S. Res. 148. Introduced by Senators Murray, Chavez, Clinton Anderson, Carroll, Francis Case, Kerr, Malone, McNamara, Neuberger, O'Mahoney, Church and Wayne Morse. Federal departments and agencies are asked to provide additional data and planning information with respect to programs of the Army Engineers, Bureau of Reclamation, Department of Agriculture, etc. Referred to the Senate Committees on Interior and Insular Affairs and Public Works 6/13/57.

H. R. 2579 (Long, La.) would authorize a Federal-State Land Study Commission and a National Land Study Board of Review. Referred to the Committee on Interior and Insular Affairs 7/17/57. Conservationists generally oppose the bill as an attempt to arrange for the disposal of national forest lands into private ownership.

H. R. 5538 (Engle, Calif.) reported in the June issue. On August 20, 1957 the bill passed the Senate and was returned to the House for concurrence in one amendment. H. R. 5538 has the endorsement of most conservation agencies in the 48 States and many national conservation organizations.

S. 2409 (Neuberger, Ore.) proposes to establish a Federal Recreation Service within the Department of Health, Education and Welfare. Referred 6/27/57 to the Senate Committee on Labor and Welfare. The National Conference on State Parks has voted several times against a Federal Recreation Service. They prefer to see the jurisdiction of parks and other areas run with the land.

S. 555 authorizing a high dam at Hells Canyon passed the Senate June 21, 1957 but was killed in the House Committee by Congressman Saylor of Pa. See article in August, 1957 *Reader's Digest* by William Hard on *Pacific Northwest Stands on Its Own Feet*.

S. 846 (Clinton Anderson and others) to establish a National Recreation Resources Review Commission. Hearings held before the Senate Committee on Interior and Insular Affairs May 15. Supported by many conservation organizations. But by unanimous vote of the Board of Trustees, of the American Planning and Civic Assn., meeting in Washington in March, attention was called to the Act of June 23, 1936 (49 Stat. 1894) under which the National Park Service has already made one general and several special surveys and is now, financed by Mission 66, starting July 1, 1957 on a comprehensive survey. General Grant has pointed out that several years would be wasted by organizing an unwieldy Commission and assembling a staff to start what is already under way. The Committee, however reported the bill favorably and it passed the Senate.

Planning and Civic Comment

No action was taken in the House on H. R. 3594 and related bills after the hearings held before the House Committee on Interior and Insular Affairs on May 13 and 14, nor was the Senate bill passed by the House.

S. 1176 introduced by Senator Hubert Humphrey to establish a National Wilderness Preservation System. Hearings were held June 19-20, 1957. H. R. 1960 and related bills were the subject of hearings before the House Committee on Interior and Insular Affairs. Practically all the conservation organizations expressed themselves in favor of the preservation of wilderness areas before it is too late. But the American Planning and Civic Association strongly objected to superimposing any sort of cross administrative action on existing conservation agencies charged by Congress with the responsibility of protecting and administering the wilderness areas in their systems. No action was taken by either House, or Senate but revised forms of the measure are being considered.

Niagara

H. R. 8643 (Buckley, N. Y.) provides for the development of the U. S. share of the power potential of the Niagara River by the Power Authority of the State of New York under a license to be granted by the Federal Power Commission. Passed Congress and sent to the President 8/12/57. H. R. 8740 and H. R. 8741 identical.

Federal City

Just before Congress adjourned H. Con. Res. (Hyde) was adopted and six members of a special Congressional Committee to study the National Capital Metropolitan Area were appointed by the Chairmen of the Senate and House District Committees. The House members are: Rep. DeWitt Hyde, Md., Rep. Howard W. Smith, Va., and Rep. John McMillan, S. C. and the Senate members are: Sen. Wayne Morse, Ore., Sen. Alan Bible, Nev., and Sen. J. Glenn Beall, Md. On the administration side, Commission McLaughlin has already brought together representatives from Maryland and Virginia to confer with District officials on methods of cooperation.

H. R. 6306 would authorize a new 14th Street Bridge to take the place of an out-worn bridge still standing and to pair with a modern bridge authorized in 1947. Reported favorably by the District Committee 6/20/57, passed the Senate 6/26 and returned to the House.

H. R. 9060 (Metcalf, Mont.) designates certain buildings in the vicinity of Lafayette Square in Washington as National Historic Sites. These include: the Dolly Madison House, the Tayloe House and the Decatur House. They would be administered by the National Park Service. See also S. 2724. Referred to Committee on Interior and Insular Affairs.

H. R. 9165 (Hoffman, Mich.) amends the Act of August 30, 1954 which authorized the construction of bridges over the Potomac in order to provide for a bridge in the vicinity of Theodore Roosevelt Memorial Island, which, because of opposition from planning and fine arts officials, has remained unrealized for three years. In the meantime a bill to authorize a tunnel was passed by the Senate 7/3/57 but killed in the House. Rep. Saylor of Pennsylvania then introduced a companion bill to that of the Senate, but Congress adjourned without further action. This bill would leave the exact location to be agreed upon. Referred to House Committee on the District 8/7/57. See Editorial.

Book Reviews

A. B. C.'s OF URBAN RENEWAL. Published by the Urban Renewal Division of Sears, Roebuck & Co., Harry N. Osgood, Director. Foreword by James C. Worthy, Vice-President. 26 pp. Illus. Size 8½ x 11.

One of the most popular publications issued in recent years has been this illustrated message in which Sears-Roebuck recognizes that the company and its executives must play a significant part in aiding local efforts to solve the urban renewal problems of the many communities it serves. Vice-President Worthy declares that:

By way of helping discharge these responsibilities Sears is carrying out a carefully planned program of informing its organization of the complex problems in connection with urban renewal and indicating how Sears people can most effectively contribute towards their solution.

Slums and blight are defined. A workable program is shown to cover codes and ordinances, administrative organization, neighborhood analyses, community planning, financing, housing displaced families and citizen participation. It is recognized that the Federal Highway Program can stimulate Urban Renewal. And finally, T. B. Houser, Chairman of the Board, and F. B. McConnel, President, appeal to all Sears executives:

Sears-Roebuck & Co. and the men and women of Sears can make a major contribution toward the solution of the problems or urban blight and decay in the many cities of the country where we are represented. For this reason urban renewal has been established as a major aspect of the company's public relations program.

We therefore urge our local store managers and other company executives to

associate themselves with and lend active support to the voluntary civic movements set up to deal with the urban renewal problems of their own communities. Because of their training and experience, Sears people can make a major contribution to the success of these movements.

This booklet was distributed at our Main Street 1969 Conference in Little Rock and Mr. Osgood conducted the Roundtable on *The Citizen's Role in Planning*. The booklet is useful not only to Sears people throughout the country but also to civic leaders in general.

Copies may be obtained by writing PLANNING AND CIVIC COMMENT.

NEW IDEALS IN THE PLANNING OF CITIES, TOWNS AND VILLAGES. John Nolen. American City Bureau, 1919. 140 pp. 5 x 7 illus. PLANNING AND CIVIC COMMENT is glad to make available without cost copies of this important booklet to those who wish to complete their City Planning Libraries.

This booklet was prepared during World War I as part of a series for the Overseas Army, A.E.F., by the Department of Citizenship, Army Educational Commission. Before it was actually printed, word was received from France that the men were rapidly being returned to their homes. The American City Bureau, in the belief that the purpose of the book was important, decided to publish it as a public service. The many illustrations were included through the courtesy of the National Municipal League and D. Appleton & Co. from *Satellite Cities*, by Graham R. Taylor; *City Planning*, edited by John Nolen; and *Town Planning for Small Communities*, by Charles S. Bird, Jr.

Planning and Civic Comment

Mr. Nolen presented existing conditions in American cities and towns and pointed out the opportunities which these communities had to profit by city planning. In simple language he explained what city planning meant and what it could do. The principles which should govern the preparation of a city plan were stated to be: economy and the saving of waste in an endeavor to secure the desired results at a minimum of expense; reasonable regard for the interests of the property owner, the taxpayer and the general public; anticipation within proper limits of the requirements of the future and provision for them. The essential elements of the city plan included streets and roads, street railways, steam railroads, commercial waterways and waterfronts, the subdivision of the land and real estate development, the division of a city into zones or districts, parks, playgrounds and other public open spaces, public and semi-public structures and city planning aspects of housing; types of city plans; legislation and organization; the financing of city planning projects; professional training for city planning work; new towns and new standards, and the promise of the future.

Every student of city planning will want to read this booklet, measure the standards and the accomplishments of a generation and take stock for the future. Mr. Nolen gave an excellent history of the movement and included references to the then available books and articles on city planning.

MUNICIPAL YEARBOOK 1957. International City Managers' Association, Chicago 1957. 581 pp. charts, tables, graphs. \$10.

As always contains much tabulated and classified information. Of special interest to planners is the information on metropolitan area development affecting cities, counties and other local governments, including data on the record number of annexations in 1956. The section on planning contains statistics for individual cities on capital budgeting, capital reserve funds, and municipal acquisition and disposition of real property. Statistics, too, on planning agencies have been included.

THE NEW HIGHWAYS: CHALLENGE TO THE METROPOLITAN REGION. By Wilfred Owen, based on *The Metropolitan Transportation Problem*, published by The Brookings Institution. Illus. 32 pp. 8½ x 11. Distributed by the Connecticut General Life Insurance Co., Frazzer B. Wilde, President.

According to the author, in the past five years, metropolitan areas have accommodated 97 percent of the Nation's total population growth and today these metropolitan areas are reaching out at the rate of a million acres a year. Traffic has reached almost intolerable limits. The outlook is worse for the future. The Key, Mr. Owen declares, is *Land Use Planning*. Highways, he declares, can be landscaped to add beauty to the surrounding area instead of contributing to blight. Also he warns that it would be a mistake to allow road costs alone to dictate highway policy when there are possibilities of combining road-building and renewal to achieve the most economical total problem.

Planning and Civic Comment

He outlines a plan of procedure for the total transport picture. He asks many questions. Among them: How can the Federal law be strengthened to assure that roads in urban areas conform with local area planning and promote its realization? Can the right-of-way be acquired in connection with expressway construction to provide for related development of parking areas, shopping centers, industrial district, recreation areas, park lands and related facilities? And finally he declares: the new highway program, broadly conceived, can launch a revolutionary attack on metropolitan problems that is long overdue.

OUTDOOR ADVERTISING AND PUBLIC RELATIONS. An Editorial in the August-September, 1957 *Nature Magazine*.

The editorial relates the experience of the Union Oil Company in cancelling all billboard advertising. It cites the Trendex poll which showed that two out of three Americans are definitely opposed to rural outdoor advertising. The editorial outlines the position of Outdoor Advertising, Inc. And finally reaches the conclusion that the only protection to the public, which is investing its billions in the new highway system, lies in Federal control of the parasitic growth of outdoor advertising along the interstate highways.

THE PORT OF NEW YORK AND THE ST. LAWRENCE SEAWAY. Harold M. Mayer, Associate Professor of Geography, University of Chicago, University of Chicago Press. 1957, 300 pp. \$5.

The port of Chicago is defined to include not only the harbors and

inland waterways within the City of Chicago, but also those in other parts of the Chicago Metropolitan Area which serve the water-borne commerce of that area and its hinterland. The expansion of the Port depends on the enlargement of the St. Lawrence Seaway, the Calumet Sag project to remove the last bottleneck for connections with a vast improved waterway system throughout the Mississippi Basin, and the port terminal, harbor, and associated developments where the Great Lakes-St. Lawrence and Mississippi Basin systems of waterways meet. The author concludes that an over-all metropolitan port agency would greatly facilitate the planning, construction, operation, and promotion of an integrated series of port and terminal facilities of appropriate character, size, and location to serve the needs of the metropolitan area and its hinterland. Because of its experience and demonstrated competence, the present board and staff of the Chicago Regional Port District might well be considered as the nucleus for expansion into a metropolitan port agency.

AMERICAN HOUSING AND ITS USE. Louis Winnick, Research Associate, Institute for Urban Land Use and Housing Studies, Columbia University, with the assistance of Ned Shilling of the same Institute. John Wiley & Sons, Inc. 1957. 158 pp. \$5.50.

The monograph is dedicated to Ernest M. Fisher, Professor of Land Economics, Graduate School of Business, Columbia University. The author undertakes to measure the utilization of housing. He points out that neither the dwelling unit nor

Planning and Civic Comment

the room is an adequate yardstick. "What is clear is that in the past two decades, because of the importance of conventions and the reduction in the average size of new homes our housing stock has grown more rapidly in terms of dwelling units than in terms of rooms, and quite possibly, more rapidly in number of rooms than in floor area." The changing household is discussed. There has been a long-term decline in average household size accompanied by sharp increases in the proportion of very small households and by even more dramatic decreases in the proportion of very large households. Changes in rents are analyzed. In an appendix the author points out errors in census reports.

COMPONENTS OF POPULATION CHANGE, 1940-50. ESTIMATES OF NET MIGRATION AND NATURAL INCREASE FOR EACH STANDARD METROPOLITAN AREA AND STATE ECONOMIC AREA. Donald J. Bogue, Associate Professor, University of Chicago, Associate Director, Scripps Foundation, Miami University. Scripps Foundation for Research in Population Problems, Miami University and Population Research and Training Center, University of Chicago. 1957. 150 pp. 8½ x 11. Voluminous tables.

This volume constitutes a reference book of great value. It is shown that the rates of reproductive change for the Nation (12.6 per hundred) were not typical of reproductive change in most of the economic regions. The lower South and the Rocky Mountain Regions had the highest crude birth rate and death rates well below the national average. Three regions on the Pacific and Gulf Coasts gained heavily from net migration. The Atlantic Belt Region and the Lower Great

Lakes Region had small net gains from migration. Metropolization is accomplished almost entirely from migration. Throughout the Nation the rural-farm population declined during the decade.

Statistics are given for negro and white components, percent changes in population for the Nation and for Urban and Rural areas. It is interesting to note that the recent growth of central cities may be purely temporary. It consists entirely of infants and children under ten years of age. However central cities as a whole lost population through net migration but suburbs made impressively large migration gains.

This volume contains pertinent information which will be valuable to every planner working in the metropolitan and state economic areas.

URBAN LAND USE PLANNING. F. Stuart Chapin, Jr., Professor of Planning, Department of City and Regional Planning, University of North Carolina. Harper & Bros. 388 pp. 1957. Professional Edition \$8. Text Edition \$6.

This volume offers a major reference book for the practitioner and student of city planning, traffic engineering, architecture, housing and public health. It is stated that there has been an increase in the past decade in the number of separate departments in the field of city and regional planning in the universities of the country. The author has opened up the subject by analyzing the basic determinants of land development, notably economic, social and public interest determinants, with behavior theory introduced to provide a conceptual basis for explaining man's actions in the

use and abuse of urban land. The application of city planning is then described, including the urban economy, employment, population and the physical setting. This leads to a consideration of the requirements for location, the amount and in-

tensity of land development so that the city of the future will give proper attention to health, safety, convenience, economy and the amenities of city life. The book is a valuable contribution to the literature of city and regional planning.

Citizen Action for Community Planning

The Planner, the Newsletter of the Buffalo and Lake Erie Planning Association, reports:

The *Buffalo Common Council* has approved the application of Tishman Realty and Construction Company for a variance in the building code, allowing them to use metal-panel walls in a proposed 20-story building on Lafayette Square.

The St. Lawrence Seaway project is about 80 percent complete. According to the U. S. Corps of Engineers, it will be open for deep-draft navigation at the beginning of the 1959 season. The St. Lawrence Seaway is being constructed jointly by the United States and Canada. When completed it will consist of a new system of canals with seven large locks between Montreal, Canada and Ogdensburg, New York. Simultaneously the St. Lawrence Power Project is being developed jointly by the Power Authority of the State of New York and the Hydro-Electric Power Commission of Ontario. Initial production of power will come in 1958 and full capacity the next year.

Megalopolis is a new word meaning the running together of many cities into a continuous urban area that assumes some of the characteristics of a single city. One such area

now exists along the Atlantic Coast, running from Maine to Virginia. It has a population of close to 30,000,000 and is over 600 miles in length.

The Need for Citizen Participation in the planning process is an ever increasing one. BECPA fills that need in this community and we need the moral and financial support of interested citizens.

In the June issue of *The Community Planning Review of the Community Planning Association of Canada*, James W. Wilson, Executive Director of the Lower Mainland Regional Planning Board of British Columbia, trained at the University of Glasgow, Massachusetts Institute of Technology and in the University of North Carolina, asks a number of pertinent questions about *Putting Regional Planning to Work*. He summarized his conclusions:

(1) In the key areas in Canada, containing our largest cities, we are running amok. This is due to ignorance of the situation and to obsolete ideas and forms of government.

(2) The problems involved can be tackled rationally only through regional plans, involving the cities and their hinterlands and all governmental programs influencing the development of land.

(3) To work effectively, regional planning cannot be treated as a local matter.

Planning and Civic Comment

The provincial government must cooperate and, somehow, commit itself to regional plans.

(4) This will involve finding a new role for planning in the structure and workings of the provincial government.

It seems that Canada and its Provinces are suffering from somewhat the same disease as the United States and its States!

Quoted from the *News Letter of the Citizens' Civic Association of Fort Wayne, Indiana*:

Roy W. Johnson, Executive Vice-President of General Electric Company, recently stated: "Adequate long-range planning is the greatest lack in most efforts to improve cities. Planners realize that planning must be with, as well as for, people and that widespread citizen support and participation are vital to the success of urban renewal." "City

after city is finding it essential to stimulate formation of citizen organizations. . . . Under our form of government, it is only when plans are understood and supported by the public that officials venture to undertake necessary actions affecting many people."

Harold M. Lewis, eminent zoning authority, said: "There is growing realization by building owners that off-street loading, like off-street parking, is a sound business investment well worth its cost in preventing untimely depreciation."

The J. Horace McFarland Company of Harrisburg, Pennsylvania, publishers of this Quarterly, were pioneers in providing off-street loading and unloading in their printing establishment.

Recent Publications

- ACOUSTICS FOR THE ARCHITECT. Harold Burris-Meyer and Lewis Goodfriend. Reinhold Publishing Corporation, New York. 1957. 126 pp. illus. \$1.
- COMMUNITY FACILITIES BIBLIOGRAPHY. National Association of Home Builders, 1625 L Street, N. W., Washington, D. C. 140 pp. Free.
- FORECAST OF ECONOMIC ACTIVITY IN THE CHICAGO REGION: A PROGRESS REPORT. Irving Hoch. Chicago Area Transportation Study, 4812 West Madison Street, Chicago. 1957. 61 pp. tables and diagrams.
- PROCEEDINGS OF THE SIXTH ANNUAL CONFERENCE. Florida Planning and Zoning Association, P. O. Box 783, Auburndale, Fla. 1957. 88 pp. \$3.
- THE GOLDEN GATEWAY. Department of City Planning, 100 Larkin Street, San Francisco, Calif. Skidmore, Owings and Merrill, Consultants. 1957. 29 pp. 14 $\frac{3}{4}$ x 11 $\frac{1}{2}$. Illus.
- THE GREEN BROOK PLAN. Planning Board, Green Brook, N. J. Scott Bagby and Robert Catlin. Consultants, 45 Broadway, Danville, N. J. 1957. 34 pp. Maps. \$3.50.
- GREENSBORO SUBURBAN ANALYSIS. George H. Esser, Jr. Institute of Government, University of North Carolina, Chapel Hill. 1956. 197 pp. Illus. \$3.
- CITY PLAN FOR OCONOMOWOC, WISCONSIN. Ladislav Segoe and Associates, 811 Gwynne Building, Cincinnati. 103 pp. Maps. \$5.
- PEOPLE, JOBS AND LAND 1955-1975 IN THE NEW JERSEY-NEW YORK-CONNECTICUT METROPOLITAN REGION. Regional Plan Association, Inc., 205 East 42nd Street, New York. 70 pp. Illus. \$15.
- LAND USE IN PHILADELPHIA 1944-1954. City Planning Commission, 1317 Filbert Street, Philadelphia. 1957. 33 pp. 11 x 17. Maps.
- THE RHODE ISLAND SHORE. A Regional Guide Plan Study 1955-1970. Rhode Island Development Council, State House, Providence. 1957. 119 pp. Illus.
- REGIONAL PLAN FOR THE SAN JUAN (Puerto Rico) METROPOLITAN AREA. Prepared for the Puerto Rico Planning Board by Eduardo Baranano, Planning Consultant. 1956. Printed in Spanish and English. XV maps.
- A PRELIMINARY PLAN FOR THE RAVENSWOOD AREA. Harold F. Wise Associates, Consultants, P. O. Box 737, Ravenswood, West Virginia. 1957. 78 pp. Map.
- OMAHA PLAN. Mayor's Planning and Development Committee. City Clerk. City Hall, Omaha. 1957. 144 pp. Illus. \$10.
- TULSA TOMORROW. Tulsa Metropolitan Area Planning Commission, City Hall Annex, Tulsa, Oklahoma. 1957. Illus.
- BACKGROUND FOR PLANNING—Physical, Social and Economic. Chattanooga-Hamilton County Planning Commission, City Hall, Chattanooga, Tenn. 1957. III vols. 136 pp. Maps.
- GREATER WINNIPEG 1981, A STUDY OF POPULATION GROWTH. Metropolitan Planning Commission of Greater Winnipeg, 301 Mitchell Copp Building, Winnipeg, Manitoba. 1957. 29 pp. Illus. \$2.
- HOW TO MAKE RURAL ZONING ORDINANCES MORE EFFECTIVE. University of Wisconsin, Extension Service, College of Agriculture, Madison. 1957. 21 pp. Illus.
- ZONING MAKES THE DIFFERENCE. City Planning Commission, El Dorado, Arkansas. 1957. 11 pp. Illus. 35 cents.
- THE BRITISH NEW TOWNS POLICY. PROBLEMS AND IMPLICATIONS. By Lloyd Rodwin, Cambridge, Mass. Harvard University Press. 1956. 252 pp. Illus. 10 x 6 $\frac{1}{2}$. (Harvard City Planning Series XVI). \$7.50.

Planning and Civic Comment



Official Organ of American Planning and Civic Association and
National Conference on State Parks

CONTENTS

	Page
Our Great Natural Heritage	1
Toast to National Park Service at National Conference on State Parks, Sept. 19, 1957	7
Editorial Comment	9
Parks and Open Spaces	
Metropolitan Organization on the March	11
Strictly Personal	14
Zoning Round Table	14
Variances, Special Exceptions and the Board of Appeals	
Alexander C. Robinson III Appointed to National Capital Planning Commission	15
Advisory Board on National Parks Takes Important Action	16
Citizen Action for Community Planning	18
Charles A. Phelan, Jr., Executive Director of APCA, Addresses Southern California Planning Congress	20
Planning Education	21
Basic Need for Land	22
New Members—September, October, November, 1957, APCA	28
National Park Wilderness	29
Commentaries	30
Planning and Citizen Support	32
Meetings	33
Unfinished Business	36
State Park Conference at Lake Itasca	40
State Park Notes	41
New Members—September, October, November 1957, NCSP	46
Book Reviews	47
Herblock's Cartoons of Billboards	50-51
Paris is Adding to Its Park Area	52
In Memoriam	53
Recent Publications	55
The Metropolis in Ferment	56
Rock Creek Park	56

DECEMBER 1957

FOURTH QUARTER—OCTOBER—NOVEMBER—DECEMBER

PLANNING AND CIVIC COMMENT

Published Quarterly

Successor to: City Planning, Civic Comment, State Recreation

Official Organ of: American Planning and Civic Association,
National Conference on State Parks

SCOPE: *National, State, Regional and City Planning, Land and Water Uses, Conservation of National Resources, National, State and Local Parks, Highways and Roadsides.*

AIM: *To create a better physical environment which will conserve and develop the health, happiness and culture of the American people.*

EDITORIAL BOARD

HARLEAN JAMES

FLAVEL SHURTLEFF

CONRAD L. WIRTH

CONTRIBUTING EDITORS

HORACE M. ALBRIGHT
HARLAND BARTHOLOMEW
RUSSELL V. BLACK
HAROLD S. BUTTENHEIM
GEORGE L. COLLINS
KENNETH R. COUGILL
S. R. DEBOER
CHARLES DETURK
NEWTON B. DRURY

V. W. FLICKINGER
S. HERBERT HARE
JOHN IHLDER
THOMAS W. MORSE
JOHN NOLEN, JR.
F. A. PITKIN
HUGH R. POMEROY
FRANK D. QUINN
BEN H. THOMPSON

TOM WALLACE

MANAGING EDITOR

DORA A. PADGETT

Entered as second-class matter at the Post Office at Washington, D. C. under the Act of March 3, 1879. Additional entry at Harrisburg, Pa.

EDITORIAL AND PUBLICATION OFFICE, 901 Union Trust Building, Washington 5, D. C.

Printed by the Mount Pleasant Press, J. Horace McFarland Company, Harrisburg, Pa.

Planning and Civic Comment

Vol. 23

December, 1957

No. 4

Our Great Natural Heritage

By DR. R. G. GUSTAVSON, President,
Resources for the Future, Inc.

An Address delivered at the Banquet, held September 19, 1957, of the Thirty-seventh Annual Meeting of the National Conference on State Parks, Itasca State Park, Minnesota.

EDITOR'S NOTE: We present here to the readers of PLANNING AND CIVIC COMMENT, Dr. Gustavson's inspirational talk. It will be included in the AMERICAN PLANNING AND CIVIC ANNUAL which presents the Proceedings of the Conference.

I hope you will pardon me for relating some personal experiences. It was my lot to be born on the other side of the tracks, as it were, in the city of Denver, and as a boy I sold newspapers. "The Rocky Mountain News," the newspaper that I had the privilege of acting as a salesman for, gave an annual picnic to the newsboys which was held at Morrison, Colorado, and most particularly at a place called "The Red Rocks" which has now become a very fine park. Incidentally, this is a distance of seventeen miles from Denver and at that time one travelled there by train. A part of the entertainment presented to us on that occasion was a talk and hike under the leadership of a geologist from the neighboring Colorado School of Mines. He talked to us about the rocks and the hills around us and gave us a picture of their past history. One of the things he pointed out to us as we followed him on the hike, was a large footprint in the sandstone of a dinosaur. I am sure it was the first time that any of us had ever heard of the great geologic past with its great oceans and strange animals. This gave me my initial interest in geology which was followed by taking a course in that subject at the first opportunity, when I entered West Side High School.

Since that time the wonderful mountain park system has developed, providing some of the finest recreational opportunities found anywhere. Red Rock Park can now be reached by automobile in the course of half an hour, travelling over a very fine cement highway.

Let me pause for a moment to contrast this experience with my recent experience on coming to the city of Washington, D. C. Arriving in the month of July, my wife and I tried to use the first Sunday we were in Washington to make a trip to the ocean to have the opportunity to feast our eyes on a great body of water. We had our automobile, we had maps, we travelled and tried our best to get to the ocean's edge. We finally ate our lunch in the woods and we turned home because everywhere that we tried to reach the ocean we were met by a sign "No Trespassing—Private

Planning and Civic Comment

Property." It was therefore no surprise to me when I read in the report by the United States Department of Interior, National Parks Service, entitled "Our Vanishing Shoreline" that "of the 3,700 miles of general shoreline constituting the Atlantic and Gulf coasts only 6½ percent, or 240 miles, are in Federal and State ownership for public recreation."

Before going further, let me describe another experience which I had in the city of Chicago on visiting the great Museum of Science and Industry in that city. It was shortly after the Atomic Energy Commission had been established and the Museum of Science and Industry had set up an exhibit for the citizens, and I presume especially the youngsters of the city of Chicago, to give them some ideas and firsthand experience concerning the great discoveries that are in the process of remaking the world. This particular exhibit was one in which a group of frogs had been fed radioactive phosphorus, in the form of phosphates I suppose. Another group of normal frogs was also kept in the case. The exhibit provided a simple Geiger counter which could be moved around, so that the youngster could place it near a frog in whose tissues radioactive phosphorus was stored, so he could hear the clicking of the Geiger counter and he could compare it with the experience of placing it near a frog which had not been given any radioactive phosphorus, and consequently no clicking on the Geiger counter occurred.

A group of boys was fascinated with this isotope experiment and placed the Geiger counter first on one frog and then on another. A guard whose job it apparently was to keep things in order saw this continued interest on the part of the boys, came over to them, and said: "You've done that long enough now. Cut it out. What are you trying to do? Kill that frog?" Obviously the guard had not the slightest notion of the experiment.

Now it seems to me that these three simple episodes have a very profound lesson for us. In the early days in Colorado the only problem was transportation. One train a day was the only answer. Taking into consideration the time to get to the Denver depot, the total time required from home to the Red Rocks was about three hours. Today you can make that same trip over a cement highway in less than one-half hour.

The mountain parks were available then. They are available now, thanks to the foresight of fine Denver leadership. How different is the situation in the East, where settlements took place hundreds of years before the West was settled, at a time when recreation was not a problem. As a consequence the citizens of the East, in spite of the fact that they have excellent roads and fine automobiles, are denied the right to look at the ocean in a great many places because the seashore has been pre-empted.

Let me call your attention to the inspiration that can be given to young people by a trained and knowledgeable person. I hope the Park Services in general will continue and expand this kind of educational work.

Let us examine the situation a little further to see what has happened in the fifty years that have elapsed since my original visit to the Red Rocks of Morrison, Colorado. Let us look ahead eight or ten years and see what

Planning and Civic Comment

further changes we may expect. By 1975 the population of our country will be something between 225 and 230 millions of people. Most of these people will be city people. Five-sixths of all of the Nation's employment in 1957 is located in the urban areas. City associated activities have grown from 70.6 percent of all employment in 1940 to 83.4 percent in 1957. By 1975 it is expected that only one-fifteenth of the Nation's projected population of some 227 millions will be residing on farms. Even now only 9.5 percent of the United States employment is in agriculture, forestry, fishing and mining. We need to orient ourselves to the fact that the United States is now largely an urban entity. The city is the heart of our economic life and is the natural focus of settlement. Within an area containing 15 percent of the total land surface of the United States, there were in 1950 over half of the total population; nearly three-fourths the total industrial employment and 59 percent of the total income. In fact, within eight percent of the area of our country are to be found 43 percent of the population and 68 percent of the manufacturing. What does this mean in terms of great demands for outdoor recreational facilities? Over the next two decades 41,000 miles of super highways will be constructed, connecting every major urban area with an expressway network over the United States. This was authorized in the 1956 Federal Aid Highway Act, Public Law 627, and it is what we are now commencing to pay for in increased gasoline taxes. This new super highway system cannot fail to have almost revolutionary impact upon the recreational facilities of our country. The recreational areas will be bound even more closely to the cities than they have ever been bound in history.

Today we have one of the highest per capita incomes of any country in the world. We have the shortest working day and the shortest working week. We have the highest per capita ownership of transportation in the form of the automobile of any place in the world. This tremendous industrialization and high standard of living have been made possible by great mechanization and specialization. Men today are bound as never before to routine tasks. I shall never forget my visit to one of the great plants in our country manufacturing radios. I saw the radio start out as a plain piece of board at one end of the assembly line of workers. As it passed each worker, he or she added a screw, a nut, a piece of wire, a tube, a bit of solder, until the finished radio appeared at the other end of the line. While we were watching this magnificent picture of modern industry, my friend said to me: "We must get out of here now because it is almost quitting time and these people will drop a screwdriver in mid-air when the bell rings and there will be a stampede to get out." And I thought to myself, if I had been using a screwdriver to put a single type of screw at a certain place for eight hours, I, too, would drop the screwdriver in mid-air and stampede to get out.

What is the impact of the high nervous tension which the executive faces today in modern industry? What is the result of the prolonged nervous strain that the modern schoolteacher is under with her large classes?

Planning and Civic Comment

What are the needs of the industrial worker carrying out routine tasks day in and day out? What kind of recreation is available and what kind of recreation should be available? Recreational needs in the out-of-doors would seem to fall in three definite classes. In group 1 are city parks, where people in the course of one-half hour, or maybe even less than that, can get to one of these parks to appreciate the out-of-doors. Good city planning calls for more and larger city parks. In group 2 are the state parks, which should be available for an outing where the entire trip can be made within one day or a week-end. And finally, our great national parks which should be available for the longer vacation period. To take care of the ever increasing number of people seeking recreation calls for a great effort.

Let us be philosophical for a moment. Every American is entitled to a number of deep and lasting impressions; sunrise or sunset over oceans, deserts, mountains, clear blue skies sprinkled with stars, wind and rain in a forest; a view of the spectrum of life from the tiniest plant to the great redwood; the simple protozoa to giant elephant.

Our high national income, our shorter working day and shorter working week, our ever improved highways, our large number of automobiles, are giving and will give in increasing numbers thousands of people the opportunity to broaden their horizons. They want to see the mountains and the plains, the great rivers and the great lakes, they want to hear the splash of still waters when fish disturb them, they want to be at home in their world. Kenneth Patton has said much better what I am trying to say in his poem.

Gather into yourself all the world.

Lie on the earth and feast on the sky.

Print upon the films of your eyes' inner theatre the images of all its forms and creatures.

Record upon your inner ear the sounds of water and wind, leaves and birds, the voices and songs of people.

Gather the stars into your mind, and the knowledge of huge spaces and the length of time.

Be rich with friends and companions.

Discover the loveliness of your mate and your fortune in the faces and hands of your children.

Give and be given unto, that within you may be stored and reborn all of the world about you.

You, who are nature, be all of nature;

For nothing can be strange to you, and never in the heavens and earth can you be homeless.

So much for the world of "First Impressions."

The second world is the world of Science. It is a world of corrected sense impressions. The world is round and evolves about the sun. The heavens are sprinkled with giant suns so far away that the light which falls upon our eyes tonight started from them long before Christ was born. The radio astronomer is peering into depths, as it were, far beyond any-

Planning and Civic Comment

thing that the light telescope could make available to us. The universe is expanding, expanding not only in reality but our concept of the universe is expanding. But what about living forms? The physical scientist has done a remarkable job in the last several hundred years in separating out for us the now something like a hundred basic elements which are the fundamental building stones of the universe.

Chemistry has now worked out very complicated and extensive relationships that exist between the elements. The biologists also have been busy cataloguing living forms and they have done a remarkable job. The complicated problem of dynamic relationships between living forms, however, has only been scratched on the surface. Only recently did we discover the antagonisms existing between certain fungi and disease-producing organisms. The field of antibiotics is just one example of the practicality of knowing these relationships. Modern industry and agriculture by their very nature are destroying many of these biological entities, and of course the nature preserves that have been established and will be established and kept, are most valuable in preserving for us living forms whose real place in nature has yet to be determined. They therefore have a value that cannot be estimated. To destroy these reserves might result in something comparable to a chemist losing some of the basic elements.

There is a third world which in some respects is of greater significance than either the world of first impressions or the world of science. It is the world of values; sometimes called the world of reality; sometimes called the world of religion. It is the world which gives meaning to the scientific world. It is one thing, for example, to know all about the chemistry and biology of milk. This information is most valuable. However, all of this information is of little or no significance unless somehow we know how to distribute that milk to the children of our society.

Now I should like to call your attention to some recent work in a field of science which I believe bears heavily on the place of recreation in the life of our people living in this modern industrial and atomic age. This is a new field that is just opening up and which is very hard to describe. Let me attempt it by outlining some recent experiments. Professor Curt P. Richter, of Johns Hopkins Medical School, in a paper presented recently before a memorial seminar in honor of the late Professor Walter Cannon, begins his paper with the following statement:

“‘Voodoo Death’—that is the title of a paper published in 1942 by Walter Cannon. It contains many instances of mysterious, sudden, apparently psychogenic death, from all parts of the world. A Brazilian Indian condemned and sentenced by a so-called ‘Medicine Man,’ is helpless against his own emotional response to this pronouncement—and dies within hours. In Africa a young negro unknowingly eats the inviolably banned wild hen. On discovery of his ‘crime’ he trembles, is overcome by fear, and dies in 24 hours. In New Zealand a Maori woman eats fruit that she only later learns has come from a tabooed place. Her chief has been profaned. By noon of the next day she is dead. In Australia a witch doctor points a bone at a man. Believing that nothing can save him, the man rapidly sinks in spirits and dies.

Planning and Civic Comment

"Cannon made a thorough search of reports from many primitive societies before he convinced himself of the existence of voodoo deaths. He concluded ' . . . the phenomenon is characteristically noted among aborigines—among human beings so primitive, so superstitious, so ignorant, that they feel themselves bewildered strangers in a hostile world. Instead of knowledge, they have fertile and unrestricted imaginations which fill their environment with all manner of evil spirits capable of affecting their lives disastrously . . . ' "

Professor Cannon then asked himself the question: "How can an ominous and persistent state of fear end the life of man?" Having accepted then the possibility of "Voodoo Death" Professor Richter proceeded to set up experiments trying to place limiting values on this preconception. His experiments in my opinion are fundamental. He found, for example, if he trapped rats, wild rats, in a sort of leather bag which provided ample air for their living purposes, but kept them trapped, they struggled for awhile, then apparently gave up the struggle and died. Why did they die? Not for lack of air, not for lack of stored chemical energy in their muscles. What physiological and psychological processes were involved? If one repeats the experiment, only this time after the animal has made a struggle he is temporarily liberated, and then trapped again, this second time the struggle goes on to complete exhaustion, a much longer struggle than the initial one. The same kind of an experiment can be carried out by forcing rats to swim, under conditions from which they cannot escape. The crux of the experiment is that if the rat has reason to believe, by virtue of a single experience, that the situation is not hopeless, he makes a struggle far beyond what he would make and lives much longer than he would ordinarily do under the same conditions, just because he thinks the struggle is not hopeless. The implications of this kind of study for the world in which we live which is one dominated by fear, must be obvious. Here is a new field asking for the most careful kind of experimentation.

The routine of mechanized industry which I have already referred to, the heavy burden carried by the modern executive, all speak for a life that may be filled with frustration. If there is any significance at all to the Richter experiment it would seem to me to indicate the great necessity of release from this kind of a trap. Our parks—the city park, the state park, the national park—offer this great opportunity.

And so let me say that you people here who are working in this great field of preserving a heritage of nature undisturbed; who are offering recreation out-of-doors; who are teaching our people how to commune with Nature, are also offering a way out, at least in part, from the frustrations of our times and so you are contributing in the last analysis to the extension of life itself.

Toast to National Park Service at National Conference on State Parks, Itasca State Park, Minnesota, September 19, 1957

By IRA B. LYKES, Chief, Park Practice

In the nearly one-quarter century during which it has been my honor and privilege to serve with the National Park Service, I have been asked to perform many duties and to do many things—some relatively easy, others more difficult. Tonight, however, the assignment given me appears to be just about impossible. I have been requested to take Connie Wirth's place in offering the National Park Service toast and everyone will agree, I am sure, that no one can truly take Connie's place. The best I can do in this instance, therefore, is to offer my best, though inadequate representation.

Director Wirth has asked that I extend to you—each and every one—his warmest personal regards, and to express for him the sincere regret that he finds it impossible to be with us on this occasion.

We are gathered here in conference through our dedication to parks and their place in human society. It is fitting and appropriate that we take these few moments to reflect upon a significant event in the park movement—a movement that plays a role of ever-increasing importance in present-day American life.

One week ago tonight, at about this same hour, several hundred national park superintendents, their families and friends, gathered at the confluence of the Fire Hole and Gibbons River—where the Madison is formed in Yellowstone National Park near the base of National Park Mountain—there to witness the re-enactment of one of the truly great moments in our Nation's history. Certainly this was an important occasion to all of us who have dedicated ourselves to the development and administration of parks and park systems. At this very moment, this re-enactment is being repeated, for precisely 87 years ago tonight—on September 19, 1870—the Washburn-Doane Expedition camped at that same spot and there, around a glowing campfire, was born the national park idea—an idea that has blossomed forth as an ideal befitting a great and powerful Nation.

Permit me to quote the words of the distinguished Montanian Cornelius Hedges as stated in the re-enactment of this memorable scene. Hedges is speaking to General Henry Washburn, Nathaniel P. Langford, Samuel Houser, and others of this intrepid band of men who, during the preceding weeks, had made their way by horseback through that wonderland of nature. Here are his words:

It seems to me that when nature brings into being a region such as we have seen these last 25 days, that it belongs, not to a few men—but to the *people*, all of the people. That it should be an area for enjoyment and recreation, free from all the strains of com-

Planning and Civic Comment

mercialism, selfish interests, and private ownership. We have here just now conceived an idea—that of setting aside the area we've covered as a kind of park. That's my idea, too, but I feel, and strongly, that it must not be a privately owned or operated park, but a national park.

This statement was followed by utter silence, for Hedges' suggestion was such an innovation in view of their earlier consideration of a program of private exploitation.

It was Nathaniel P. Langford who voiced the first response to this proposal, and may it be said to the everlasting credit of those who were present on that memorable occasion that all gave unselfishly in their efforts to gain their appointed objective.

The public enthusiasm in response to the Washburn-Doane Expedition, not only in Montana but throughout the Nation, was astonishingly effective. This was not only due to the respect people in the state held for such men as Washburn, Langford, Houser, and Hedges, but also due to the energy these men threw into promoting the idea conceived at that campsite on September 19 so many years ago. The expedition not only created vast interest in the region of the explorers, but among laymen and politicians in the state of Montana, in Washington, New York, Philadelphia, and the country at large. It also started a movement which grew through their efforts in the conception of establishing national areas "dedicated and set apart as a public park or pleasuring ground for the benefit and enjoyment of the people, with proper administration, protection, and development by the Federal Government."

The principal exposition of the idea of a national park was chiefly promoted by Nathaniel P. Langford who later became the first superintendent of Yellowstone National Park.

On December 18, 1871, a bill to establish Yellowstone National Park was introduced simultaneously in both Houses of the Congress. This bill ten weeks later became a law on March 1, 1872. On March 13 a civil act was introduced in Congress carrying an item of \$40,000 for the continuation of the Hayden Survey under the direction of the Secretary of the Interior. This survey proceeded to set the boundaries of the park and our great movement of national parks in America was established and under way.

To say that Yellowstone National Park was the first "pleasuring ground" for the citizens of this Nation would be inaccurate, for a number of years previous to the Washburn-Doane Expedition the people of California, for example, had satisfied their requirements for nature-recreation in the beautiful Yosemite Valley, now another of our Nation's vast and spectacular areas.

In a larger sense, the memorable Yellowstone incident is symbolic—not alone of the national park movement, but of the nationwide movement to create and preserve "pleasuring grounds"—as the best example of nature's handiwork and as the places where recreation opportunities are available for the many and not alone for the few.

Our glasses have been filled with sparkly clear water taken from the

confluence of the Fire Hole and Gibbons Rivers, and sent to us on this occasion by Director Wirth. We raise them now to this toast: May we increase our dedication in the cause of preservation of our historic scenes, our cultural and scientific heritage, and in the magnificence of nature's handiwork as exemplified in the parks given into our hands for safekeeping; may we gain strength from the inspiring work of others who have gone before us and who have given unselfishly of themselves so that this cause might survive and grow throughout the years. To the past, and to the future of parks in a free society under God, I offer this toast. Thank you.

EDITORIAL COMMENT

Parks and Open Spaces

With the spectacular increases in the population of metropolitan areas and the promise of even greater increases to come, occupation of the land has generally been without benefit of planning in the newly occupied areas. This lack of planned development has led and is leading to congested communities with no adequate provision for parks, parkways and playgrounds.

Some eminent leaders are voicing concern. City Planner Ronald Campbell in the *Journal* of the Commonwealth Club of San Francisco, makes an eloquent plea for preserving open spaces and green belts before it is too late in the rapidly growing San Francisco Bay Area. Charles Eliot has made a recent park survey in the metropolitan area of Washington, D. C. and is recommending an extensive program of park acquisition. In answer to the complaint that such public reservations remove taxable property from county and town, Mr. Eliot declares that property values in overcrowded districts are in the long run less than those of communities which are provided

with adequate school and play grounds, parks and parkways. In other words parks, parkways and playgrounds are a good investment for the community financially as well as socially.

In many cities encroachments are being made on existing parks by unrelated projects such as express highways, automobile parking lots and even municipal buildings, under the mistaken notion that it costs nothing to use land already publicly owned for any public purpose. The Texas Supreme Court has provided a very good precedent to discourage such loose practices. The decision declared that by its century of use Travis Park was dedicated to park purposes and the city council, therefore, had no authority to let a contract for the erection of facilities for automobile parkings.

In the location of the 41,000 miles of the Interstate Highway System already there have been threatened encroachments upon National Parks and Monuments as well as upon State Parks. Why not adopt a Federal standard requiring state and local highways profiting

Planning and Civic Comment

by the 90 percent Federal grant to avoid national, state and local parks?

In 1955 the American Planning and Civic Association held a national conference on Parks and Open Spaces. It came to light then that no planning agency could

claim that its plans for parks were adequate for the present or the future. There is now every indication that planning and park commissions have begun to wake up, but they must act soon or lose opportunities to secure adequate parks in the right locations.

Metropolitan Organization On the March

The people of the United States and their legislators are beginning to think in metropolitan terms. *Connecticut* has appropriated \$90,000 to the State Development Commission for studies to define the logical economic planning regions of the State and to provide technical assistance to metropolitan and regional areas. Here a regional planning agency, once created, has the right to plan for the entire region. In *Georgia*, municipalities and counties may set up joint planning commissions which have the power to zone, regulate subdivisions, establish official maps, regulate structures in mapped streets, public building sites and public open spaces. In *Illinois*, a permanent Northeastern Planning Commission for the Chicago Metropolitan Area has been established to make plans for land use, transportation, water, sewage disposal, drainage, flood control, pollution, schools, parks, recreation, governmental services and civic design. In *Kansas* adjoining cities and counties are authorized to form joint planning commissions. In *Louisiana* regional planning commissions may be set up by any municipality and a contiguous parish or by two or more local governments to plan for

the development of the region and to give planning assistance to local governments. *Minnesota* has authorized a regional planning commission for the Minneapolis-St. Paul area, which will have planning jurisdiction over inter-municipal affairs in five counties. Another contiguous county may be added by action of its county commissioners. The commission is financed by an area-wide tax levy. In *Montana*, cities and counties may form joint planning boards. The State of *Washington* has authorized cities and counties to cooperate in the formation of regional planning agencies and permits such agencies to receive Federal planning money. These are recent developments. The Detroit Regional Planning Commission has long existed. In 1952 the National Capital Regional Planning Council was created by Congress. There are many others.

We are now beginning to see metropolitan governments established. *Dade County, Florida*, has been formed into an administrative unit, with a county manager. Planning and zoning are left under local control. Unified powers are given over slum clearance, traffic, parking and drainage. The Tennessee Legislature has enacted legis-

lation to authorize consolidation of municipalities and counties with a population of 200,000 or more. Knox and Davison Counties, in which Knoxville and Nashville are located, have named official charter commissions. *King County, Washington*, is in process of forming a metropolitan municipal corporation. In *California*, the legislature has established the San Francisco Bay Rapid Transit District to replace the Rapid Transit Commission which has made rapid transit plans for the six largest Bay counties. In *Washington, D. C.* Congress has authorized a joint committee of six to study the metropolitan region and make recommendations. President

Robert E. McLaughlin of the Board of Commissioners has organized a Conference of Governmental and Legislative Representatives of the area to study regional problems and promote harmony and cooperation between the political subdivisions in the area. Many State Legislatures have authorized surveys and many cities are conducting studies of metropolitan problems.

The *Evening Star* of Washington has recently issued a series of eight full page illustrated articles in the Sunday papers on "Metro—City of Tomorrow".

Metropolitan organization for planning and administration is on the march.

Strictly Personal

Tracy B. Augur, Assistant Commissioner for Urban Planning Assistance, received a Distinguished Service Award from the Housing and Home Finance Agency on October 15, 1957. The citation read as follows:

With true distinction Mr. Augur has directed the Urban Planning Assistance program authorized by the Housing Act of 1954. This Federal aid program designed to stimulate small urban communities, regions and metropolitan areas to undertake constructive planning has had a dramatic impact on planning activities across the country. To Mr. Augur goes great credit for consistently emphasizing state opportunities and state responsibilities in the program which now provides planning assistance for over 430 small communities and thirty metropolitan areas and urban regions.

Roads, succeeding A. C. Clark, who resigned May 31. Mr. Royster will direct the major bureau activities that embrace construction and maintenance of all roads in Alaska, highway construction in national forests, national parks, Indian reservations and foreign countries.

A Resolution honoring Bleecker Marquette was adopted by the National Association of Housing and Redevelopment Officials at the annual convention in St. Louis, Oct. 23, 1957. In the citation high tribute was paid to Mr. Marquette for his influence in molding public opinion in Cincinnati in support of housing improvement. Mr. Marquette has now retired from the Better Housing League of Cincinnati.

Paul F. Royster has been appointed assistant commissioner for operations of the Bureau of Public

Planning and Civic Comment

The appointment of Dr. John Allen Krout, vice-president and provost of Columbia University, New York City, and Earl Howell Reed, architect of Chicago, by Secretary of the Interior Fred A. Seaton to the Advisory Board on National Parks, Historic Sites, Buildings and Monuments has been announced. Dr. Krout and Mr. Reed succeed Maj. Gen. U. S. Grant 3rd and Dean Turpin C. Bannister, University of Illinois whose terms expired on June 30th. Board appointments are for a six year period.

Charles W. Eliot has been engaged by the National Capital Planning Commission to review plans for the Fairfax and Prince George's County sections of the George Washington Memorial Parkway.

Everett B. Mansur has been appointed a member of the Executive Committee of the City Planning Division of the American Society of Civil Engineers.

In mid-November at the invitation of Howard Menhinick, Regents' Professor of City Planning at Georgia Institute of Technology, Flavel Shurtleff conducted a week of seminars on the legal principles involved in land use takings under eminent domain and land use controls under police power.

The Annual Great Lakes Park Institute to be held Feb. 24-28, 1958, will have as the speaker at the annual banquet, Charles A. Phelan,

Jr., Executive Director of the American Planning and Civic Association, Washington, D. C. Information on the Institute may be secured from the Department of Recreation, Indiana University, Bloomington, Ind. This will be the 12th annual Training Institute.

Sir Hugh Casson, eminent British architect who was the architectural director of the Festival of Britain in 1951, made a recent trip to the United States and gave a series of talks based on his observations over the BBC. The *New York Times* of October 27, 1957, adapted this series into a single article, which was printed in the magazine section entitled, "Critique of our Expanding 'Subtopia.'"

Frederick Gutheim has been named Staff Director of the Congressional Study of Area Problems by the Joint Congressional Committee. A preliminary report will be submitted to Congress by January 31, 1958.

David B. Elwood is now associate planner with the San Diego city planning department. He had been analyst with the Tucson City-County Planning Department.

Charlton F. Chute has been appointed Director of the Institute of Public Administration, which has headquarters at 684 Park Avenue, New York 21, N. Y.

Lewis Mumford, sociologist, writer and Bemis professor at the Massachusetts Institute of Technology,

was honored by the British Town Planning Institute last summer by the award of the Institute's Gold Medal, the third such medal ever presented by the Institute and the first to a non-British citizen.

Walter H. Blucher has been appointed by Governor Stratton of Illinois as a commissioner of the newly created Northwest Illinois Metropolitan Planning Commission. The Agency was authorized by the 1957 Illinois Legislature for six counties in the Chicago metropolitan area.

Paul Brace has been appointed director of the newly created planning department of El Dorado County, California. He was formerly assistant city planner in New Rochelle, N. Y.

W. C. Dutton, Jr., newly appointed executive director of the American Institute of Planners will come to Washington to establish the new national headquarters of the AIP, effective Jan. 1, 1958.

Martin Meyerson, first Frank Backus Williams Professor of City Planning and Urban Research, at Harvard University, is Director of Harvard's new center for urban studies.

Laurance S. Rockefeller has been elected to the Board of Trustees of the National Geographic Society. In announcing the action, Dr. Melville Grosvenor, Society Presi-

dent, said: Mr. Rockefeller's acceptance of the trusteeship gives new impetus to the society's constant efforts to protect and extend the parklands of the United States.

Grady Clay, of the Louisville *Courier-Journal*, has been elected president of the National Association of Real Estate Editors.

The Southeast Chapter, American Institute of Planners, has just elected new chapter officers for 1958: Irving Hand, President; Joe B. Whitlow, Vice-President and Mrs. Shirley F. Weiss, Secretary-Treasurer.

Nelson and Winthrop Rockefeller, who have made construction news in Puerto Rico with their poured-in-place concrete house—have now entered into the home building business in this country on a large scale. They will operate through the IBEC Housing Corporation as they did in Puerto Rico. Their first venture in the United States will be a 2000 house tract on 640 acres, located 10 miles north of Fort Lauderdale. The IBEC Housing Corporation is an offspring of the Rockefeller family founded International Basic Economy Corporation and Winrock Enterprises, Inc., headed by Winthrop Rockefeller. Founded in 1948 the housing corporation built a 204-unit project in Norfolk but since that time has concentrated its activities overseas. Since 1954 the corporation has completed 1583 homes near San Juan, Puerto Rico.

Zoning Round Table

Conducted by Flavel Shurtleff, Counsel, APCA

VARIANCES, SPECIAL EXCEPTIONS AND THE BOARD OF APPEALS

Under the revised planning and zoning law for Georgia passed in 1957 there can be no variance granted for a use which violates the regulations on a zoning ordinance. The same result is reached under the zoning ordinance for Baltimore County adopted in 1948 which limits the power "to grant general exceptions (the Maryland synonym for variances) to area, building location and height regulations" in cases of practical difficulty and hardship.

These two instances reflect a deep-seated dissatisfaction with the handling of hardship cases by the Board of Appeals by no means limited to Baltimore County or to Georgia. Originally inserted in zoning laws as a safety device to prevent disastrous court rulings in the testing days of zoning, it has been used all too freely in cases where the only hardship came exclusively because of the regulations and was suffered by *all alike*.

The phrasing of the variance regulation in early laws and ordinances was open to a liberal interpretation. Boards of Appeal were authorized to grant variance from the terms of the ordinance "where, owing to special conditions, a literal enforcement will result in unnecessary hardship." Boards of Appeal felt justified in ruling on what constituted "special conditions" and "unnecessary hardships" and in many places completely nullified the purposes of zoning and undermined public confidence in this method of

land use control. Many state supreme court decisions reversed these liberal findings by Boards of Appeal, and correctly defined the meaning of "hardship," but court action was a slow and expensive method of checking a growing evil. As early as 1928 the New Jersey zoning law confined the granting of use variances to land abutting and within 150 feet of a zone in which the requested variance was a permitted use. Other zoning laws and ordinances defined the nature of hardship as one *peculiar to the land* of the applicant. Still other suggestions included a complete listing in the zoning law of the special cases for which use variance permits could be granted.

Admitting that adjustments of *area* regulations are necessary, they can be made by the enforcing officer as long as aggrieved parties have a right of appeal to the legislative agency or to the court. Hardships which should be relieved by permitting the desired use can best be handled by a change in zoning classification. Consequently it would seem sound practice to remove the Board of Appeals entirely from the field of variances for hardship.

Permits for special exceptions are also under the scrutiny of planners and administrators. Unlike variances, no hardship need be shown in applying for a special exception. They are rather the result of attempts to make the zoning regulations more flexible, and are concerned with uses which

are difficult to handle because of their peculiar incidents and effect on the neighborhood. They are usually prohibited of right and allowed only after a hearing before the Board of Appeals and subject to conditions both expressed in the ordinance and imposed by the Board. It is illogical that the Board of Appeals should settle questions often of planning policy rather than the Planning Commission whose special function is planning policy making and guidance. Is it not better practice to include in the zoning ordinance a section on "Special Use Regulations" in which would be listed all the special exceptions? Careful conditioning of each use in the ordinance and their approval by the enforcing officer subject to review and appeal would take the place of the hearing by the

Board of Appeal. It would be good practice in clear cases involving planning policy to require review by the Planning Commission and its written approval before a permit could be issued.

These changes in procedure would leave to the Board of Appeals only appellate functions from rulings by the enforcement officer. In any given jurisdiction it could readily be ascertained if appeals from the enforcement officer were increasing in frequency or importance and procedural changes could be made to fit the situation. It is possible that the Board of Appeals could be entirely eliminated as an administrative agency in zoning. There would seem to be no insuperable obstacle to making the statutory changes necessary.

President Eisenhower Appoints Alexander C. Robinson III to National Capital Planning Commission

Alexander Cochrane Robinson III, was appointed by President Eisenhower in September, 1957 to a six-year term on the National Capital Planning Commission. Mr. Robinson is an architect of Cleveland. He is a native of Pennsylvania and holds degrees from Princeton and Columbia Universities. This marks Mr. Robinson's second planning post. From 1934 to 1946 he was a member of the Cuyahoga County Planning Commission, an organization which oversees development of unincorporated areas around Cleveland.

Mr. Robinson was associated

with the firm of architects of George H. Schwan of Pittsburgh, 1919-1920 and with Abram Garfield of Cleveland, 1920-26. He has been a member of the firm of Garfield, Harris, Robinson and Shafer, architects of Cleveland, since 1926.

He is a Fellow of the American Institute of Architects and served as President of the Cleveland Chapter, A. I. A. 1935-37.

In speaking of membership on the Commission, Mr. Robinson said he thought that "Washington belongs to everyone in the United States."

Advisory Board on National Parks Takes Important Action

The resolutions adopted by the Advisory Board on National Parks, Historic Sites, Buildings and Monuments at its meeting in Sequoia National Park in October, are so important and cover so many issues on which the American Planning and Civic Association has taken a stand, that we present the resolutions in full as released by the Department of Interior on November 19, 1957. The members of the Commission are: Walter L. Huber, San Francisco, Calif., Chairman; Frank E. Masland, Jr., Carlisle, Pa., Vice Chairman; Harold S. Wagner, Akron, Ohio, Secretary; Horace M. Albright, New York City; Dr. John O. Brew, Cambridge, Mass.; Dr. E. Raymond Hall, Lawrence, Kans.; Dr. John Allen Krout, New York City; John B. Oakes, New York City; Earl Howell Reed, Chicago; Fred Smith, Newark, N. J.; and Carl I. Wheat, Menlo Park, Calif.

1. WHEREAS, the Advisory Board on National Parks, Historic Sites, Buildings and Monuments feels strongly that *Dinosaur National Monument*, because of its outstanding scenic, scientific, and historical assets, deserves National Park status; and WHEREAS, the Board feels that widespread public interest in this area requires that an early effort be made to develop the Park and to make available to all the people the remarkable natural assets of the area; and WHEREAS, the Nation is in critical need of more National Parks to serve the growing demands of the public; and WHEREAS, Senator Gordon Allott of Colorado and Representative John

Saylor of Pennsylvania have each introduced a bill (S. 2577 and H. R. 935) in the present Congress to create National Park Status for Dinosaur;

BE IT THEREFORE RESOLVED, that the Board express its appreciation to Senator Allott and to Representative Saylor for their efforts on behalf of Dinosaur and the increasing number of National Park enthusiasts; and the Board urges the Secretary of the Interior to report favorably upon these bills at the earliest possible time.

2. RESOLVED, that the Board records its appreciation of the action of the National Geographic Society in acquiring Russell Cave, Alabama, for permanent preservation as part of the archeological heritage of the Nation, and in joining with the Smithsonian Institution in conducting archeological excavations and research there which will be of lasting importance to our prehistoric record, and therefore recommends that the gift of Russell Cave by the National Geographic Society be accepted for establishment as an appropriate unit in the National Park System.
3. The Board is gratified that the MISSION 66 program for Yellowstone National Park contains provision for restoration of the road to the summit of Mt. Washburn which has been unusable for many years. The Board urges that this project be given high priority for early reconstruction and repair in order that the existing public may enjoy the superb panoramic views of the Park and surrounding territory, observe the plant and animal life indigenous to this high altitude environment, and obtain the benefit of the interpretive features of a fully equipped fire lookout and control station. Also the Board is concerned about the dispersal of Yellowstone

Planning and Civic Comment

- Park visitors throughout the Park including the Mt. Washburn Dunraven Pass region and clearly the restoration of the Mt. Washburn road would encourage extensive travel in that part of the Park, and eliminating the pressures in the geyser basins.
4. The Board commends the Department of the Interior for eliminating the grazing of cattle within Grand Teton National Park west and north of the Snake River and expresses the hope that the grazing of cattle within the entire Park may be further reduced at an early date. The Board also hopes that the hunting of elk within the Park will be terminated in 1958.
 5. In view of the fact that opportunities for preservation of the best remaining areas of seashore and Great Lakes shores are rapidly diminishing, as revealed in the seashore and lakeshore surveys being conducted by the National Park Service with donated funds, the Board commends the Secretary for his efforts to preserve public seashore and lakeshore areas and urges that he use all proper means to seek authorizing legislation and adequate appropriations to acquire, and to assist the States in acquiring, the finest remaining areas, as indicated in the said surveys.
 6. **RESOLVED**, that the Board, conscious of the national historical importance of the Old United States Mint Building in San Francisco, California, and aware that the possibility of its disposal by the Federal Government and subsequent demolition has been imminent, records its appreciation of the successful efforts of the Secretary of the Interior to bring about the transfer of the Old United States Mint Building from the General Services Administration to the National Park Service for permanent preservation and public use as a national historic site.
 7. **RESOLVED**, that the Board record its appreciation of the action of the State of Virginia in relocating Highway 211 to pass several miles to the south of Manassas National Battlefield Park, thereby substantially aiding the preservation and exhibition of this historic battlefield of national importance.
 8. **RESOLVED**, that the Advisory Board on National Parks, Historic Sites, Buildings and Monuments, having considered the proposal to establish a Park at the geographic center of the United States near Lebanon, Kansas, records its view that this proposal lies outside the criteria and standards considered appropriate for areas to be included in the National Park System.
 9. The Board, having considered State and city plans for new roads in the vicinity of Castillo de San Marcos National Monument, believes these plans endanger the integrity of the Castillo, one of the prime historical remains of the once great Spanish Empire in America, and recommends that the Department of the Interior take all possible steps to protect the Castillo from these encroachments which threaten an important part of our national heritage in historic sites and buildings and one of the chief historical assets of the city of St. Augustine.
 10. **RESOLVED**, that the Board has learned with concern of the threatened encroachment of Interstate Highway FAI-104 on lands within the Morristown National Historical Park, in the immediate vicinity of Washington's headquarters in the Ford Mansion, and strongly supports and commends the action of the Department of the Interior to prevent this encroachment.
 11. **RESOLVED**, that the Board being informed of the questions raised by the Bureau of the Budget regarding commemoration of the burial sites of famous Americans, reiterates its policy adopted as follows:
"Resolved, that the Advisory Board recognizes that the graves of persons who have had an important part in forming the history of the United States are of public interest and hopes that they may be suitably

Continued on page 19

Citizen Action for Community Planning

Sixteen cities and smaller communities throughout Pennsylvania have won \$21,000 in cash awards for achievements in self-improvement which the judges regarded as the most outstanding amongst all participants in the 1956 Pennsylvania Community Development Contest. The contest is a year-long competition sponsored annually by the State Chamber of Commerce, the Bell Telephone Company of Pennsylvania, the Pennsylvania Department of Commerce, the Pennsylvania Electric Association, the Pennsylvania Motor Truck Association, and the Pennsylvania Natural Gas Men's Association.

The planning boards of eleven communities in the New Jersey area have organized the Northwest Bergen Regional Planning Association. The group's purpose is to discuss mutual problems, disseminate information and achieve better liaison with state, county and local authorities. The new group will be incorporated as a nonprofit organization. The northwest corner of Bergen county is growing rapidly and members of the new organization envision Bergen as the most populated of New Jersey's 21 counties by 1965. They also believed that by that time the State will have the densest population in the country. Most of the communities forming the new organization have master plans at some stage of development. The charter members are Allendale, Fair Lawn, Franklin Lakes, Glen Rock, Mahwah, Midland Park, Ramsey, Ridgewood,

Saddle River, Waldwick and Wycoff. Ho-Ho-Kus, Oakland, Paramus and Upper Saddle River are considering invitations to join.

A new organization, Friends of Public Parks and Recreation, has been established and incorporated in Seattle, Washington. Membership consists of individuals interested in parks and recreation in Seattle, King County and Washington State.

The Metropolitan Plan Association of St. Louis, Mo. announces as its goal for 1958, the publication of A Metropolitan Development Guide. Also the formation of a Metropolitan Federation of Planning Commissions is daily becoming more vital in the area and it is listed as the second goal to meet metropolitan issues. These activities of the Association will aid the region's citizenry to maintain mastery over the complex metropolitan environment.

The Metropolitan Development Guide will be a comprehensive analysis of the area's problems, their relationships and solutions, prepared by a team of specialists closely identified with these issues. This publication will be sponsored by the Association in collaboration with Washington University, and will be presented at its 6th Metropolitan Planning Conference to be held June 1958.

Fort Collins, Colorado, recently issued a booklet to citizens explaining what public improvements are

Planning and Civic Comment

made by special assessments, special assessment financing, special assessment costs, and laws governing special assessment improvements. The booklet outlines the procedures which a citizen must follow to obtain public improvements for the benefit of his property. Improvements covered are residential street paving, sidewalks, repairs to sidewalks, curbing and guttering, sewer construction, and water service extension.

The need for comprehensive land-use and improvement planning, conducted with as well as for people, in order to obtain public understanding and cooperation, has been accentuated by the shift of population from urban to suburban areas. This shift has influenced the development of urban renewal projects. It has also emphasized the need for proper tools for appraising and fulfilling requirements of citizens for better living conditions in their respective neighborhoods and communities.

In response to these needs, the Civic Association of Fort Wayne, Indiana, and Purdue University center of Fort Wayne recently decided to co-sponsor a unique course of instruction for adults entitled, "A Design For Better Neighborhoods."

William Johannsen and Richard Gucker, Directors of the City and County Plan Commissions, respectively, have agreed to alternate as class instructors. Enrollments will be handled through the office of the Civic Assn., whose services are donated, beginning in January. Tentative plans provide for six weekly, two-hour class sessions.

Every neighborhood association and civic organization in Allen County will welcome this opportunity to enroll several members in this interesting and practical course. It will provide enrollees with a working knowledge of departments of local government which relate to civic needs.

ADVISORY BOARD ON NATIONAL PARKS TAKES IMPORTANT ACTION

Continued from page 17

marked and maintained under appropriate auspices; but the number of such graves is so great that, in view of the severely limited funds at the disposal of the National Park Service, it is impossible for it to mark and maintain more than a very few of them and these must of necessity be limited to those historical figures of transcendent importance."

And further, that the Board considers General Ulysses S. Grant to be an historical figure of transcendent importance.

12. RESOLVED, that the Board congratulate the Navajo Tribal Council for its foresight in providing for a

Navajo Park Commission. In so doing the Navajo people have realized the beauty and quality of the natural and historic locations on their lands. The Advisory Board on National Parks, Historic Sites, Buildings and Monuments stands ready to assist the Navajo Park Commission in every way possible.

13. The Board commends the Department of the Interior and its National Park Service for providing a fund for research—the results of which are essential to the wise furtherance of the purposes of MISSION 66 and expresses the hope that more substantial sums may be made available for this very important work.

Charles A. Phelan, Jr., Executive Director of APCA, Addresses Southern California Planning Congress

The Southern California Planning Congress is distributing copies of a talk by Charles A. Phelan, Jr., Executive Director of the American Planning and Civic Association, at the October dinner meeting of the Congress, held at South Hills Country Club, West Covina. The monthly letter just issued expresses its appreciation to Mr. Phelan and said "he did an outstanding job in bringing us facts of interest to all planning commissions and legislative people."

Mr. Phelan's talk was entitled *There Must be a Plan*. He said, in part:

The United States today has a population of 170,000,000 people, a population with conveniences the like of which cannot be found anywhere else in this world, and yet today our greatest convenience has become our biggest problem—the automobile 65,000,000 of them and more to come! It is estimated that our population will increase in the next 18 years to 227 million people and our automobile count will rise from 65 million automobiles to 115 million automobiles by 1975.

The United States has set in motion a huge program known as the Interstate Highway System of 41,000 miles of super, limited-access highways, to span our country from east to west and north to south, at an estimated cost of 50 billion dollars, to give us greater mobility for our greatest convenience, and yet our biggest problem—the automobile.

This is only part of the story. Your speaker heard a report last year of a 2-year survey in one State as to road requirements to keep pace with the demand from farm to market, to urban areas, including that part of the Interstate System to be built within that State. It was estimated it will cost that State 3.6 billions of dollars, 3600 millions of dollars, for roads alone in the next 25 to 30 years. Think of it! Each of the 3,400,000 population, every man, woman

and child in that state, will have to spend \$1,000 plus for roads. If you take the 3.6 billions of dollars multiplied by 48 States, you will reach the staggering sum of 150 billions for roads of all kinds needed in our United States in the next 25 to 30 years. Some states like California, New York and New Jersey with abnormally high road requirements, will spend more, so the estimate for roads for our entire country will more nearly total 175 to 200 billions of dollars. California has an estimated 13,250,000 population. It is estimated that you will get an additional 12,250,000 of the 57 million population increase in the United States in the next 18 years, and if the percentages run true, along with this 12¼ million population increase in California, you will get an increase of 10 million automobiles with all attendant problems.

This staggering road program of 175 billion to 200 billion dollars will convert millions and millions of acres of residential, commercial, industrial, agricultural, educational, recreational, forest and even some wilderness lands to concrete for our automobiles. It is vitally important, therefore, that we review these vast conversions of land to concrete and inventory the remaining lands and apportion them intelligently to our respective land-use categories and protect them with adequate zoning laws to attain their highest and best use. Otherwise, we are apt to be wasteful of our basic asset—our precious lands, and eventually face the problem of not being able to sustain our ever-increasing population—an unthinkable prospect!

There must be a plan. When we look at the magnitude of our national problems and try to meet the challenging needs of growth, again let me say that there must be a plan—a complete plan of population trends, land use and zoning, major-interstate road plan, schools, parks and recreation plan, short and long range improvement programs, transportation, public buildings, parking and the many other segments necessary to a complete over-all plan, program for administration of the plan and then finally AND most important of all, a program for education of the people as to the impact of the plan, the necessity for the plan and then adoption of the plan by the government of the com-

Planning and Civic Comment

munity so as to put it into effect as the yard-stick for orderly community growth. No community can afford to grope blindly into the future.

We must all link arms and work for more *collective thinking* and cohesive effort to tie our rural, urban, region and national problems together into an in-

telligent overall planning program. Otherwise, we will find ourselves, as we have already found in some cases, striking out in all directions under the pressure of urgent needs, completing stop-gap programs that will eventually stare us in the face as a series of errors rather than remedies with which we must live.

Planning Education

The opportunities for training and education in the field of planning with emphasis on southern States are outlined by Ken Duke, Area Planner, in the June 1957 issue of the *Tennessee Planner*. Both the University of North Carolina and Georgia Institute of Technology offer courses in city planning which lead to a master's degree. At the present time there are only two full-time courses in planning available at southern universities.

A course in community planning is being offered by the State of New York through the State University of New York, New York University, and Syracuse University. Hayden B. Johnson, chief of the planning division of the Port of New York Authority, is lecturer for the course.

Ohio State University initiated a course in planning with the autumn quarter. The program will be under the direction of Israel Stollman, former director of the Youngstown, Ohio, City Planning Commission.

The University of Tennessee Extension Service began a course in city planning at the new University Extension Center in Nashville this fall. Irving Hand, Director of the Advance Planning Division of the Nashville and Davidson County

Planning Commissions, will direct this course.

A Ford Foundation grant of \$527,000 to the University of North Carolina for continuation and expansion of a program started in 1955 which has been described as "an integrated research, training, and regional extension program focused on urban growth and development phenomena in North Carolina and the South" has been announced. The program is concentrating on governmental, economic and social problems resulting from rapid urbanization.

Ford Foundation grants of \$210,000 and \$150,000 have been made to Kansas City, Missouri and the Greater Dayton area for studies of metropolitan area problems.

The Rockefeller Foundation has given Yale University \$67,000 to support a three year continuation of the urban-rural and interurbia studies directed by Christopher Tunnard, director of Yale's graduate program in city planning. These studies will emphasize the aesthetic appearance of new communities, and will include studies on "the conflict between building and agriculture" in the rapid growth of the population, the impact of new thruways on rural areas and "the growth of so-called roadside commercial slums on fringe jungles."

Basic Need for Land

By CONRAD L. WIRTH, Director, National Park Service

An Address given before the American Institute of Park Executives,
Minneapolis, Minnesota, September 23, 1957.

Much has been said and written on the need of land for farming, land for urban development, land for watershed protection, land for parks and recreation, and lands for many other specialized uses. As we develop our standard of living, we become more and more specialized; that is why we have so many studies on needs of land for special purposes. We have come to the stage in our national development when we need more than ever the services of a general practitioner, one who can bring these many special interests in land uses together and come out with an over-all program. This over-all program cannot be based on past practices or present-day conditions. It must be based on projected requirements and anticipated changes in people's habits and advancements in living standards. Increase in living intensity must be balanced with leisure time and improved uses of that leisure time. Improvement of living standards requires increased productivity, and as we increase our pace let's be sure we are in condition to go the full distance.

We, you and I, are particularly interested in parks and recreation—that is our specialty—but we must be interested in it not as the only important type of land use. Likewise, other interests in planning for the specialties cannot overlook lands for parks and recreation areas. It is unforgivable when a political authority such as the city, county,

or State governing authority approves a subdivision, street, road or highway layout, or any kind of land-use plan without taking into account all of the component parts of a good land-use plan. I have in mind street, road, and highway rights-of-way; width, grades, and location; ample school grounds; preservation of special interests such as historic sites and objects; and playgrounds and community recreation areas as well as outstanding scenic areas.

We as park people are not qualified to recommend on all of these special future requirements; however, we are better qualified than any other group to say what is needed for park and recreation purposes. It is our responsibility to do so. A special study just completed within the year by a committee of five, three of whom were members of the Institute, made such a statement to us in connection with a study of the National Capital Parks. They said:

“. . . It should be recognized . . . that the practice and art of town planning is still in its relative infancy. It is still struggling to evolve principles which will keep in tune with the tremendous changes that are now taking place in metropolitan areas. It can hardly be expected to assume the responsibility of planning for the specialized units and services and service facilities such as the park system, which go to make up a city plan.

Planning and Civic Comment

Parks existed long before city planning was thought of, and in many cases an existing park system produced the framework for a succeeding city plan. Under present conditions the park planners are specialists in park planning and should be ahead of the planning commission as to park and recreation elements that ought to go into the city plan.

"In summary, let it be stated on this point that the National Capital Parks must accept the full responsibility in developing and promoting a successful system of parks for the Nation's Capital, in spite of all sorts of ramified difficulties in its path."

They were right. We have taken steps to correct weaknesses in our organization. Further, there is plenty to do for all levels of park authority, and there is going to be a certain amount of overlap, but nothing serious.

I was very much interested in the articles Felix Dhainin wrote for **PARKS AND RECREATION** on planning in the Minneapolis metropolitan area. He stated that "As is true in all urban areas of the United States, the suburbs of Minneapolis are growing rapidly . . . With this rapid expansion of population and the economic growth in our country, Minneapolis is faced with the usual problems that are found in all core city areas. The new interstate highway program . . . influences park areas, neighborhood units, and other similar activities. Re-development and rebuilding of certain areas of the city also affect park and recreation planning."

Mr. Dhainin pointed out that "In the rapid growth of the sub-

urban communities, most of them have failed to provide sufficient park space, so that suburban dwellers, as well as city residents, are making use of the facilities available in the central city."

We have all been aware that our home towns are growing. Almost everywhere you go you see large developments of new homes, new suburban shopping centers with acres of parking space and new manufacturing establishments. Revisiting a city you knew twenty years ago it is difficult to believe it could have changed so much. What were quiet suburban streets are now through highways, overtaxed with noisy, smelly traffic day and night. The open fields and the woodlands you remember have disappeared in the wake of bulldozers clearing the way for more streets and highways, houses and shopping centers.

We see all this and we hear figures on how fast the population is increasing, yet the total impact is hard to comprehend. What does it all mean? What must be done if we are to keep this "America the Beautiful," the "Land of Opportunity"—the opportunity to enjoy the natural beauties of the country, its streams and lakes and ocean shores, its woods and great open spaces, its mountains and wildernesses?

As I see it, our immediate urgent need is to set aside a lot more land and water area for parks and recreation purposes in and around metropolitan areas, along the Federal Interstate and Defense Highway System and in what I hope will continue to be the more remote sections of the country.

Planning and Civic Comment

What is the over-all situation? At present there are over 170 million people in this country of ours. And the Bureau of the Census estimates that if the present rate of growth continues there will be 57 million more people in these United States by 1975. And if the trend for the past two decades continues, most of them will be living in and around our metropolitan areas. In the past six years the rate of growth for the standard metropolitan areas has been about four times as rapid as that for the non-metropolitan territory.

Are these people to be like ants rushing back and forth in a maze of city streets or along the super highways, continually seeking something but not knowing what? I am sure all of us want something much better than that for our children and ourselves. We know that while people are essentially gregarious they must be able to find privacy and solitude, preferably in the out-of-doors, if they are to mature physically and spiritually. Man's inspiration usually comes when he is alone. Edgar Ansel Mowrer has written: "So far in history people seem to have derived beauty chiefly from two things—nature, primitive or cultivated, and the nature-inspired products of man's own mind and hands. Where would they seek it, if a growing population should cover most of the earth with utilitarian devices and desecrate the remainder in the process?"

The need for preserving natural areas, and providing parks and open space in cities, has been recognized for a long time. The inadequacy of our parks today cannot be blamed

on our not knowing the value of parks, but rather on a reluctance of many people to forego the possible commercial value of the land. In many cases there has been a failure to appreciate the fact that setting aside parks and open spaces helps to maintain or increase property values around them, although there are many examples of this all over the country, such as here in Minneapolis. Many of the finest municipal park systems in this country were largely acquired during the first two or three decades of this century as a result of the action of far-sighted civic leaders and city authorities. These lands were dedicated as parks in a period when leisure was far less abundant than it is today, when cities were much less congested and when the importance of space for recreation was less widely recognized or urgently needed.

What is the present park-land situation in the continental United States? We have something like 300,000 acres in out-of-city parks and recreation areas owned by cities and counties, 5 million acres in State Park systems, and almost 17 million acres in areas administered by the National Park Service. That adds up to less than an eighth of an acre per person, and most of it is in the national parks far removed from the centers of population.

The National Recreation Association has found that since 1940 the growth of city park acreage has failed to keep pace with population gains and that the loss has been greater since 1950 than in the preceding decade. The Association reports that: "Only one city in four

meets the standard of one acre per hundred population; the percentage would be even smaller if out-of-city parks were excluded."

According to a recent survey of the 250 largest cities in the United States, considerably less than one-half of these cities own out-of-city parks. More than four-fifths of the out-of-city park acreage was acquired before 1941 and less than one-tenth has been acquired since 1950.

Since the Second World War there has been a substantial increase in the number of State Parks and an increase of over half a million acres in State Park area. However, the attendance during this same period more than doubled, to reach 200 million last year. As a result, the space available to each visitor was cut in half from 1946 to 1956.

If park attendance continues to stay in its present ratio to population we will need an additional 1,800,000 acres in State Park systems by 1975 in order to provide as much space per visitor as we now have.

Recreation is not the only claimant for more land. The automotive age has brought with it increasing demands for space for all purposes. Factories and suburban shopping centers require more parking space. Highways must be widened, airports enlarged, and suburban residential areas fortunately have larger lots and more open space than was once the standard.

Is there enough land to meet these expanding demands? I think there is, if we use it wisely. According to a cooperative report by the U. S. Departments of Commerce and Ag-

riculture, "The land resources of the United States are both abundant in quantity and varied in character relative to resources in other parts of the world."

Professor L. Dudley Stamp of the London School of Economics has made an extensive study of land requirements in Europe, the United States, and other parts of the world. He reports that in northeastern Europe, where the "efficiency of farming is such that the output per acre is as high as anywhere in the world, we find that, very roughly, one acre of improved farm land will support one human being. On this basis the existing farmlands of the United States, taking only cropland and plowable pasture and ignoring all the rest, could easily support a population of 500 million."

We have plenty of land. The problem is determining and making the best use of it so that all our varied needs for a good life are adequately met. With the concentration of people in urban areas, this means there must be adequate lands set aside so that they can enjoy the benefits of outdoor recreation. Also, it means the preservation of wilderness, inspiring natural features and scenery, and the preservation of significant historic sites and buildings.

To do this requires immediate action. When lands suitable for recreation are taken over for purposes other than forestry or farming, they become difficult, if not impossible, to acquire for public recreation purposes. The urgency of the land problem is illustrated by the findings of our recent survey of the Atlantic and Gulf Coasts.

Planning and Civic Comment

In 1935, we made a survey of the Atlantic and Gulf Coasts and found plenty of unspoiled seashore areas suitable for public recreation. We recommended that 12 superb tracts with 437 miles of beach be preserved as national areas. Only one of these areas has been acquired as a national seashore. Our recent survey found that all the others, save one, have long since gone into private and commercial developments.

There was one undeveloped area 30 miles long, that was recommended as a national seashore in 1935. By now only nine miles are available, and the cost per mile has risen by 1,100 percent.

During recent years emphasis has been on construction of facilities. Millions are cheerfully spent for new bridges, highways, yes, and even for lodges and swimming pools in public parks, but, as a rule, only pennies are reluctantly allotted for acquisition of much needed land. These facilities are essential now, but they will be out of date and have to be replaced with new or better ones in 25 or 50 years. The land, however, must be acquired *now* if we are to have sufficient recreation space in the future.

I would like to quote from an article by Joseph Prendergast in the June issue of *RECREATION* concerning the need for more recreation lands and the immediate problem of saving existing parks and open spaces from the onslaught of attempts to use them for other purposes. He says: "More and more people with more and more time for recreation but less and less space in which to use it. What does that mean for park and rec-

reation people? It means first and last that, if we are to keep up with the American dream of perennial opportunity, we must see visions and plan big. This age of new dimensions demands new dimensions in all the plans we make, and particularly for our plans for recreation."

What kinds of land do we need? Certain all-important qualities must be present in the lands set aside for recreation. I would like to quote from a report prepared recently in the National Park Service on *Preservation of Natural and Wilderness Values in the National Parks*. The report lists the following qualities which must be present to provide the type of experience that the national parks were established to perpetuate, and I would include many State parks and other out-of-city parks as well. They are:

1. A scene or vista of unusual natural interest or beauty unaffected by obvious man-made intrusion.
2. An area secluded or removed from the sight, sounds, and odors of mechanization.
3. A spot where one can feel personally removed from modern civilization.
4. A place where you experience a feeling of adventure such as the pioneer might have felt in conquering the frontiers.
5. A condition where perception, physical skill and ability to be self-reliant in the enjoyment of nature replace mechanical civilized skills.

We need a wide variety of public recreation areas, ranging in kind and location from wilderness, usually

in remote regions, to highly developed recreation areas near densely populated districts. We need to provide all segments of our present and future population with adequate non-urban areas near enough to their homes for frequent day and weekend use as well as more remote areas for vacation use. We need, also, to conserve outdoor resources outside designated recreation areas, through such measures as pollution control, zoning, and land management that adequately recognizes recreation values.

How much land is needed for recreation and preservation of natural scenic resources? Aside from standardized city playgrounds, I do not think this question can be answered dogmatically by stating, "We need so many acres per 1,000 population." The size or number of facilities necessary to take care of a certain number of people can be determined, particularly on municipal playgrounds. We can determine how many people can use a designated picnic area, campground, or bathing beach, but in so doing we ignore the subjective values—the personal feelings of the users about such crowding. But who is to set arbitrary limits on the acreage of land and water that should be set aside to preserve recreation resources, such as open space, space for people to roam or rest, away from crowds in a natural environment? We know that the more people crowd into a park or natural area, the more the intangible satisfaction and refreshment one receives from being in the out-of-doors is apt to be lost. The location of the parks, the topography, plant-life

and use of surrounding lands and many other factors influence the amount of land needed.

The Coordinating Committee on the Potomac recently stated that "Congress should enact requirements that for each mile of road built under the President's (Highway) program, 1,000 acres shall be set aside for conservation and recreation lands. Of this amount, one-half should be developed to the fullest extent possible for recreation purposes. This alone will barely provide for the anticipated increase in patrons of the outdoors."

There is need for preservation and development of recreation resources at the local, State and national levels. This calls for a nationwide program of analyzing our needs. This would include consideration of natural areas of scenic, scientific, wild, and wilderness interest, and historic sites, structures and memorials. It would also include areas selected and developed primarily to meet the need for outdoor activities. Recognizing this, we are initiating, in cooperation with other Federal, State and local agencies, the development of a national outdoor recreation resources plan. It is an important part of our MISSION 66 program. Under this program we expect to ask you to help us inventory and appraise the Nation's non-urban recreation resources. The use of these resources will be considered in relation to recreation needs based on population trends, economic and social conditions, and other factors, for the development of a correlated program. We are presently drafting suggested procedures and criteria

for this study, which we expect can be completed by 1961.

We hope and expect that this cooperative effort will lead to formulation of a comprehensive, overall plan that will provide the framework toward providing adequate recreation opportunities for all the people of the United States—a plan that all of us as park planners will approve of and can with confidence seek public support of it.

My thoughts on the need for recreation land correspond completely with those expressed in the June issue of *PARKS AND RECREA-*

TION. By way of summation, I quote from the editorial in that issue:

“Recent astounding increases in the Nation’s population are bringing the revelation that, if the figures continue to mount, this country will be hard-pressed within the next decade to find ample recreation spaces for the resulting millions. . . . With leisure-time increasing every year, there’s a definite danger that America will be without adequate recreation opportunities in another decade unless action is taken *now* to preserve play space.”

American Planning and Civic Association New Members—September, October, November 1957

Arkansas

Benjamin F. Williams, Camden
W. W. Campbell, Forrest City
Charles Frierson, Jonesboro
C. V. Barnes, Little Rock
Paul Chambers, Little Rock
Robert M. Goff, Little Rock
Jack W. Rich, West Memphis

California

Harold F. Wise, Palo Alto
Walter L. Huber, San Francisco

Connecticut

Everett H. Lord-Wood, W. Hartford

District of Columbia

Library, Public Housing Authority

Georgia

Garden Club of Georgia, Brunswick

Illinois

W. J. Wemple, Peoria

Indiana

Glenn M. Dunkel, Crown Point

Maryland

Albert Keidel, Jr., Baltimore

Massachusetts

James J. Storrow, Boston

New York

Vincent G. Sheridan, Leeds

Oklahoma

Dept. of Commerce and Industry
Lee Drake, Ponca City

Pennsylvania

Kyung H. Choi, Philadelphia
Frederick A. Eckhart, Jr., Philadelphia
Thomas McCaffrey, Jr., Pittsburgh

Tennessee

Eason, Anthony, McKinnie & Cox,
Memphis
Downtown Association of Memphis,
Memphis
Memphis Housing Authority, Memphis
Walk C. Jones, Jr., Memphis
Miss Nelsie G. Long, Chattanooga
A. W. McCain, Memphis
Edward J. Meeman, Memphis
Robert W. Sanderson, Memphis

Texas

William O. Parker Bryan
George L. Dahl, Dallas
Edmund J. Kahn, Dallas
Harris A. Kemp, Dallas
I. J. Ramsbottom, Dallas
Angus G. Wynne, Jr., Dallas
Ft. Worth Park Dept., Fort Worth

Territory of Hawaii

Paul C. Gillette, Kailua, Oahu

The National Park Wilderness

The National Park Wilderness, a publication containing a statement of wilderness policy, together with 19 impressive photographs, has recently been produced by the National Park Service through donated funds. The pamphlet reviews the basic legislation establishing the Service, analyzes the establishment of the first National Park, and reviews the record of National Park preservation. The history is outlined of the creation of national parks from Yosemite and Yellowstone. In 1916, when Congress passed the Act establishing the National Park Service there were 15 National Parks and 18 National Monuments. Today the National Park Service administers 29 National Parks, 84 National Monuments, and 69 other kinds of areas. Twenty-two of the areas of 1916 were of scenic-scientific interest—about 5 million acres. Today, over 22 million acres—88 percent of all the lands administered by the Service—are contained in the 66 scenic-scientific parks, monuments and other areas. The publication describes how the service is beset with proposals and problems of many kinds such as (1) competition for the use of park resources, (2) inappropriate or harmful recreation use, (3) destruction of the physical resources of a park by human or natural agents and (4) problems attending increased visitation. The booklet describes how the MISSION 66 program has been designed to coordinate all aspects of park development and, through intelligent planning, how it is in a position to

use development as a means of better wilderness preservation. The booklet concludes with statements of MISSION 66 objectives and accomplishments and assures the reader that National Park wilderness will be guarded for the benefit of future generations.

The National Park Service has assumed leadership in vigorously resisting such invasions, and the cause of wilderness has been advanced when the Service, conservation organizations, and the informed public present a united front on major issues.

The National Park Service has made progress in acquiring private lands within parks by purchase, donation or exchange. The Service has tried to eliminate grazing, with some success. It has evolved basic principles for the protection of vegetation.

From the pioneer nature study program in Yosemite in 1920, the National Park Service in 1956 presented an interpretive program to over 26 million visitors at talks, on conducted trips, and in museums and visitor centers. Anyone who seeks wilderness can find it in the National Parks. It is no problem for those who follow the trails, finding solitude, beauty, and adventure far removed from roads and lodges.

It is now 85 years since the idea of National Parks became a reality, and was clearly defined by law. Today, it is fair to claim that nine-tenths of the areas within the National Parks can be included under

Continued on page 35

Commentaries

The Brussels World's Fair, scheduled for April 17 through October 19, 1958, seeks to take stock of world progress on a global scale. Nineteen years have passed since nations and peoples last surveyed their world in a great universal exposition. It is announced that the architectural landscape of the World's Fair will be twenty-five years ahead of the present time, and the exhibits will be housed in more than 200 halls and pavilions of advanced design. In a harmonious setting of parks and flowered esplanades, fountains, floodlights, visitors will find that a day at the Fair will be a day lived in the "city of tomorrow." Town and Country Planning will be a featured subject for presentation.

Fifty nations, including the United States, seven international agencies, private and public organizations have joined together to create the first World's Fair of the atomic era. The exhibition will cover 500 acres in Heysel Park, four miles from the center of Brussels, Belgium.

Construction of a \$2,750,000 municipal garage under Toronto's Civic Square started on June 24 when Mrs. Jean Newman, acting mayor and president of the City Council, climbed into the cab of a Northwest power shovel and moved the first of 225,000 cubic yards of dirt. Present were 80 city officials, including members of the Board of Control to whom Ralph C. Day, Chairman, Parking Authority of Toronto, acted as host.

Mrs. Newman noted that the Parking Authority is now operating 36 carparks and serving 15,000 motorists daily. The new garage will be self-sustaining and will pay about \$125,000 a year to the city in taxes.

John Essery, manager, H. K. Ferguson Limited, Consulting Engineers, said the three-level garage would provide spaces for 1,320 cars and would use four 100-hp fans to change the air 12 times an hour. Automatic alarm systems would detect any fires in parked

cars, and snow-melting panels will be used in all driveways and at sidewalks in front of elevators and stairs. Three high-speed passenger elevators will be installed, and automatic traffic signals will control internal traffic in different rush-hour periods. Construction of the garage by Perini Limited, the general contractors, will, it is expected, be completed in the spring of 1958.

The Town Planning Institute of Canada announces membership on its Council, 1957-58. President: Burroughs Pelletier, Provincial Bureau of Town Planning, Quebec, P. Q.; First Vice-President: A. G. Martin, Calgary, Alberta; Second Vice-President: A. L. S. Nash, Department of Planning and Development, Toronto, Ontario; Secretary: Hugh T. Lemon, Toronto 1, Ontario.

Councillors: Alan H. Armstrong, Ottawa, Ontario; C. E. Campeau, Montreal, Quebec; J. Alexander Walker, Vancouver 2, B. C.; Murray V. Jones, Toronto, Ontario; M. B. M. Lawson, Toronto 1, Ontario; L. Gertler, Toronto 12, Ontario; Gordon Stephenson, Toronto, Ontario; J. T. Allston, St. Johns, Newfoundland; Don South, Victoria, B. C.; Eric W. Thrift, Winnipeg 1, Manitoba, and Murray Zides, St. Johns, New Brunswick.

The *Journal* of the American Institute of Architects, as befits a hundred-year-old institute, has emerged in a new format. Henry Saylor, FAIA, is Editor Emeritus, Joseph W. Watterson is Editor, with an able staff of assistants. The list of contributing editors comprises many well known architects—David C. Baer, John Stuart Detlie and Carroll L. V. Meeks, with Fellows: Richard J. Neutra, Henry H. Saylor, Charles M. Stotz, Ralph Walker, Philip Will, Jr., Edgar I. Williams, and William Wilson Wurster.

The Twentieth Century Fund is undertaking an urbanization study and has engaged Dr. Jean Gottmann to analyze the growth of the Boston-to-Washington "megalopolis," and what significance it may have for government and planning agencies throughout the other vast "urban conglomerates" developing in other areas.



The Institute for Urban Studies, University of Pennsylvania, announces the appointment of Assistant Professor Tadeusz Przemyslaw Szafer of the Polish Academy of Sciences, Warsaw, as research assistant in the History of Cities for the academic year, 1957-58. Dr. Szafer will assist in the preparation of the History of City Planning being prepared by the Institute under the direction of Dr. E. A. Gutkind. Dr. Szafer is a graduate of the Warsaw Polytechnical College in Architecture and holds his Ph.D. in the History of Architecture from the Town Planning Department of the Polish Academy of Sciences. His published work includes a number of articles in the history of Polish and German towns. He is being brought to this country under a Ford Foundation program intended to provide Polish scholars with opportunities for study in the United States.



An address by Kenneth Chorley, President, Colonial Williamsburg, entitled "The Shelburne Museum," has been printed. The occasion was a function in honor of Mr. and Mrs. J. Watson Webb, founders of the Shelburne Museum, on the 10th anniversary of the inception of the Museum, May 20, 1957 at the Hotel Vermont, Burlington, Vermont. Mr. Chorley pointed out some very interesting facts in connection with the Shelburne Museum. It has been open to the public only a short time, but has been visited by 130,000 persons from every State in the Union. Thousands of school children from as far away as Whittier, California, have delighted in the exhibits which include a lighthouse, 200 coaches, sleighs, carriages and wagons, its General Store, its ships' figureheads, and a thousand

and one other objects out of the past. Mr. Chorley said that the nation and the State of Vermont are fortunate that Mr. and Mrs. Webb had the imagination, public spirit and courage to preserve for the future the tangible expressions of the American past.



The Maryland National Capital Park and Planning Commission has moved into its new \$490,000 building at 8787 Georgia Avenue, Silver Spring, Maryland.



To support the legislation and serve as a source of information, a National Roadside Committee was formed as an informal group representing, in the main, organizations with headquarters in Washington, D. C. All the work of the Committee has been voluntary and unpaid. Contributed funds have made its work possible and will implement future activity. Headquarters are at 1214 16th St. N. W., Washington 6, D. C. Mrs. Vance Hood of the New Jersey Roadside Council is Acting Chairman; Richard W. Westwood, President of the American Nature Association, is Acting Secretary. Other members of the acting executive committee are Miss Harlean James, Ross Netherton, Charles A. Phelan, Jr., Admiral Neill Phillips, Arthur Ringland, Richard Tupper and Richard White. The Committee has established a mailing list of key people and organizations. Control of advertising along the Interstate Highways is *not dead*. The issue will come alive at the next session of the 85th Congress.



A new volume on Patrick Geddes was published this year by Lund Humphries and is available in the United States from the American Society of Planning Officials, 1313 East 60th Street, Chicago 37, Ill. It is priced to non-members of ASPO at \$3.00. The title of this book is *Pioneer of Sociology—the Life and Letters of Patrick Geddes*. Geddes became the leading figure in the British town planning movement during the years of its inception. He was a Scot born in 1854 and ranks as the first

urban renewal, a pioneer in regional planning, a prime advocate of survey before plan. As a publicizer of planning, he has no peer. Recently there has been a revival of interest in Geddes which is due not so much to his part in the development of town planning as to his fresh and illuminating approach to the betterment of city living. This new book will introduce Geddes to those who have not already met him and is a welcome biography for those to whom he is an old friend. Another of Lund Humphries' books is *Patrick Geddes in India*, edited by Jacqueline Tyrwhitt. Published in 1947, it is

Geddes' own description of town planning.

Rehabilitation planning has become so important a function in the process of remaking worn-out city and town areas that a new Rehabilitation and Conservation Branch has been established in the federal Urban Renewal Administration. URA Commissioner Steiner announced that the Branch is now in business with Henry E. Price, a former Aiken, S. C. builder, as its head. Eighty-two urban renewal projects involving substantial rehabilitation activities were approved for federal aid at the end of 1956 as compared with only nine approved for 1955.

Planning and Citizen Support

In the November, 1957 *JOURNAL of the American Institute of Architects*, Austin W. Mather, Architect of Bridgeport, Conn. and member of the Fairfield County Planning Association, is the author of a thoughtful article on "Protecting Our Residential Neighborhoods."

This protection lies in wise city planning, not the kind that concerns itself with monumental centers or grand schemes nor the planning that concerns itself primarily with treating the city as a productive machine. Significant city planning considers the home the center of all human endeavor . . . It is principally through local boards that planning is now coming of age and the machinery for doing the planning job has been generally well defined. What we lack is an excited citizens' response and a concerted program of citizen participation.

Good planning advances orderly development and good zoning protects the plan . . . While each subdivision seems isolated, there emerges through this process a definite series of neighborhood units. Consequently the planner then becomes concerned with environment, the planning of school sites, shopping centers, fire houses, utilities and all of the other components that

tend to make up the neighborhood. The planner is also concerned with recreational areas and neighborhood parks. In this regard, subdivision regulations must be amended to include the setting aside for park and recreational purposes certain areas within the subdivision for this purpose; the land so set aside to be of a character suitable for use as a park, playground or other recreational purpose determined by the planning commission . . .

We must remind ourselves, however, that the great city creates and nourishes the arts and has been historically the champion of human freedom. The problem is not to escape to the edges but rather a remedy for the city's defects to preserve its population and maintain its civic function. Running away cannot be the solution to the problem. Whatever the compromise is, our cities must continue to be loved and enjoyed.

The program which Mr. Mather outlines is the program of the American Planning and Civic Association in community planning. On the requirement that park and recreational areas should be set aside in every subdivision, we call attention to a variation in California by which all subdividers are re-

quired to contribute to a fund based on acreage so that parks and recreation areas may be located under

the direction of the planning commissions in the best places for the neighborhoods.

Meetings

Conrad L. Wirth gave the keynote address at the 59th Annual Conference of the American Institute of Park Executives, held in Minneapolis, September 22-26, 1957. By permission his address is presented in this issue of PLANNING AND CIVIC COMMENT. Hugh Pomeroy, Director of the Westchester County Planning Commission, spoke eloquently, also, on Land Acquisition and Roberts Mann, Conservation Editor, Forest Preserve District of Cook County, Illinois, in an informal talk, captured the imagination of his hearers. The program covered presentation by qualified experts of the problems of park and recreation administration. The Gruen Plan for Fort Worth, Texas, was reported by Irvin Farman, the Executive Secretary of the Greater Fort Worth Planning Commission, Inc.

The delegates were taken on an extensive tour of the parks and parkways of Minneapolis, where Theodore Wirth developed a park system known throughout the United States. Today, we are told, that the last of the land around the many lakes in the city is being brought into public ownership. According to Charles E. Doell, Superintendent of Parks, Minneapolis was founded in 1856, the first park was donated in 1857, the Park Board was founded in 1883, and as of January 1, 1957 Minneapolis had 5,296.88 acres in park land, which amounted to 14.08

percent of the city area or one acre of park for each 104.07 people. Mr. Doell was awarded a life membership in the Mid-Continent Regional Park and Recreation Conference during its annual meeting on September 24th and formal presentation was made at a session of the American Institute of Park Executives.

Will O. Doolittle is again Editor of *Parks and Recreation*. The new headquarters are at Ogelbay Park, Wheeling, West Virginia. Claude Robillard, Director of Parks, Montreal, Canada, was elected President to succeed A. P. Barnes of Miami, Florida, and Frank McInnis, Director of the Detroit Zoological Park, was elected Vice President. Alfred B. LaGasse continues as Executive Secretary.

The 60th Annual Conference of the Institute will be held in New Orleans, La., October 12-16, 1958.

A clear statement of the Institute's position regarding the provision for and protection of park land appears as the resolution adopted at the Minneapolis meeting entitled "Statement of General Principles on Land" and also appears in the editorial position of the October issue of *Parks and Recreation*.

The American Forestry Association presented a constructive program at its 82nd Annual Meeting at Madison, Wisconsin, September

Planning and Civic Comment

30 to October 2, 1957. Arthur W. Greeley, son of the late William B. Greeley, was chairman of the Program Committee. Educators, business men and public officials presented authoritative papers relating to forest acquisition, preservation and administration. Governor Vernon W. Thomson presented an account of the forestry achievements of the State of Wisconsin. The banquet was addressed by Secretary of the Interior Fred A. Seaton, who stressed the importance of water conservation. Said he:

Too often we take for granted our wonderful national heritage of bounteous natural resources. We should never forget that this heritage is ours only because over the years the Federal and state governments, and private enterprise, prodded by an enlightened citizenry, took steps to protect it. Surely millions upon millions of the people who each year visit our national parks and national forests return home with a stronger realization of the undebatable necessity of making the wisest possible use of our natural resources.

At the banquet awards were presented to:

Tom Wallace, Editor Emeritus of the *Louisville Times*, in the field of Public Information, as the outstanding lay scholar of conservation in the Nation.

David T. Mason, of Portland, Oregon, in the field of Business and Industry, especially through his studies of forest taxation.

Conrad L. Wirth, Director of the National Park Service, in the field of Public Service where his achievements through Mission 66 are second in importance only to the creation of the parks themselves.

Traul G. Walters, Georgia Supervisor of Agricultural Education, in the field of Education where his

program has reached 412 schools in 152 Georgia Counties.

Frank B. Hubacbeck, of Glencoe, Illinois, in the field of General Service, particularly as related to the Quetico-Superior Wilderness Research Center.

Dr. Samuel Dana and DeWitt Nelson outlined to the Board the forthcoming pilot study, "California Lands—Ownership" made possible by contributions from the Nutrilite Foundation. Dr. Wilson Compton presented a Program for American Forestry covering Forest Land Ownership, Forest Land Management, Multiple Use Policies, and Education and Assistance to Forest Owners.

The American Institute of Planners is to be congratulated on the Annual Conference held in Chicago October 13–17. This was the 40th anniversary of the May 9, 1917 date when the National Conference on City Planning (organized in May 1909 and merged in 1935 with the American Civic Association) voted to establish the American City Planning Institute, now the American Institute of Planners. The first officers of the Institute were: Frederick Law Olmsted, President; Nelson P. Lewis, Vice-President and Flavel Shurtleff, Secretary-Treasurer. The year also marked the 50th anniversary of the initiation of the Chicago Plan in which Daniel H. Burnham and Edward H. Bennett figured so prominently; and which was memorialized in 1912 in the Wacker's Manual of the Plan of Chicago, prepared for study in the schools of Chicago under the auspices of the Chicago Plan Commission by Walter D. Moody.

Planning and Civic Comment

At this year's conference Chicago's Mayor Richard J. Daley gave an interesting account of planning in Chicago over the past fifty years. He outlined the movement which culminated in the recent reorganization of the City Planning Commission from 35 to 15 members and the establishment of a new Department of City Planning with a Commissioner of City Planning in charge, all of which went into effect January 1, 1957.

On the program were two notable addresses from observers of public affairs evaluating the status of planning and the responsibilities of the planning profession—President Quigg Newton of the University of Colorado (former Mayor of Denver) and Dr. Seward Heltner of the University of Chicago. There were 17 work shops which held two sessions each, all under able leaders and all making notable contributions toward the solution of planning problems.

Among the significant actions of the Institute was the decision to move the headquarters to Washington, D. C. The Board of Governors also appointed W. C. Dutton,

Jr., Director of Charleston, South Carolina Planning Board, as Executive Director of the Institute to succeed Perry Norton who has resigned. The new officers elected were: Louis B. Wetmore of the University of Illinois, President; F. Stuart Chapin of the University of North Carolina, Vice-President, and T. Ledyard Blakeman, Secretary-Treasurer. Directors elected were Professor William L. C. Wheaton, Philadelphia; J. Douglas Carroll, Chicago; and Simon Eisner, Los Angeles. Lawrence Orton, New York, was appointed by the Board for one year in place of Professor Wetmore.

Distinguished service awards were given to four planning consultants: Walter H. Blucher, former Executive Director of the American Society of Planning Officials; Ladislav Segoe, Cincinnati; Harold M. Lewis, New York; and Lawrence V. Sheridan, Indianapolis.

Hospitality was extended to the delegates for a cocktail party and buffet Supper at the Saddle and Sirloin Club, followed by a championship rodeo at the International Amphitheatre adjoining the Club.

THE NATIONAL PARK WILDERNESS

Continued from page 29

a reasonable definition of wilderness and that the admonition to preserve the areas for the benefit of the people and to pass them on unimpaired for future generations, has been fairly carried out.

The text was prepared by Howard R. Stagner of the National Park Service. The foreword by Director Conrad L. Wirth maintains that the

fundamental concept of National Park Wilderness has never been more clearly defined than in this publication. It is abundantly clear that, however other wilderness areas are or should be managed, those in the National Park System are protected by dedicated and well informed officials.

Unfinished Business

When the first session of the 85th Congress adjourned there were pending bills which might be considered unfinished business. If the public good is to be fully served it would seem that the second session of the 85th Congress might take decisive action.

PROTECTION FOR 41,000 MILES OF SUPER HIGHWAY

It was an anti-climax when the full Senate Committee on Public Works by a vote of 7 to 6 voted against reporting out the amended Neuberger bill (Senate 693) as recommended by the subcommittee on Public Roads. The people of the United States were thus left with the prospect of investing in a multi-million dollar Interstate Highway system, three-fourths of which will be located on new sites, without the protection from billboards which they desire. Extensive and expensive hearings were held by the subcommittee on Public Roads in March and April. Secretary of Commerce Weeks and Federal Highway Administrator Tallamy made it quite clear that the Department was planning adequate information and direction signs within the rights of way so that high-speed drivers need not slow down to make sure of their desired turn-off. Mr. Tallamy, who was in charge of building the New York Thruway, the longest stretch of billboard-free expressway in the Nation, declared that many industries have been located near the Thruway with new payrolls of more than \$100 million. On the Hale Bill (H.R. 3977) which

provided that the Federal Government could apportion to the States funds to be used for the cost of acquiring easements to prevent the erection or use of billboards within 200 yards of either side of the Interstate Highways, there were no hearings, and no action.

Though Congress has failed to act, there is every indication that public sentiment is increasingly in favor of protecting this Interstate Highway system from billboards. There was the American Planning and Civic Association's annual meeting at Little Rock, with its theme of Main Street 1969 and its insistence on safety and aesthetic control of the roadsides. There was the conference of the Connecticut General Housewarming with the same insistence. There were the excellent papers at the March conference of the American Society of Planning Officials in San Francisco. There was the Trendex News Poll which announced that two out of three Americans favored Congressional action to eliminate or severely limit billboards along the roadsides of the multi-million-dollar Interstate system. There was the Union Oil Company which in January, 1956 cancelled \$100 million worth of outdoor advertising. Since then its patronage has increased 20 percent.

It has become apparent that any provision which would depend on state initiative will come too late to benefit these super highways being built with 90 percent Federal funds. There is only one sensible

Planning and Civic Comment

answer. And that is to make the same provision for use of private lands abutting the new system that has already been made for limited access. None of these lands will have the right of access to the expressway. If Congress amends the Highway Act of 1956 to authorize the Secretary of Commerce to include abutting land-use in the standards required from the States which benefit from the huge Federal investment, the problem will be solved, the public good served and the people pleased.

BATTLE OF THE BRIDGES

As the population of the District of Columbia and the Virginia metropolitan area increases the Potomac River offers a formidable barrier. Not like the Seine which is crossed easily at many points as a part of the street system of Paris, the Potomac is a wide river still used for navigation. Many bridges have been proposed and some of them built. After proposals for E Street and later Constitution Avenue bridges had been made by the District of Columbia Highway Department, they were opposed by the Commission of Fine Arts, the National Park Service, the National Capital Planning Commission and the Committee of 100 on the Federal City. We take the stand that no Potomac crossing should be located to pour more traffic into the already congested Mall and White House area. We did agree to a four-lane tunnel and in the 85th Congress bills were reported favorably in both Houses and passed by the Senate but the House did not act. Thereupon the Highway Department of the Dis-

trict of Columbia reverted to a bill passed by Congress in 1954, and never repealed, for a six-lane bridge in the vicinity of Constitution Avenue. Since this bridge had been so vigorously opposed it was considered a dead letter. The new plan would provide a fixed-span masonry arch bridge, parallel with the Memorial Bridge. The river would be crossed at a point which required a very long and conspicuous bridge. It would cross immediately in front of Theodore Roosevelt Memorial Island. Its terminal on the Virginia shore is exactly on the axis of the Center of the Mall leading from the Capitol to the Lincoln Memorial. Its approaches on the Virginia side encroach upon park land and block the view of the authorized Four Freedoms Memorial. On the District of Columbia side the approaches crowd the Lincoln Memorial. Altogether it is an intrusion on a distinguished scenic composition achieved with great vision. In defense of the Mall and Memorial Bridge and Cemetery, Gilmore D. Clarke, former member and chairman of the Commission of Fine Arts, has written to the *New York Times* a strong letter opposing this latest proposed bridge. Congress could repeal the Act of 1954, which has been widely opposed now for more than three years, and authorize a more northerly crossing in addition to the southerly Jones Point crossing already authorized, and thus spread the traffic impact upon downtown Washington. If a crossing is considered imperative at Constitution Avenue, Congress could enact the tunnel bill which has already passed

Planning and Civic Comment

the Senate. Those who advocate action to end delay forget that the wrong decision would be a step backward to be regretted by future generations.

DINOSAUR NATIONAL PARK

Conservationists achieved a well deserved victory when the legislation for the Upper Colorado River Storage Project became Public Law 485 in the 84th Congress. The act omitted the Echo Park Dam and provided specifically that no part of the project should encroach upon any national park or monument. In the first session of the 85th Congress, H.R. 935 was introduced on January 3d by Representative Saylor of Pennsylvania, and on July 17th Senator Allott of Colorado introduced H.R. 2577, to create the Dinosaur National Park to supersede the Dinosaur National Monument. There has been some difference of opinion concerning a provision in the Allott bill that:

Nothing contained in this Act shall preclude the Secretary of the Interior from investigating, under the authority invested in him by the Federal Reclamation laws, the suitability of reservoir and canal sites within Dinosaur National Park for development under those laws with a view to reporting thereon to the President and the Congress, but no such development shall be undertaken by the Secretary except under an act of Congress specifically authorizing the same.

Since this provision confers no authority that does not already exist it would seem desirable to protect this unique archeological and scenic area by giving it national park status, even with this provision, especially in view of the fact that the existing national-monument status carries some dangers due to

reservations contained in the Executive Orders creating the Monument. Congress would be serving the public good by adopting effective legislation to create the Dinosaur National Park.

C & O CANAL

NATIONAL HISTORICAL PARK

Senate 77 (Beall), introduced January 7, 1957, would establish the Chesapeake and Ohio Canal National Historical Park between the Great Falls of the Potomac and Cumberland, Md. Hearings were held and the bill was reported favorably and passed the Senate with an amendment making a reservation for possible construction of a dam in the area by the Army Engineers. On H.R. 1145 (Hyde), introduced January 3, 1957, there were no hearings and no action. The Federal Government purchased these C & O lands with the intention of building a parkway from Great Falls to Cumberland; but after the tour of the canal led by Justice William O. Douglas and a careful survey by the National Park Service a decision was reached to try to preserve the area in a National Historical Park. In addition to the Federally owned land the Federal Government would be authorized to acquire additional area to a total maximum of 15,000 acres which in a park some 168 miles long would give an average width of 600 or 700 feet. For the area already in Federal ownership the National Park Service has appointed a superintendent, but there is here a real opportunity for Congress to authorize appropriations to preserve and make available to the

Planning and Civic Comment

American people this unique area of historic and scenic importance, as a National Historical Park. It would appear that the pending bills make adequate provision for easements for utilities and river access across the park lands.

Dr. Ira Gabrielson, at the September meeting of the Interstate Commission on the Potomac River, cited a dangerous menace to the park in the proposed River Bend Dam near Washington. He declared the dam to be:

"A hydro-electric development cloaked in the support-invoking guise of a water storage project for the District of Columbia. If built, as projected, the dam in a single costly stroke would wipe out 35 miles of the historic C & O Canal, thereby permanently destroying one of the great values of this continuous stretch of publicly owned land which parallels the river. Its threat makes the enactment of a national historical park bill of first importance even though the enactment would not protect the river or the canal for the reason that the Congress can authorize a dam to trespass upon a national park whenever it desires. The simple and winning fact, however, is that the likelihood of Congressional sanction of deliberate invasion of a unit of the National Park System is slim."

BOUNDARIES OF EVERGLADES NATIONAL PARK

Settlement on a final boundary for the Everglades National Park has been sought ever since the Park was authorized by Congress in 1934 on recommendation of the State of Florida, the Secretary of

the Interior, and conservation-minded citizens. In the interim, the Park has been established and much has been accomplished toward rounding it out to serve its high purpose. S. 1790 (Holland-Smathers), H.R. 6641 (Fascell) and H.R. 6553 (Rogers) are identical bills introduced into the 85th Congress "to fix the boundary of Everglades National Park, Florida, to authorize the Secretary of the Interior to acquire the land therein, and to provide for the transfer of certain land not included within said boundary." If Florida is to have an Everglades National Park worthy of the State it is important that these pending bills become law. There is no more interesting area in the United States than the Ten-Thousand-Island region, which would be included in the Park together with a broad band of vital coastal lands containing the headwaters of the streams essential to the preservation of bird and other wildlife. These two regions provide a continuous waterway from near Everglades City to Cape Sable and the developments for visitor use at Flamingo. At the same time the proposed boundaries would eliminate from the Park certain lands in the agricultural belt on the east side. This proposed settlement has been endorsed by the Advisory Board on National Parks, Historic Sites, Buildings and Monuments, the National Park Service, Governor Leroy Collins of Florida, and the members of the Florida Congressional Delegation directly concerned. Congress would be rendering a very real public service by passing these bills in the forthcoming second session.

State Park Conference at Lake Itasca

The National Conference on State Parks held its 37th Annual Meeting at Itasca State Park, Minnesota, September 18-21, 1957.

The Program Committee, under the able leadership of U. W. Hella, presented an unusually stimulating program. We present as the leading article in this issue Dr. R. G. Gustavson's inspiring address on "Our Natural Heritage" together with a Toast to the National Park Service given by Ira Lykes. As always, interest centered on the Roll Call of the States in which 32 States made reports. Other subjects discussed were Michigan's Prison Camps, The Brandywine Watershed at Work, Ohio's Manor House, State Park Philosophy, Impact of the Federal Highway Program on Federal, State and County Parks, Revenue Bond Financing, Tent Camping Trend, and Disposal of Federal Property. These papers, including the two in this issue, will be presented in the 1957 AMERICAN PLANNING AND CIVIC ANNUAL.

Itasca State Park is a beautiful natural area on the shores of Lake Itasca. The Arrangements Committee under the able chairmanship of Dr. Norman Baker (Colonel Lieber's son-in-law), conducted tour of Itasca and Lake Bemidji State Parks and took the delegates to a Wilderness Boy Scout Camp, where a delicious Fish Fry was served and

Earl Hanson led the group in a community sing. The visit to the source of the great Mississippi River disclosed a narrow stream which could be crossed on stepping stones.

Douglas Lodge is administered by the Division of State Parks of the Department of Conservation, and at the last luncheon it was a most impressive ceremony when Judge Hella introduced to the delegates the staff of the Division of State Parks in charge of the registration and all the hosts and hostesses of the Department who had aided in the arrangements, as well as the staff of Douglas Lodge.

At the business meeting of members the delegates were reminded that the officers were elected in 1956 to serve for two years. The Conference elected to the Board of Directors, Charles Boutin of Missouri, Lee Robinson of New Mexico and Kermit McKeever of West Virginia to take the places of Ray Mitchell of Iowa, Lewis Scoggin of Florida whose terms had expired and Ernest Allen, now of New Mexico who had resigned. Joseph F. Kaylor was elected to succeed himself.

The 38th Annual Meeting of the Conference will be held in Blackwater Falls State Park, West Virginia early in October, 7, 8 and 9, 1958.

State Park Notes



PERSONALS

Harold W. Lathrop has been appointed Director of Parks and Recreation on the recommendation of Colorado's newly established State Park and Recreation Board. Mr. Lathrop has had broad experience in the park and recreation field. He served for 12 years as Director of State Parks in Minnesota and for 11 years on the Minneapolis Park Board, and subsequently, for a number of years as Special Representative of the National Recreation Association for 18 Western States. He is a life member of the Board of Directors of the National Conference on State Parks.

Dennis McCarthy of Phoenix, Arizona, has been selected by the Arizona State Parks Board as its first Director of State Parks on the basis of his successful work as Maricopa County Parks Director during the past four and one-half years.

Chester J. Olsen of Ogden, Utah, retired U. S. Forest Service Regional Forester, has been appointed by the Utah State Park and Recreation Commission as its first Director of State Parks.

Elmer Aldrich, formerly Supervisor of Conservation in the California Division of Beaches and

Parks, has been chosen as Executive Officer in charge of California's statewide outdoor recreation plan, a three-year study authorized by the 1957 Legislature. He and his staff will study the needs and formulate a plan to provide adequate park and outdoor recreation facilities in the State.

MEETINGS

The Florida Park Service was host for the annual meeting of the Association of Southeastern State Park Directors held at Hugh Taylor Birch State Park, Fort Lauderdale, Florida, on November 11-15. The theme of the meeting was "Basic Purpose of State Parks and Certain Tendencies of Deviation," and discussions were held on (1) The Preservation and Interpretation of Natural Features, (2) Encroachments—Danger Signals to State Parks—How They Occur—How to Combat, (3) The Role of Organized Recreation in the State Park Program, and (4) Financing a State Park Program. John D. Pennekamp, Associate Editor of the *Miami Herald* and a member of the Florida Board of Parks and Historic Memorials, pointed out that encroachments constitute the greatest danger that face our parks today and

that we must penetrate the consciousness of those who have the power to safeguard them.

In connection with the meeting, field trips were made to several of the Dade County parks and to Everglades National Park. Gordon H. Turner, Director, Division of State Parks, Tennessee, was elected President of the Association and the 1958 meeting is scheduled to be held in Montgomery Bell State Park, Tennessee, on October 28-30.

The first anniversary meeting of the South Dakota Parks Association was held August 26 in Custer State Park. The group held a day-long meeting and discussed the purpose and future of parks in the State and the means of better coordinating local park plans with those of the Federal Government. Speakers included Walter Fillmore, State Forester, South Dakota; Harold Lathrop, National Recreation Association, Denver; Jack Strain, Land Management Division, Nebraska; and others representing interested Federal agencies. The speaker at the chuck wagon dinner in the evening was Conrad L. Wirth, Director, National Park Service, who spoke on MISSION 66 and the relationship of the National Park Service to state and local programs. To lend greater emphasis to the meeting, Governor Joe Foss proclaimed the week of August 25-31 as Park Appreciation Week.

PUBLICATIONS AND ARTICLES

The biennial report of the Florida Board of Parks and Historic Memorials for the years July 1, 1955 to June 30, 1957, has recently been published. Exhibiting an outstanding record of achievement in con-

struction of facilities, park by park, the report emphasizes the importance to a community of having a park located nearby and how it often serves to attract industries. Two desirable seacoast properties are recommended for inclusion in the system before their cost becomes excessive. Because existing parks are nearing visitor saturation, additional parks are needed to take care of park users. The 84-page report includes charts of state park facilities available at each park. The last page lists, "State Park Good Manners," stating park regulations and giving logical reasons for the establishment of each.

Ten Years of Progress of the Anthony Wayne Parkway Board is the title of a summary report of the Board's first ten years. The Board was charged with planning a program of parkways and routes and for marking historic sites, encouraging research on the Old Northwest and publishing results, promoting a program of education and disseminating information of the period, promoting historical celebrations commemorating Wayne's conquest, and planning and promoting parks. The reports show how these objectives have been met. In cooperation with the Ohio Department of Highways, over 450 miles of highways are marked with parkway signs; over 300,000 pieces of literature have been distributed; and tours along portions of the routes have been conducted and programmed for educational groups. According to the report, Boy Scouts established a hiking trail along a portion of the route taken by Wayne's Legion; a large amount of

historical data have been gathered and made available for research; and an extensive cooperative program has been conducted with county historical societies. The Board has twice received the "Award of Merit" for its efforts from the American Society of State and Local History.

The annual report for the Division of State Parks was included in the October issue of *West Virginia Conservation*. Kermit McKeever, Director, comments on the greater visitation during the past fiscal year including a significant increase in winter use because of the availability of new lodges. Construction of the lodges, cabins, and other facilities under the revenue-bond program is now largely complete. The maintenance budget of about \$1,000 per park was not sufficient to provide adequate care for existing facilities. The report concluded with recommendations that tent camping be measurably increased and that more planning personnel be obtained to assure a balanced park system.

LEGISLATION

The General Assembly in Illinois passed legislation authorizing the use of an automobile windshield sticker which, when purchased for \$2, would entitle the occupants of that automobile to enter any state park of 100 acres or more. A fee of 10 cents for each vehicle and 10 cents for each person over 12 years is charged for any person desiring to use the facilities of any such park for one day only. These fees are deposited in a State Park Fund and are to be appropriated for perma-

nent improvements or land acquisition.

Minnesota enacted a concurrent resolution recommending the plan of the U. S. Bureau of Public Roads for the construction of "The Great River Road," a parkway which will follow the Mississippi River for a considerable distance, and then extend to the Canadian border. The resolution reads in part that the Legislature agrees with the plan and directs the Commissioner of Highways "to study such project and recommend to the next session of this Legislature the means by which this route may be established, and such further legislation that he may deem necessary by which the State of Minnesota may participate with other States and the United States in the establishment and construction of such scenic trans-continental highway."

NEWS FROM THE STATES

California. The Division of Beaches and Parks reports one of its most successful park naturalist programs. Naturalist activities were carried on by 27 naturalists in 16 state parks. Presentations by the staff reached over 400,000 visitors and it was felt that, in addition to descriptions of natural and historical features, the naturalists aided in improving visitor conduct and in helping make reasonable justifications for state park regulations.

The analysis of a survey of visitors to California state parks in 1956 has shown a very close correlation between the population of a county and the extent of use by its residents of state parks. The present system of parks has been

Planning and Civic Comment

established largely on a basis of "parks are where you find them," and thus several counties do not have state parks. The survey showed, though, that counties without parks figured in the park attendance percentages in close proportion to their percentage of population. The study concerned day-use, tent camping use, and trailer site occupancy. As a result of legislation passed last spring, new park areas are being established in four counties where the survey indicated no present areas existed.

An area of 205 acres, including 40 acres of virgin redwoods, is to be added to Richardson Grove State Park to provide for the rearrangement and enlargement of existing facilities made necessary by a proposed highway realignment. Also, a right-of-way was granted to the Pacific Lumber Company to provide access to its 240-acre holding which will be logged during the next five years. At the completion of that time, the property will be deeded to the State.

As had been the custom in previous years, the Division of Beaches and Parks presented an exhibit at the State Fair this past September. Three rangers were on duty distributing literature, presenting short slide talks, and pointing out good and poor conservation practices in a typical desert habitat.

Indiana. The name of Colonel Richard Lieber, founder of Indiana State Park System, has been given to an area near Cloverdale, formerly known as the Cagle's Mill Recreation Area. The reservation contains 6,800 acres of land and 1,400 acres of water—the lake being formed by

a U. S. Corps of Engineers' dam on Mill Creek.

Iowa. Viking Lake State Park was dedicated on October 13 by Governor Hershel C. Lovelace. This 950-acre park contains a 150-acre lake impounded by a 400-foot dam completed last year, together with roads, parking areas, a bathing beach, and a picnic area with 75 tables and 25 fireplaces. A service building and a five-room residence are under construction. The entire project, which has required three years to complete, has cost about \$415,000 thus far.

Michigan. The Michigan Conservation Department is planning to negotiate a land exchange with the Escanaba Paper Company to acquire the scenic and historic townsite of Fayette in exchange for State-administered forest land. The Department has long been interested in obtaining this 95-acre townsite in the Upper Peninsula which was sold recently at public auction by the Federal Bureau of Internal Revenue.

Sterling State Park on Lake Erie south of Detroit, has recently been refurbished as a result of three years of dredging and fill work. The State legislature provided funds for rebuilding the park which nearly washed away during a severe storm on Lake Erie several years ago. During the three years 2,500,000 cubic yards of earth were dredged to form 140 acres of park lagoons and 240 acres of upland. The park master plan calls for an optimum capacity of 50,000 visitors per day. By the end of August this year, the park had accommodated more than 440,000 visitors.

Planning and Civic Comment

Minnesota. One of the park superintendents suggests that a slogan from a newspaper might aid park managers in the enforcement of rules concerning motor boating. The Minnesota law prohibits water skiing at a speed of over 10 miles per hour and boating within 200 feet of a bathing beach. The newspaper slogan was "Thumbs down, don't clown" and can be utilized with the "thumbs down" sign when some exhibitionist is imperiling the safety of swimmers or other boaters. It is hoped that upon seeing this sign, the offender will recognize that his misbehavior has caused strong disapproval toward his dangerous antics.

Pennsylvania. Pennsylvania State Park at Presque Isle, Erie, reports an excellent safety record this year at the newly-refurbished bathing area. During the 1957 swimming season, attendance almost doubled that of the 1956 season by reaching 5,000,000 people, and yet injuries of all kinds decreased by one-third over the previous season. This record is credited to a new code which forbids animals, glass or any breakable articles, intoxicating beverages, and floating devices such as innertubes and rafts to be brought to the beach.

Tennessee. In order to present a more accurate relationship between visitors and expenditures before the Legislature each session, the Division of State Parks is planning to purchase road meters to count the number of vehicles to each area. The Division reports that present methods of counting visitors range from "The number of cars that pass the park office during a certain

hour, multiplied by something, to the number of paid swimmers during one day, multiplied by something else."

Southeastern Airline Officials were impressed recently by the colorful folders describing Tennessee State parks which a park superintendent showed them. The folders are now carried by every inter-state plane of that airline and are placed in each seat pocket. Company officials report a much larger turn-over of state park folders than in flight schedules.

Texas. The Texas State Parks Board recently approved the acceptance of Lake Marvin Park near Canadian as an addition to the present system. The area is an attractive, well-developed recreation site consisting of approximately a section of land and with good access to well-traveled highways. The park was initially developed in the late 1930's by the WPA. The artificial lake has a surface of 75 acres and is reported to have good fishing. Improvements include eight overnight cabins, a concession and recreation building, a boat-house and pier, bathhouse, custodian's residence, sanitary units, picnic units and tent camping sites.

President Eisenhower's birthplace in Dennison, Texas will soon become a state park if there is no objection to the charging of an entrance fee to cover maintenance costs. Funds for the purchase and restoration of the building and grounds were provided by interested individuals, and the restoration and furnishing was done with the advice of President and Mrs. Eisenhower.

Planning and Civic Comment

Utah. To supplement its appropriations, the Utah State Park and Recreation Commission has been given \$7,500 by Jackson Hole Preserve, Inc., to formulate a long range plan for acquiring and developing a system of state parks. The Corporation formed by the Rockefeller family, plans to donate an additional \$12,500 next year as planning progresses.

The Commission has sent letters to each of the State's county commissions requesting that their potential state park areas in each county be considered and classified according to areas of natural beauty and scenery, natural objects of unusual educational and scientific value, objects of state-wide histori-

cal interest, and areas particularly suited to camping, picnicking, boating, swimming, hiking and skiing. The goal of the Commission is to assemble as much pertinent material as possible so that a plan may be presented to the next session of the Legislature.

Jackson Hole Preserve Inc., also granted \$5,000 to the Salt Lake City-Salt Lake County Sugarhouse Authority that will become available as matching appropriations or private gifts are attracted. The Authority which administers the 110-acre park on the site of the former State Prison, plans a visitor reception and orientation center, a museum and an administration building.

National Conference on State Parks New Members—September, October, November 1957

Alabama

E. M. Moore, Coker
Victor A. Brock, Fayette
J. G. Hayden, Foley
Fred D. Covington, Helena
James G. Whitcomb, Linden
J. H. Brown, Sylacauga
Rosco Clyatt, Tuskegee

Arizona

Arizona State Parks Board, Phoenix

California

John H. Michael, Sacramento

Colorado

Larimer County Recreation Bd., Fort Collins

District of Columbia

Charles P. Mead

Georgia

Charles P. Clayton, Atlanta

Indiana

Harold V. Maurer, South Bend

Iowa

Mrs. Kenneth MacDonald, Des Moines

Kentucky

Ralph Brewer, Carrollton
J. E. Draughn, Corbin
Delmas Thomas, Jamestown
Mary Pardue, Hardin
Edward Gabbard, Slade

Louisiana

Derr A. Carpenter, Baton Rouge

Michigan

Edward Griglak, Caseville
James Earl Gentry, East Tawas
Roy A. Russell, Howell

Minnesota

Ernest Jewell, Argyle
Mrs. Alvin J. Wirtz, Rochester

Nebraska

C. DeForest Platt, Omaha

New Mexico

Governor E. R. Mechem, Santa Fe

New York

Arthur B. Williams, Niagara Falls

North Dakota

Board of County Park Commissioners,
Jamestown

Continued on page 55

Book Reviews

NATURE AND THE AMERICAN, Three Centuries of Changing Attitudes. By Hans Huth. University of California Press. 268 pp. Illustrated. 1957. \$7.50.

Hans Huth, Curator of Research at the Art Institute of Chicago, consultant to the National Park Service and a charter member of the National Trust for Historic Preservation, has examined the literature and art of the United States to trace the expressions of great Americans on the changing concept of conservation. It is not surprising to find quotations from current and former conservation leaders; but it is interesting to note the sentiments of poets and essayists like Henry Ward Beecher, John Burroughs, James Fenimore Cooper, Havelock Ellis, Ralph Waldo Emerson, Nathaniel Hawthorne, William Dean Howells, Washington Irving, James Russell Lowell, Henry D. Thoreau and John Greenleaf Whittier, who have had enormous influence on the attitude of Americans to Nature.

When it is realized that in colonial days it was necessary to destroy vast areas of timberland in order to establish farms, it is not to be wondered that wilderness seemed inexhaustible. But writers awakened Americans to the aesthetic values of the outdoors. Romantic artists stressed the picturesque in paintings of remote or spectacular places. The history of conservation projects and the development of government agencies to administer protected areas bring the reader to present-day policies.

The many illustrations, some little known and hard to find,

present a picture of the marvels of Nature and their enjoyment by the public. Hans Huth has made a very real contribution to the history of the conservation movement and to the vision of the future which is now being fostered by conservation leaders.

GREAT CITIES OF THE WORLD, Their Government, Politics and Planning. Edited by W. A. Robson. The Macmillan Company, New York 11, N. Y., 1957. 814 pp. \$11.00.

This book is concerned with a selected group of great cities of Europe, America, Asia and Australia. The editor has assembled an authoritative series of studies describing the growth, significance, government, politics and planning of 24 cities. Each study deals with the actual working of one city, how its elective and executive bodies are organized, the kind of political forces which motivate their activities, the scope and character of the municipal services, how they are financed, the relation between the great city and the state or national government, to what extent machinery is obsolete, and the effect of town and country planning.

In the first part of the book Professor Robson presents a full length picture of the great city of today. He not only surveys its essential characteristics, but provides an illuminating interpretation of the material contained in the separate studies. No book resembling this one has previously been published. It represents a pioneering effort. The international corps of twenty contributors who have contributed to this symposium are

Planning and Civic Comment

to be congratulated, as well as the editor, for this scholarly and informative contribution. The cities dealt with are Amsterdam, Bombay, Buenos Aires, Calcutta, Chicago, Cologne, Copenhagen, Johannesburg, London, Los Angeles, Manchester, Montreal, Moscow, New York, Osaka, Paris, Rio de Janeiro, Rome, Stockholm, Sydney, Tokyo, Toronto, Wellington and Zurich.

THE CHANGING SHAPE OF METROPOLITAN AMERICA. By Amos H. Hawley. The Free Press, Glencoe, Ill. 1956. 177 pp. \$4.00.

An intensive analysis of population redistribution within all metropolitan areas of the United States which were reported in the 1950 census and for which comparable data were available for the five preceding years of censuses is presented in this volume. The relation of differential growth, or redistribution, to distance is examined with reference to size of central city, 50-year average growth rate of central cities, type of location of central city, trend proportion of metropolitan labor force engaged in manufacturing, the trend of industrial relocation within metropolitan areas, and region.

The importance of understanding these changes cannot be over-emphasized. The relocation of industries, population growth, the special problems of unincorporated areas, are all part of these changes.

The author is Professor and Chairman of the Department of Sociology at the University of Michigan.

INTERPRETING OUR HERITAGE—Principles and Practices for Visitor Services in Parks, Museums and Historic Places. By Freeman Tilden. University of

North Carolina Press. 1957. 128 pp. Illustrated. \$3.50.

Mr. Tilden, a collaborator in the National Park Service, and author of the excellent book "The National Parks: What They Mean to You and Me," has now written another very useful book, a pioneer in the field of interpretation. He considers the questions: How best can the essence of a preserved area be put before the multitudes of visitors? How can the important facts be presented so that they will have a meaning? What may be said or done or written so that a visitor can take away with him a feeling of having found his place in nature or among his people, past and present?

In the Foreword by Conrad L. Wirth, Director of the National Park Service, he quotes from Ronald F. Lee, Chief, Division of Interpretation, under whose able guidance the study was made:

The extent to which public use of the National Park System can increase and still continue to benefit the visitor is largely dependent upon an effective interpretive program. If the impact of our present 55 million visitors creates serious problems, the more than 80 million visitors we expect by 1966 will increase their seriousness . . . In furthering the intelligent guidance of these visitors through interpretation, Mr. Tilden's book is sure to be of lasting benefit.

Christopher Crittenden, of the North Carolina Department of Archives and History, in his preface pays tribute to the author for an explanation of what is meant by the new interpretation.

This is a book that should be read and studied by every national and state park official, by rangers, by museum curators and officials in charge of historic places. Its many references to the famous writers of the world should add to the interest of the general reader.

Planning and Civic Comment ✓

EDUCATION FOR PLANNING: CITY, STATE, AND REGIONAL. By Harvey S. Perloff. The Johns Hopkins Press, Baltimore 18, Maryland. 1957. 208 pp. \$3.50.

"The growth of formal planning activities by both public and private groups in the United States," Mr. Perloff says in his preface, has been one of the concomitants of the rapid urbanization, the spread of industry and the pressures on water, land, and energy resources in various regions of the country." This has resulted in a critical shortage of personnel adequately trained to cope with a new and changing array of planning problems. Educators, in turn, are displaying a rising interest in the proper education of planners, an interest matched only by an uncertainty as to what direction planning education should take. "Both the planning profession and planning education seem to be at an important turning point," he writes. Against this background, he examines the present content and organization of planning education and suggests the new dimensions and directions in education that the changing environment of public policy is demanding.

The study draws upon the author's experience in the field of planning over a number of years, as well as on his current work as director of regional studies for Resources for the Future. Mr. Perloff, while professor of social sciences at the University of Chicago, directed the University's program of education and research in planning. He has also served as economic and planning consultant to the United States and Puerto Rican governments and in the Middle East.

THE FEDERAL LANDS: THEIR USE AND MANAGEMENT. By Marion Clawson and Burnell Held. The Johns Hopkins Press, Baltimore 18, Maryland. 536 pp. illus. charts, and contains a 73-page statistical appendix. \$8.50.

The book is the result of studies that have extended over the last year and a half. The federal lands cover about a fifth of the total land area of the United States. They include the national parks, national forests, wildlife refuges, grazing districts, submerged areas of the outer continental shelf, and other similar areas. Within the past decade the use of these lands has become big business—to the extent, for example, that their annual revenues have risen from less than \$25 million at the beginning of World War II to about \$350 million today. The outlook for the future is for still heavier use and still larger revenues.

Against this background of steeply rising use and revenues, the authors examine the management of the federal lands from an economic viewpoint. They believe that the shift from custodial management to the present-day form of intensive management has been so sudden that many of the methods of managing the lands are seriously out of date. The authors examine the most important of the changes, tell how they came about and what they may mean for the future, and discuss some of the alternatives for dealing with them. They conclude that if the full potential of the federal lands is to be achieved it is time for a major and critical re-examination of federal land management.

The National Roadside Committee still hopes to see Congress rescue the National Interstate Highway Defense System from billboards.



HERE! LOC!
01957 THE WASHINGTON POST

(These cartoons reproduced courtesy *The Washington Post and Times-Herald*, Washington, D. C.)



Paris is Adding to its Park Area

Paris has been generously endowed by nature and by farseeing men with a wide diversity of parks and gardens.

Best known among these are the Bois de Boulogne, the largest wooded area, and other impressive formal schemes as the Tuileries gardens with tapestry-like floral patterns and well nursed lawns. The Luxembourg gardens, beloved by children and reading students alike is a small world in itself, complete with a Senate, green-houses, a Punch and Judy and a tree nursery where pears gently grow to maturity inside individual paper bags. The Palais-Royal gardens, a stone's throw from the Louvre museum is somewhat hard to find, completely surrounded as it is by an enclosure of lovely 18th century houses, some of them inhabited by such celebrities as Jean Cocteau and other famous writers.

Besides these, there are many charming smaller parks and squares, some of them unfortunately afflicted with the sort of official statuary that made old Degas grumble: "People who drop statues on lawns should be fined!" But this drawback is easily offset by the lovely shrub-

bery and shade trees everywhere present.

Largest park, aside from the Bois de Boulogne, is the far lesser known Bois de Vincennes, 2,000 acres in extent. It lies at the south-eastern end of Paris and has a very ancient history. Here, Louis IX, most virtuous of kings, held an open-air court of justice in the 13th century. Though replanted many times throughout the years it eventually lost much of its park-like charm. The city of Paris has now launched an important improvement program of re-planning and re-forestation to make Vincennes a second Bois de Boulogne. At the same time it will become a national sport center. The stadium to be built will seat 100,000 people and some thirty athletic fields, each surrounded by its own curtain of trees, will provide sport privacy for players and fans. New roads will be cut, the main one to be 200 feet wide.

Hundreds of young trees have already been planted and, since this is a long-range project, even acorns have been seeded to provide the oaks under which in a few decades the children of present-day visitors will picnic on Sundays.

IN MEMORIAM

WILLIAM MORSE NICHOLS (1881-1957)

William Morse Nichols, President for 25 years of the Yellowstone Park Company, came to Yellowstone National Park in May, 1904, a second lieutenant in the Army and a recent graduate of the National Military Academy at West Point. He became President of the Yellowstone Park Company in 1931 and held this position until December, 1956 when he was elected Chairman of the Board of Directors. His son, John Q. Nichols, succeeded him as President. Mr. Nichols was born Dec. 1, 1881 in Hartford, Conn., the son of Episcopal Minister William Ford Nichols and Clara Quintard Nichols. The family moved to San Francisco in 1890, when Nichols' father was elected Bishop Coadjutor for the Diocese of California.

He received his schooling at St. Matthews School and Trinity College in Hartford and received an M. A. from West Point in 1903. When he came to Yellowstone in 1904 he was with the Third Cavalry when the U. S. Army was in charge of the park. He resigned from the Army Sept. 1, 1905 and worked as a railroad engineer, 1906-07.

He married Ellen D. Child Nov. 6, 1907 in Helena, Mont. From 1907-12 he was private secretary of

H. W. Child of Helena. Mr. Child was the owner and President of the Yellowstone Hotel Company and the Yellowstone Transportation Company which later became the Yellowstone Company.

In 1912 he became Assistant to H. W. Child and held that position until he became President in 1931.

In Nov. 1917 he was commissioned a Major in the Ordnance Dept. of the U. S. Army at Rock Island Arsenal in Illinois. He was Commanding Officer of the R. I. General Supply Ordnance Depot from Nov. 1917 until Oct. 1918. He was Division Ordnance Officer of the Ninth Division at Camp Sheridan in Montgomery, Ala. from Nov. to Dec. 1918 and was honorably discharged Dec. 17, 1918.

He was a member of the University Club of N. Y., the Army-Navy Club of Washington, the Burlingame Country Club of Hillsborough, Calif. and Montana Club, Helena.

He died in Yellowstone Park hospital on Aug. 6, 1957 of a heart ailment.

He is survived by Mrs. Nichols, three children, John Q. of Helena and LaJolla, Mrs. Adelaide Dean Low of San Mateo and Dean Nichols, Phoenix, 4 grandchildren and 4 great grandchildren.

MRS. EDMUND BURKE BALL

The death of Mrs. Bertha Ball, a life member of the National Conference on State Parks, occurred October 7, 1957 at the Ball Memor-

ial Hospital in Muncie, Indiana, after a long illness. Mrs. Ball was the widow of Edmund Burke Ball, one of the five brothers who were

Planning and Civic Comment

the founders of the Ball Brothers Company, one of America's greatest glass manufacturers. The Ball family was an outstanding American family and the builders of one of America's greatest fortunes. Edmund Ball started the family glass company in Buffalo, N. Y. in 1880 with his brother Frank. The brothers moved to Muncie, Indiana in 1888. Meantime three younger brothers, George, William and Lucas joined the business which grew in importance in American industry. George Ball was a life member of the APCA.

Mrs. Ball was well known for her great interest in restoring historic

shrines. She lent her influence and was active with generous support in restoring the communal settlement at New Harmony, Indiana; a chapel at Harrodsburg, Ky., where Abraham Lincoln's parents were married; Stratford, Virginia, the home of Robert E. Lee; Kenmore, Virginia, home of Betty Lewis, George Washington's adopted daughter; and the Maison de la Fillanderie Museum at Chatillion, Normandy, France.

Mrs. Ball was a graduate of Vassar College and a past national president of the Daughters of Founders and Patriots. She was a member of many hereditary, patriotic and historic organizations.

CAROL ARONOVICI (1881-1957)

The death of Dr. Aronovici, one of the pioneers in the planning profession and well known author of many works on planning, occurred in Berkeley, California in July 1957. A native of Roumania, he came to the United States and received his degree of BSA from Cornell University in 1905. He engaged in social and civic research activities in New York and Providence and in 1912 received his degree of Doctor of Philosophy at Brown University.

He taught the first course in city planning at the University of Pennsylvania, and organized the first regional planning association in Philadelphia. He published frequently and will probably best be remembered for his book, *Housing the Masses and Community Building*. His latest work, *Community Building: Science, Technique, Art*, published in 1956 by Doubleday and Company, is a sound contribution to the literature of planning.

ALFRED GEIFFERT, Jr. (1890-1957)

We note with regret the death on August 26 of the distinguished landscape architect, Alfred Geiffert, Jr. in New York City. A member of ASLA from 1915, he was elected a Fellow in 1923. Mr. Geiffert had served as President of the New York Chapter, ASLA, and as Chair-

man of a number of national committees.

He has been a member of the APCA since 1917 and he has given continuous support throughout his 40 years of membership to the activities of the Association.

Planning and Civic Comment

ARTHUR SHURCLIFF

As we go to press we have heard the sad news of the death of the renowned landscape architect and

town planner. In our next issue we will publish a tribute to Mr. Shurcliff.

Recent Publications

- TOWARDS NEW TOWNS FOR AMERICA. Clarence S. Stein. 253 pp. New York, Reinhold Publishing Corporation, 1957. \$10.00.
- THE COMMUNITY OF THE FUTURE, AND THE FUTURE OF THE COMMUNITY. By Arthur E. Morgan. Yellow Springs, Ohio, Community Service, 1957. \$3.00.
- CHANGING DOWNTOWN PATTERNS. By Robert H. Armstrong, Washington 6, D. C. Urban Land Institute, *Urban Land*, June 1957. 5 pp. \$1.00.
- INDUSTRIAL DEVELOPMENT AND ZONING. A Discussion of the Factors to be considered in the Development of Industrial Zoning Provisions for Charleston County, Charleston, S. C., Charleston County Planning Board, 1957. 12 pp.
- THE CHANGING SHAPE OF METROPOLITAN AMERICA: DECONCENTRATION SINCE 1920. By Amos H. Hawley, Glencoe, Ill. The Free Press, 1956 iv. 177 pp. \$4.00.
- PROJECTED GROWTH OF THE BAY AREA, 1950 TO 1970. By Van Buren Stanbery. San Francisco 11, Calif., San Francisco Bay Area Council, 1957. 45 pp. \$2.00. Tables.
- CITY OF TOMORROW. Proceedings of the American Municipal Congress, St. Louis, Missouri, November 25-28, 1956. Washington, D. C., American Municipal Association, 1957. 145 pp. \$3.50.
- A HISTORY OF THE BOUNDARIES OF ARLINGTON COUNTY, VIRGINIA. Arlington 1, Va., Office of County Manager, 1957. 37 pp.
- BUILDING, U. S. A. The Men and Methods that Influence Architecture of America Today. By the editors of the Architectural Forum. McGraw-Hill Book Company, Inc., New York. \$3.95.
- AMERICAN HOUSING AND ITS USE. By Louis Winnick, John Wiley and Sons, Inc., New York. \$5.50.
- THE CORE OF THE CITY. By John Rannels, Columbia University Press, New York, 1956. \$5.50.
- NATURE AND THE AMERICAN. By Hans Huth. University of California Press, Berkeley, Calif. \$7.50.
- THE CITY IN MID-CENTURY: PROSPECTS FOR HUMAN RELATIONS IN THE URBAN ENVIRONMENT. By H. Warren Dunham, Editor, Wayne State University Press, Detroit, Mich. 1957. 191 pp. \$4.00.
- NEIGHBORHOOD PLANNING. By V. Joseph Kostka. Sponsored by the Appraisal Institute of Canada, 1957. 158 pp. \$4. Available from the author at the University of Manitoba, Community Planning, Winnipeg 9, Manitoba, Canada.
- REAL ESTATE AND CITY PLANNING. By Richard L. Nelson and Frederick Y. Aschman. Prentice-Hall, Inc., 70 Fifth Ave., New York 11, N. Y. 507 pp. \$10.00.
- METROPOLIS IN FERMENT. Edited by Martin Myerson, Director, Center for Urban Studies and Williams Professor of Planning, Harvard University, and Barbara Terrett, Deputy Director of Research, ACTION; and Paul N. Ylvisaker, Public Affairs Staff, Ford Foundation. The Annals of the American Academy of Political and Social Science. 3937 Chestnut St., Philadelphia 4, Pa. \$2.00.
- GROWTH OF THE SAN FRANCISCO BAY AREA URBAN CORE—By Marybeth Branaman. Research Report No. 8. Bureau of Business and Economic Research, University of California, Berkeley 4, Calif. 1956. 57 pp. \$1.75 (plus 4 per cent. tax in California).

NATIONAL CONFERENCE ON STATE PARKS, NEW MEMBERS

Continued from page 46

- Texas**
G. M. Marbury, Bastrop
R. L. McKinney, Jr., Denison
R. G. Larson, Monahans
Superintendent, Big Bend National Park
- Virginia**
C. A. Jeffers, Richmond
A. F. Perkins, Richmond
- Wyoming**
Natrona County Parks and Pleasure
Grounds, Casper
- West Virginia**
Mrs. Velma H. LeRoy, Charleston
Virgil Spitzer, Davis
- Canada**
R. Elwood Eden, Aylmer East, Quebec

THE METROPOLIS IN FERMENT

The November issue of the *Annals* of the American Academy of Political and Social Science is devoted to "The Metropolis in Ferment." The chapters prepared under the supervision of the Co-editors, Martin Myerson, Barbara Terrett and Paul Ylvisaker, are written by well known specialists, who, in addition

to the editors include: Margaret Mead, Raymond Vernon, Philip M. Klutznick, Wilfred Owen, Nelson M. Foote, Luther Gulick, Lyle C. Fitch, John E. Burchard, Edmund N. Bacon, Willo von Moltke, Hon. Frank P. Zeidler, Wallace Sayer, Julia Henderson, Carl J. Friedrich, and Sir William Holford.

ROCK CREEK PARK

Quoted from John D. Rhodes in the October-December, 1957 *Atlantic Naturalist*, published by the Audubon Society of the District of Columbia:

If the Engineer Department of the District of Columbia had been able to carry out the plans presented in their Annual Report for 1880, a major part of Rock Creek would have been inundated forever in a reservoir. Then as now, there was

concern over the water supply for Washington, and this was one solution proposed. It makes an interesting comparison to the present plan of the Army Engineers to dam the Potomac at Great Falls, which in relation to the present and future extent of the city, would eliminate a scenic and recreational area of even greater extent and value, and like proximity.

STATEMENT OF OWNERSHIP, MANAGEMENT, CIRCULATION, ETC., REQUIRED BY THE ACTS OF CONGRESS OF AUGUST 24, 1912, AND MARCH 3, 1933 OF PLANNING AND CIVIC COMMENT published quarterly, at Harrisburg, Pa. for October 1, 1957, Washington, D. C. as:

Before me, a Notary in and for the State and county aforesaid, personally appeared Dora A. Padgett, who, having been duly sworn according to law, deposes and says that she is the Managing Editor of the Planning and Civic Comment, and that the following is, to the best of her knowledge and belief, a true statement of the ownership, management, etc., of the aforesaid publication for the date shown in the above caption, required by the Act of August 24, 1912, as amended by the Act of March 3, 1933, embodied in section 537, Postal Laws and Regulations, printed on the reverse of this form, to wit:

1. That the names and addresses of the publisher, editor, managing editor and business manager are: Publisher: American Planning and Civic Association and National Conference on State Parks, 901 Union Trust Building, Washington, D. C.; Editors: Harlean James, Flavel Shurtleff, Conrad L. Wirth, 901 Union Trust Building, Washington, D. C.; Managing Editor: Dora A. Padgett; Business Manager: None.

2. That the owner is: American Planning and Civic Association and National Conference on State Parks, 901 Union Trust Building, Washington, D. C.

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

Sworn to and subscribed before me this 5th day of November, 1957

Dora A. Padgett
Managing Editor

(My commission expires Feb. 14, 1959)

Regina C. McGivern
Notary Public, Washington, D. C.

PUBLISHERS OF PLANNING AND CIVIC COMMENT

AMERICAN PLANNING AND CIVIC ASSOCIATION

Past Presidents: J. Horace McFarland, Frederic A. Delano, Horace M. Albright

Officers and Board of Trustees

HORACE M. ALBRIGHT, New York, N. Y., *Chairman of the Board*
U. S. GRANT 3RD, Washington, D. C., *President*
HARLAND BARTHOLOMEW, St. Louis, Mo., *First Vice-President*
TOM WALLACE, Louisville, Ky., *Second Vice-President*
CARL FEISS, Washington, D. C., *Third Vice-President*
C. F. JACOBSEN, Washington, D. C., *Treasurer*
HARLEAN JAMES, Washington, D. C., *Secretary*
FLAVEL SHURTLIFF, Marshfield Hills, Mass., *Counsel*
MRS. DORA A. PADGETT, Washington, D. C., *Librarian*
CHARLES A. PHELAN, *Executive Director*

FREDERICK J. ADAMS, Cambridge, Mass.
LOUIS C. BISSO, New Orleans, La.
RUSSELL VAN NEST BLACK, New Hope, Pa.
T. LEDYARD BLAKEMAN, Detroit, Mich.
DAVID D. BOHANNON, W. Simsbury, Calif.
WILLIAM S. BONNER, Fayetteville, Ark.
DANIEL H. BURNHAM, Chicago, Ill.
MRS. LEROY CLARK, Englewood, N. J.
GRADY CLAY, Louisville, Ky.
WILLIAM M. COTTON, Dayton, O.
E. J. CONDON, Chicago, Ill.
JOHN S. DETLIE, Seattle, Wash.
ROSCOE P. DEWITT, Dallas, Texas
MALCOLM H. DILL, Towson, Md.
MYRON D. DOWNS, Cincinnati, O.
CHARLES W. ELIOT 2D., Cambridge, Mass.
HOWARD T. FISHER, Chicago, Ill.
MRS. PAUL GALLAGHER, Omaha, Neb.
MRS. GEORGE A. GARRETT, Washington, D. C.
JACK GOLDSMITH, Memphis, Tenn.
S. HERBERT HARE, Kansas City, Mo.
BYRON HARVEY, JR., Chicago, Ill.
MRS. E. NEWLANDS JOHNSTON, Washington,
D. C.
KARL KAMRATH, Houston, Texas

HAROLD M. LEWIS, New York, N. Y.
PARK H. MARTIN, Pittsburgh, Pa.
JOHN MATTHEWS, Little Rock, Ark.
JOHN GAW MEEM, Santa Fe, N. M.
HOWARD K. MENHINICK, Atlanta, Ga.
DELESSEPS S. MORRISON, New Orleans, La.
CLYDE NICHOLS, JR., Kansas City, Mo.
C. MCKIM NORTON, New York, N. Y.
CHARLES F. PALMER, Atlanta, Ga.
HUGH R. POMEROY, White Plains, N. Y.
JOSEPH PRENDERGAST, New York, N. Y.
LAURANCE S. ROCKEFELLER, New York, N. Y.
J. WOODALL RODGERS, Dallas, Texas.
ARTHUR RUBLOFF, Chicago, Ill.
C. MELVIN SHARPE, Washington, D. C.
MRS. T. T. STEVENS, Miami, Fla.
JAMES F. SULZBY, JR., Birmingham, Ala.
FRED W. TUEMMLER, Hyattsville, Md.
C. EDGAR VAN CLEEF, JR., Oklahoma City,
Okla.
SAMUEL P. WETHERILL, Bryn Mawr, Pa.
GORDON WHITNALL, Los Angeles, Calif.
H. O. WHITTEMORE, Ann Arbor, Mich.
SAM B. ZISMAN, San Antonio, Texas.
WILLIAM ZECKENDORF, New York, N. Y.

NATIONAL CONFERENCE ON STATE PARKS

Officers and Board of Directors

TOM WALLACE, Kentucky, *Chairman of the Board*
KENNETH R. COUGILL, Indiana, *President*
ARTHUR C. ELMER, Michigan, *Vice-President*
BEN H. THOMPSON, D. C., *Vice-President*
C. F. JACOBSEN, D. C., *Treasurer*
HARLEAN JAMES, D. C., *Executive Secretary*
MRS. DORA A. PADGETT, D. C., *Editor*

HORACE M. ALBRIGHT, New York
ERNEST E. ALLEN, Kansas
C. H. ARMSTRONG, Oregon
HOWARD W. BAKER, Nebraska
DR. LAURIE D. COX, New Hampshire
CHARLES A. DETURK, Washington
HAROLD J. DYER, Maine
JAMES F. EVANS, New York
V. W. FLICKINGER, Ohio
EARL P. HANSON, California
WILLIAM M. HAY, Georgia
U. W. HELLA, Minnesota
CLINTON G. JOHNSON, Kentucky

JOSEPH F. KAYLOR, Maryland
HAROLD W. LATHROP, Colorado
PERRY H. MERRILL, Vermont
RAYMOND R. MITCHELL, Iowa
THOMAS W. MORSE, North Carolina
A. NEWTON MOYE, Georgia
FRANK D. QUINN, Texas
LEWIS G. SCOGGIN, Florida
JAMES L. SEGREST, Alabama
JOHN R. VANDERZICHT, Washington
HAROLD S. WAGNER, Ohio
HENRY WARD, D. C.
WILLIAM W. WELLS, Louisiana

CONRAD L. WIRTH, D. C.

CITIZEN ORGANIZATIONS FOR PLANNING

New Edition

Reports from Citizen Organizations on their activities for 1956 were solicited in a survey made by the City Planning Division, University of Arkansas, in cooperation with the American Planning and Civic Association. The survey is limited in scope to those citizen organizations whose primary purpose is to support or participate in planning activities of a neighborhood, city, or metropolitan wide character, those supporting urban renewal activities, and those sponsoring or supporting new planning or urban renewal legislation. Copies may be secured from the City Planning Division, University of Arkansas, Fayetteville, Ark. or from the American Planning and Civic Association, 901 Union Trust Building, Washington, D. C.





