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City, Mo. V. 12-13

# Planning and Civic Comment



V. 12-13;  
Jan. 1946 -  
Oct. 1947

Successor to: City Planning, Civic Comment, State Recreation

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## JANUARY 1946

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# PLANNING AND CIVIC COMMENT

*Published Quarterly*

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**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.*

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# Planning and Civic Comment

Vol. 12

January, 1946

No. 1

## A Review of Planning Progress in the United States During 1945

By KARL B. LOHMANN, University of Illinois

This past year of war and peace was for us a mighty composite of stresses and strains, of war plants bristling with activities, people frantic for want of homes, streets and public services overloaded. These helped greatly to throw planning into focus, while old problems continued to demand attention. Natural and human resources had to be safeguarded and every-day activities of community and region had to be kept in mind. Into this composite also came programs of public understanding and of planning education.

### REGIONAL ACHIEVEMENTS AND PROPOSALS

Regional achievements and proposals of 1945 were mainly connected with navigation, flood control, hydro-electric power, river and river-valley schemes of inter-state, national and international scope. This year saw the completion of the (Tennessee Valley Authority) Fontana Dam in the Great Smokies of North Carolina. In the Central Valley of California were beginning to be enjoyed the results of three dams, two small canals and two (of eight) power units that were in operation at Shasta. Control of the project income from land and hydro-electric power and the distribu-

tion of the share of costs threatened to become emerging issues in that California enterprise.

Along the Colorado River a seven point investigational study of navigation, irrigation, flood control, power and related benefits, was being undertaken by a Corps of Engineers.

On the other side of the continent the governors of five New England States put their seal of approval upon the formation of an inter-state flood control committee which was to cooperate with Federal authorities in the completion of a \$92,000,-000 flood control program along the Connecticut River Valley.

The opening guns were sounded for a renewed discussion of a vast international enterprise, when President Truman asked Congress for a speedy ratification of the agreement with Canada for the development of the international section of the St. Lawrence River for purposes of power and navigation.

One of the most widely discussed regional proposals was the Missouri River Valley Authority. The Murray Bill for the creation of that Authority was turned over to the Committee on Agriculture of the U. S. Senate\* for consideration and

\*In January 1946, the bill is still in committee.

recommendation. Meanwhile the Midwest Research Institute retained by the Army Engineers was at work making a scientific study of the natural resources of the Missouri Basin.

The new barge canal, which is to offer a short cut for water shipment across the State of Florida, was another important regional proposal.

In a meeting at Racine, Wisconsin, sixty administrative and engineering officials discussed the planned development of the Wisconsin-Illinois Lake Shore District between Milwaukee and Chicago.

### STATE PLANNING

Many of the state planning groups were hard at work. Several planning boards were replaced by new agencies carrying different names and duties. The Arkansas Resources and Development Commission was substituted for the State Planning Board of Arkansas; a State Research Planning and Development Act was passed in South Carolina; a Division of Progress and Industry was established in the State of Washington's Department of Conservation and Development.

The activities of the Alabama planning board were rather unusual. In the course of the year that board made substantial progress in its contract with nineteen local planning commissions to work on urban studies. It also had contact with four county planning commissions and made statewide industrial opportunity studies.

### CORRECTION OF STREAM POLLUTION

Stream pollution abatement ap-

peared to be gathering momentum.\* Control commissions for this purpose got under way in North Carolina and Washington. The Pennsylvania Department of Health issued orders to 300 communities to make sewage treatment plans. The State of Pennsylvania was prepared in this instance to make 50 percent grants to municipalities and private industries for the preparation of plans for treatment plants.

On the Pacific Coast, especially in San Francisco, Los Angeles, Oakland and in Sacramento, municipal and sanitary engineers were working over time in an effort to care for the sewage disposal problems that were created by population increases and by use of obsolete sewage systems.

### PUBLIC WORKS

The importance of being ready for public works was emphasized by President Truman when he called attention to the desirability of having ready a completely planned shelf of projects for public works. He advised that it would avoid the waste incident to a program of construction that was undertaken without prepared detailed drawings and specifications. In order to be thus prepared FWA was provided during the year by Congress with \$17,500,000 for the blue printing of state and local public works projects. This money however was soon found to be insufficient. (See page 7, October 1945 PLANNING AND CIVIC COMMENT.)

The Public Works Construction

\*In November, 1945, hearings were held before the House Committee on Rivers and Harbors on the Mundt, Spence and Smith bills for national anti-pollution.

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Advisory Committee, established in April, favored the adoption of a policy of stabilization through effective timing of public works. Private enterprise, it felt, should take the lead in construction while being supplemented with necessary public work.

In some directions it was felt that because of the existing back log of private projects the wise thing would be to forego for another year or so public work not absolutely necessary.

Allocations were made by certain States in the public works programs. A bill was approved by the State of Illinois appropriating \$4,850,000 for preparation of public works plans, with \$750,000 available to several counties, \$3,237,500 to the municipalities of the State to defray one half the cost of preparing plans. California appropriated \$10,000,000 for state aid to communities for development of public works programs. Indiana and Tennessee passed public works planning acts. A Colorado enabling act made it possible for counties, cities and towns to establish and maintain special funds for postwar improvements.

### CENTERS

Centers of one kind or another were the subject of considerable discussion. Tremendous speculation was aroused by the proposed location of a capital center for the United Nations Organization. World-wide attention was focussed upon the atomic center and secret city of Oak Ridge, Tenn. which proved to be a combination army base, boom town, construction camp and sum-

mer resort. Manufacturing plants of Oak Ridge were widely dispersed and hidden in the valleys. Miles of woodland separated the plants from one another and from the residential districts.

In St. Paul, steps were taken to coöperate with the State of Minnesota for a plan of capitol approaches and including a veterans service building and an extensive revision of the street system in the vicinity of the capitol grounds. Richmond, California, voted bonds amounting to \$3,850,000 for the construction of a civic center. Preliminary plans were being prepared for a \$5,000,000 center program in Duluth.\*

A civic center authority was created under a joint contract of the city and county of Los Angeles, the purpose of which was to make a comprehensive study of the civic center.

### LOCAL PLANNING

The number of local planning studies seemed to be greatly on the increase. In a survey conducted by the Bureau of Planning of the Department of Economic Development in New Jersey, indications were that 68.6 percent of the people were enjoying the benefit of planning service in 1945 as against 54.2 percent in the previous year.

Plans of metropolitan areas seemed to show partiality for the neighborhood community idea, for a constellation of small or moderate-sized towns or communities, separated by areas of natural green and bound together by townless high-

\*In December Dallas voted a forty-million-dollar bond issue for public works over a ten-year period, including an extensive civic center, to conform to official plans.

## *Planning and Civic Comment*

ways. Considerable backwardness still prevailed with respect to the setting apart of lands for public purposes in private subdivisions. It was found in the case of several subdivisions of Miami, with a combined total of lots for 6,500 people, that no space whatsoever had been provided for schools, playgrounds or parks. The lack of schools, shopping facilities, and opportunities for recreation, in the order named, were considered to be the worst so far as inconvenience was concerned according to 31,584 questionnaires returned from employees of Portsmouth, Va.

Among the numerous local plans projected over the country was a shopping village next to the Casa Linda Estates, Dallas, Texas. The scheme provided a restaurant, a theatre and stores organized court fashion around a central area subdivided into landscaped parking enclosures.

One of the unique proposals was that for Chisholm, Minn., where the citizens voted a central heating plant that will make private furnaces unnecessary, will reduce the consumption of fuel of the town and will achieve a reduction in smoke nuisance. New homes will not require basements and opportunity will be offered for removal of furnaces in old structures with a release of extra basement space for other uses.

The planning ordinance of Topeka, Kansas was amended to provide representation on the planning board from the suburban areas of the city. A municipal planning enabling act was established in Utah.

### HOUSING

The year of 1945 will undoubtedly be remembered for the worst housing shortage in the history of the United States and for the most comprehensive housing measure ever submitted to Congress. Hearings on the latter, the Wagner-Ellender-Taft Housing Bill, were completed before the Senate Banking and Currency Committee, December 18 and were to begin before the corresponding committee of the House early in the new year.

Many nationwide and local proposals were heard for alleviating the housing situation but with few evidences of immediate and successful solution. They were discussed in the Congress, in the States and in the cities. There were suggestions for pre-fabricated homes, Quonset huts, trailers, army barracks, for relaxation of zoning and building codes in order to permit conversion of basements and tenements. At least it seemed rather definite that the responsibility for planning and programming the housing should rest with our communities and local governments, that maximum reliance should be upon private enterprise with supplementary assistance of the Federal Government where needed. These and such other ideas as home loan plans, Federal loans for slum clearance, construction of low-rent housing units, establishment of a single national housing agency, etc., were incorporated in the Wagner-Ellender-Taft general housing act now under consideration.

In St. Louis there was established a three-man anti-slum commission to coördinate plans of private, public



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and quasi-public housing agencies and civic organizations and to map an overall program for rehabilitation of blighted areas. (See page 29, July 1945 PLANNING AND CIVIC COMMENT.)

The Illinois General Assembly on June 4 appropriated \$10,000,000 in state funds to be allotted on the basis of population. These funds were to be distributed by the Illinois Housing Board to local housing authorities or to land clearance commissions. (See page 41, October 1945 PLANNING AND CIVIC COMMENT.)

An interesting appraisal method was developed by the Committee on Hygiene of Housing of the American Public Health Association. It provided a valid means of measurement of housing quality adaptable for use by regular staffs of health or building departments and city planning commissions.

### URBAN REDEVELOPMENT

In more than a dozen of the States (including Arkansas, California, Colorado, Connecticut, Minnesota, New York and Tennessee) urban redevelopment acts were passed. The neighborhood redevelopment corporation law of Illinois was upheld by the State Supreme Court. Illinois municipalities were empowered to acquire land through exercise of eminent domain in the case of slum clearance and housing projects. A community was given the power to acquire land, then lease or sell it to public housing agencies, or to private corporations or individuals. A model state urban redevelopment act was given a re-

vised draft by Alfred Bettman shortly before his death.

An urban redevelopment ordinance was adopted by the city council of Kansas City, Missouri. The city planning commission of Minneapolis was constituted a redevelopment commission. A state urban redevelopment group was authorized in Ohio to recommend methods for carrying out redevelopment in Ohio. A number of realistic studies were prepared by the city planning commission of Los Angeles for rehabilitation of blighted areas there.

### HIGHWAYS

Many of our cities, confronted as they were with overwhelming traffic tensions and parking difficulties, decided upon improvements that varied from underground parking provisions to the construction of freeways and express highways. The people of Detroit approved construction of an underground garage in the downtown area at the head of Washington Boulevard, large enough to hold between 900 and 1,000 cars. A parking plaza containing three enclosed floors was advocated for Hartford. Construction of an underground parking garage, with 1500 car capacity, was being urged for Portland. The people of Amarillo, Texas, seemed well pleased with their 1,111 parking meters of the penny progressive nickel type. New York City was all set for the start of a \$285,000,000 highway program which was to be financed by Federal, state and city governments. New York State authorized a 485-mile throughway.

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Expressway plans among others were tied up with the expected Federal highway expenditures of \$500,000,000 a year for three years. Among other things \$125,000,000 a year were to be allocated on a 50-50 matching basis to urban areas, and other sums were to be given to the regular Federal-aid highway system and for farm to market roads. With these sums a number of regional or non-access roads were to be built from city to city as well as around or through certain communities.

A number of cities were getting their limited access highway plans in final shape. Toll superhighways were proposed for Chicago on three routes with heavy traffic volumes. A four-lane limited access road (the Shirley Memorial Highway) was being extended southwestward from Washington, D. C., past the Pentagon Building and for a distance of 15 miles. An expressway was planned to begin at the southeastern corner of the Golden Triangle in Pittsburgh and to extend eastward for connection with the William Penn Highway.

Many of these express ways will lead into large cities, rather than around them, on the theory that a great bulk of traffic is intent upon reaching the central district and therefore should be adequately provided for, though planners have called attention to the desirability of protecting downtown business districts from through traffic.

### AIRPORTS

Numerous airports were developed while others were being planned. Congress was considering a

Federal Airport Act (amended and passed by the Senate on September 12). An airport act was adopted in Illinois and its validity was upheld by the State Supreme Court. A rather similar act of the previous session had been declared invalid.

An appraisal of airport damage to properties surrounding airports was revealed in a report prepared for the Detroit Metropolitan Aviation Planning Authority. It was pointed out that 74.4 percent losses were found to occur on properties lying within a half mile of a particular airport and 71 percent for properties within one-half to one mile surrounding it.

Appropriations for extension of a rapid transit tunnel promised to make Boston's Logan Airport the only major air field in the country with direct rapid-transit connections.

### ZONING

In the field of zoning there seemed to be revisions under way throughout the Nation; there were unusual and interesting provisions in new or revised ordinances; a customary number of zoning decisions was handed down and there was some interesting zoning legislation. The Boulder Colorado zoning resolution contained provisions for forest, conservational, recreational, as well as agricultural districts. The Montclair, N. J. ordinance contained a mountain side and a garden group zone. Special districts were set up for agriculture and airports in the Henrico County, Virginia ordinance.

An amendment gave Detroit provision for special zoning districts for parking lots and made possible the creation of parking areas ad-

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jacent to the central business center.

Omaha, Neb., extended its zoning jurisdiction to three miles beyond the corporate limits. The billboard regulations in the Town of Westport, Conn. were held valid.

The passage of an act in Texas authorized the legislative body of any city over 290,000 with an adopted comprehensive zoning ordinance, to divide the city into neighborhood zoning areas. In these areas could be established neighborhood advisory councils which might furnish advice and recommendations to the zoning commission of the city.

Last year twelve States passed zoning laws governing the construction and location of structures within areas of hazard for airports. Most of these state laws permitted political subdivisions to adopt airport zoning regulations that would limit heights of nearby structures and would eliminate other hazards. A model state airport zoning act prepared by the Civil Aeronautics Administration and National Institute of Municipal Law Officers, is useful in this connection.

### EDUCATION

During 1945 there were planning conferences, civic programs, exhibits, contests and new courses of planning study authorized. Some 50 planners from cities over 100,000 population took part in a discussion meeting in Chicago. Another meeting in the same city saw a representation from 19 States and the Province of Ontario. A ninth annual conference on city and regional planning was held in Boston under the joint sponsorship of M.I.T. and A.S.P.O.

This two weeks' conference was followed in the same place by a 10-weeks' training course. A community planning institute under direction of the Michigan Planning Commission was held in Jackson, Michigan. The Indiana Economic Council had an all-day conference at which 150 city and county officials were in attendance. Over a period of 30 weeks weekly seminars on governmental planning were conducted by the Institute of Local and State Government at the University of Pennsylvania. Last summer a ten day workshop on community leadership was held at Stanford University, with 75 men and women present from 28 California cities and towns. Regional meetings of the American Institute of Planners were held in Washington, Chicago and Los Angeles. The first annual get together of a new organization, the American Society of Planners and Architects, was held. It was attended by some 69 planners and architects and Prof. Joseph Hudnut was elected president of the group.

In Buffalo a successful civic planning week was staged, the first of its kind perhaps in the United States. The purpose was to arouse in the people of Buffalo a sense of responsibility in the city's future development. The spear-heading slogan was "Stop Panning—Start Planning."

There were exhibits, too, and among them a display of town and city reports under the auspices of the American Institute of Graphic Arts at the New York Public Library in September. In the Rockefeller Center of New York another

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interesting exhibit showed varied activities of Le Corbusier in the fields of city planning, painting and writing.

Without doubt the most talked about exhibit was the model of "Toledo of Tomorrow". This sizeable piece of work (60 feet in diameter) was prepared by Norman Bel Geddes and Associates and was commissioned by Paul Block, Jr., co-publisher of the *Toledo Blade*. Nearly a quarter of a million dollars were reported to be invested in the project. The model featured a central unified terminal at the city's heart, abundant areas of greenery and broad curving thoroughfares. At five designated observation points a broadcast voice explained the various features of the plan.

Results of the Boston Metropolitan Study Contest were discussed and especially the prize paper prepared by a Harvard faculty team. In Chicago a sum of \$25,000 was offered in prizes by the *Herald-American* (Newspaper) for the best integrated plans for the metropolitan area of Chicago based on the contestant's estimate of future population. Over a hundred entries were received with 20 of exceptional quality. Another contest was being conducted in the same city but by the *Chicago Tribune*. The sum of \$24,000 was being offered in a "Prize Homes Competition".

Soon after the close of the war, planning courses of study in the colleges and universities were being readied for the returning tide of students. Full time graduate training in traffic engineering was being resumed at Yale. Harvard was offering courses in city and regional

planning with a large assortment of possible academic degrees. The University of Chicago announced comprehensive programs in education and research in planning under the direction of the Social Science Research Committee and various departments. Toward the close of the year the University of Illinois reported authorization of city planning work under the auspices of its Graduate School.

### PUBLICATIONS

A number of reports and pamphlets made their appearance, many magazines carried stories on planning (especially on housing) and some outstanding books were added to the reading list in the planning field. The delightful volume on the life of John Muir by Linnie Marsh Wolfe helped to recall again the character of this great friend and interpreter of nature as well as pioneer in the establishment of our earliest national parks and reservations.

"City Development" by Lewis Mumford contained essays of the author from over a period of 25 years, the first written when he was 26 years old and the last on the recent plan of London. All of them interestingly revealed the growth of the "Mumfordian thesis". Henry S. Churchill wrote a challenging volume called the "City is the People". Robert Mitchell demonstrated his genius for bringing together the thoughts of people in varying fields in the November Annals of the American Academy of Political and Social Science. Almost a score of planners contributed

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to this symposium on the "Building of the Future City".

Hilbersheimer in his very beautiful book "New City" discussed the leading theories of city planning and developed a linear system adapted to overcome improper location of industry, neglected principles of orientation and traffic congestion. "The New Architecture" edited by Paul Zucker was a series of worthwhile discussions by planning leaders. From the pen of Miles L. Colean came a comprehensive, authoritative, statesman-like and practical book on "American Housing". "A Million Homes a Year" by Dorothy Rosenman dealt entertainingly with present housing ideas.

### LOSSES OF PLANNERS THROUGH DEATH

The passing of several planners left great breaches in the ranks. Such persons as these will be greatly missed: Alfred Bettman, Paul L. Brockway, Paul Phillippe Cret,

Charles Gordon, John H. Neeson, Russell W. Tylor, Edith Elmer Wood, T. Glenn Phillips and George S. Wehrwein. Few men have contributed as much to the field of planning as Alfred Bettman and particularly in the drafting of planning legislation of state, local and Federal scope. His were long years of faithful endeavors in the public interest. Edith Elmer Wood was a pioneer in the field of housing improvements and was especially well known for her books "Recent Trends in American Housing" and "Slum and Blighted Areas in the United States".

In the death of Franklin Delano Roosevelt the field of planning lost one of its greatest champions. Through his leadership public works were planned for and constructed over the Nation at large, the T.V.A. was established, the National Planning Board and numerous other planning agencies were created in the effort to conserve both our natural and human resources.

*THE AMERICAN PLANNING AND CIVIC ANNUAL Vol. XVI this year will be issued in June in order that it may include the papers delivered at the Dallas Citizens Conference on Planning, April 21-24, 1946.*

# EDITORIAL COMMENT

## The White House

In January plans were published in many newspapers for an extension to the west wing of the White House, to provide 15,000 square feet of office space, a cafeteria, and a theatre to seat 375 people. There was even a suggestion for starting a White House museum in the east wing. These proposals broke upon an astonished public without preamble. The reaction was instantaneous. There was a clamor to know how such drastic changes could be authorized without public knowledge. It transpired that a rider was offered on December 15, 1945, to the deficiency bill then pending in Congress, for

an addition to the Executive Mansion for alterations, improvements, and furnishings, and for improvement of grounds, to be expended as the President may determine, notwithstanding the provisions of any other act, to remain available until expended, \$1,650,000.

The deficiency bill, including this rider, passed in the last days of the 79th Congress and went to the President with many other bills on December 28, 1945.

When the nature of the proposals was disclosed public consternation was unmistakable. The American people have a real affection and reverence for the Home of the Presidents and they do not wish to see the White House, which has become a national shrine, submerged and surrounded by office buildings extending far into the south grounds.

The Washington chapter of the American Institute of Architects acted to raise objections. They did not question the architectural merit of the plans; they questioned whether the buildings should be built at all. The matter was immediately called to the attention of the national organization. The architects recalled that when President Theodore Roosevelt was retiring from office he wrote a significant letter to Cass Gilbert, then President of the American Institute of Architects in which he said:

During my incumbency of the Presidency, the White House, under Mr. McKim's direction was restored to the beauty, dignity and simplicity of its original plan. It is now without and within, literally the ideal house for the head of a great democratic republic. It should be a matter of pride and honorable obligation to the whole Nation to prevent its being in any way marred. If I had it in my power as I leave office, I would like to leave as a legacy to you and the American Institute of Architects the duty of preserving a perpetual "eye of Guardianship" over the White House to see that it is kept unchanged and unmarred from this time on.

At the meeting of the Committee of 100 on the Federal City on January 15, many representatives of organizations and individuals voiced objection to making the White House into an office plant in which living quarters were incidental. Delay was urged to permit further study of the situation and find a better solution.

Even before the plans became

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public, Secretary Ickes, then Secretary of the Interior Department had been interposing objections to this proposed commercialization of the Executive Mansion.

In the many objections which poured forth, there was soon crystalized a definite opinion that not only should no more office annexes to the White House be erected, but that in due time the Mansion should be shorn of those which exist. It was pointed out that there had been prepared plans for adequate executive offices in the old State Building across Executive Avenue from the White House, where the Bureau of the Budget is already housed. Tunnel communication could be provided. This recalled plans for bringing the exterior of the rather fussy State Building into harmony with the classic lines of the Treasury which flanks the east side of the White House.

There has long been a plan to build a new State Department Building on the square west of Lafayette Park. In a competition for plans, the late Arnold Brunner, an eminent architect of New York and a member of the Board of the then American Civic Association, won the award. Much of the land in the block destined for the State Building has already been acquired by the Federal Government. Whether plans are made to preserve the historic Decatur House and the Blair Mansion on the ground or elsewhere, it is generally agreed that the time has come to build on this site a new

State Building equipped to serve the needs of American diplomacy.

It is unthinkable that these plans for desecrating the White House will be carried out. Perhaps the publication of the plans and the immediate and unmistakable public reaction will serve a useful purpose in bringing to light mature but neglected plans for housing the State Department and caring for the Executive Offices, now straining at the seams of the White House Annex.

On January 29, the Commission of Fine Arts voted against a museum and cafeteria and reaffirmed its time-tested policy of considering executive offices in the White House grounds as *temporary*. So far, so good; but it would be unfortunate if extensions of any kind were to be erected in the White House grounds. Our mistake in the past was to permit fairly permanent fire-proof wings to be built, *calling them temporary*. We have seen how long some of them can endure.

Perhaps a study of existing space will suggest some adequate rearrangement; but if it transpires that more space is needed, it might be possible to commandeer temporary war buildings or erect a temporary building in Executive Avenue now closed to traffic until permanent executive offices can be provided on an approved site.

The United States can surely afford to give its Presidents a home uncluttered with offices and preserved in its architectural integrity!

# Housing

At a time when there is an unprecedented and tragic lack of housing in most of the cities of the United States, and most of the shortage in the low-cost brackets suitable to meet the demands of several million veterans, we seemed to see very little action. Under the Mead Res. the Federal Public Housing Administration has a program to convert the temporary war housing into temporary civilian housing to meet the immediate emergency. At best this can only be a stop-gap, but it has the advantage of making use of materials which are available.

On February 9, the Report to the President of Housing Expediter Wyatt, now also Administrator for the National Housing Agency, was made public. The Wyatt Program, summarized on page 52, is bold and offers hope for prompt provision of various types of housing for Veterans. We commend this program for immediate application.

A great deal of time, energy and conversation has already gone into the considerations of the Wagner-Ellender-Taft Housing bill which should unlock the door to the production of a fair quota of low-cost housing units through the agency of private enterprise and through public housing. This bill has already undergone several revisions and the Senate Committee on Banking and Currency will probably soon report an amended bill; but unless some expedition is shown in passing it in the Senate and considering it in the House, the entire year may roll around without the adoption by Congress of this measure to which

it has already given so much attention. Without the bill, the National Housing Agency itself, serving both private and public housing, will not be set up as a Congressional Federal Agency. Neither home builders nor consumers know where they stand.

This bill also contains a modest stimulus to urban redevelopment which should exercise a real influence on the redemption of slum areas and planning programs.

It cannot be expected that a bill can be drawn which will meet the ideas of all elements in the population; but it may be said that the Wagner-Ellender-Taft bill has probably had the benefit of more factual and opinion advice than any bill pending in Congress at the present time. Even if it cannot please everybody, it appears that the principal features in it on which many are agreed are so much needed that we might take a chance on some of the controversial features which always can be changed after the bill is enacted and applied. The alternative is to do nothing at a time when we need *action*. There is no indication that further delay or discussion would bring about important improvements in the bill.

In the District of Columbia the same thing may be said about the McCarran-Capper-Burton bill which has already passed the Senate and is now pending in the House. This measure which applies only to the District of Columbia, would put the District in a position to profit fully by the Wagner-Ellender-Taft bill when enacted. This measure has been discussed for more than two



years and it is not likely that much more can be done to make it acceptable to widely-different-and-disagreeing elements in the community.

If we fail to act at all because we are afraid of making a mistake we

shall make the biggest mistake of all. Let us ask Congress to enact these two measures immediately so that we can go about our business of catching up on the ever-advancing housing shortage.

## Federal City Orphan of the Federal Government

The original 100 square miles of the District of Columbia, even without the area retroceded to Virginia in 1846 by a short-sighted Congress, no doubt seemed 160 years ago an ample provision for the Federal City. In 1945, the total land area of the District of Columbia, exclusive of streets and alleys, was 31,016 acres, serving a population of nearly one million people. But, with the expansion of Federal activities to meet the growing needs of the Nation, the Federal Government has purchased, and thus removed from the tax rolls of the District, increasing areas. On July 1, 1945, only 15,385 acres were subject to taxation.

The sole reason for establishing the City of Washington was to provide a seat for the Federal Government. And yet, the Federal contribution to the District budget has steadily decreased. In 1922 the Federal Government contributed 40 percent of the budget for government of the District of Columbia. In 1945 this had decreased to 9.45 percent.

Representative Karl Stefan of

Nebraska rendered a very real service in calling these and other pertinent facts to the attention of Congress on January 16th. He demonstrated beyond the shadow of a doubt that the \$6,000,000 Federal contribution in the current budget is far below the actual taxable value of the land owned by the Federal Government, entirely apart from overall responsibility which the Congress assumed for the Federal City under the Constitution.

Mr. Stefan quoted from an opinion of Mr. Justice Sutherland in the Supreme Court of the United States in 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 48 States, and for a future immeasurable beyond the prophetic vision of those who designed and created it.

Is it not time for Congress to provide adequate support for its Federal City?

## The Dallas Conference

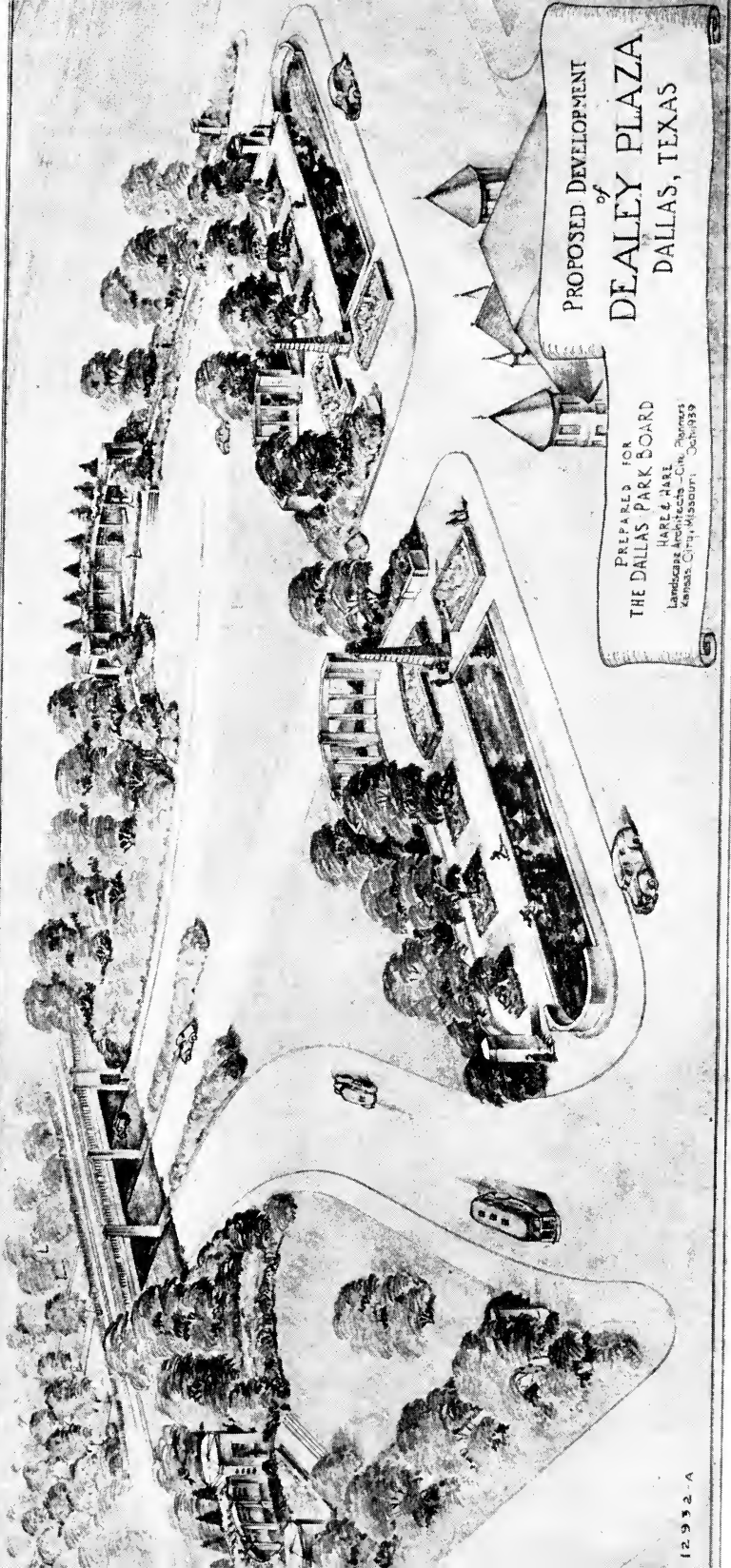
On January 16, Mayor Woodall Rodgers called at the headquarters of the American Planning and Civic Association in Washington, to go over in detail the plans for the Dallas meeting. Mayor Rodgers expects to organize in Dallas and other Texas cities delegations composed of government officials, legislators and citizens. He has persuaded Mr. Paul Carrington to serve as Chairman of the Citizens Sponsoring Committee and is now engaged in setting up the subcommittees to carry out the Dallas end of the conference.

As announced in the last **PLANNING AND CIVIC COMMENT**, the early days of the conference will be devoted to city planning problems and the last day to joint sessions with Friends of the Land on land planning and soil conservation problems of vital interest to the people of the United States.

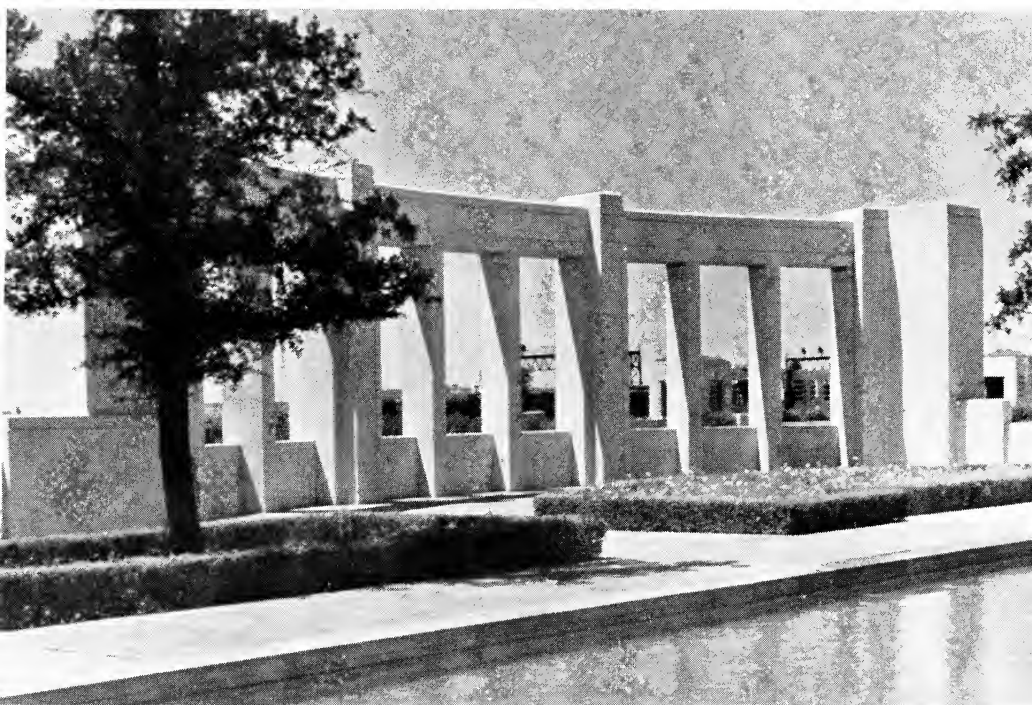
Dallas is a rail center on the lines of half a dozen railroads of national importance. It can be reached by air on several transcontinental air lines. It is easily reached by highways which radiate by through routes to all parts of the United States. Curiously enough, it is located just on the fold in the middle of the map of the United States, lying somewhat south of the center between the northern and southern boundaries of the country.

The city is planning a cordial welcome to the Conference. The delegates will be well looked after and given an opportunity to see what Dallas is doing. In November of 1945, Dallas rated as the third city

in the United States in number of airplanes arriving and departing. The city, thanks to the leadership of Mr. George B. Dealey, early profited by modern planning. Two years ago, Mayor Rodgers called in Harland Bartholomew and Associates and Herbert Hare to bring the Kessler Plan, prepared a generation ago, up to date. As a result of these comprehensive plans, the citizens of Dallas recently voted by a large majority a bond issue of \$40,000,000 to be expended during the next decade for an ambitious program, including a seven-million-dollar Auditorium, a two-and-a-half million-dollar City Hall, a one-million-dollar Public Library, to be located in the new Civic Center. There will be a two-million-dollar Live Stock Exchange Building to be erected in the State Fair Grounds, at the edge of town. Four millions will go for parks and ten millions for schools. There will be extensive improvements to provide a "functionalized aviation service" in three fields—Love (already in service) for commercial planes; Red Bird, land for which has been acquired, for private planes; and Hensley Military Airport, leased by Dallas to the Government at a dollar a year. Three automobile testing stations will promote safety. There will be a Great Central Boulevard and a Memorial Parkway in honor of those who served in World War II. These with the less spectacular, but no less essential, storm sewers, water works, street openings and widenings, will give Dallas a modernization pro-



*These plans for the Dealey Plaza, showing the western highway entrance to Dallas, have now been realized,  
 as may be seen by the photographs of the peristyle and pergola on the next page.*



*Pergola, Dealey Plaza.*



*Peristyle, Dealey Plaza.*

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gram equalled by few other cities in the country and of great interest to city planners.

Thanks to earlier plans, Dallas has fine residential subdivisions which show real imagination in the use of creek banks; it has several creditable public housing projects in operation; it has the Dealey Plaza which forms the Western highway entrance of great charm and convenience, more impressive than motorists can find in most cities. Dallas has its Hall of State, built in 1936, designed by a group of Texas Centennial architects, where one of the sessions of the Conference will be held. There is indeed much to see in Dallas.

An informal supper has been arranged in the Texas Room of the Hotel Baker for Sunday evening, April 21 and the Conference will close with a Joint Dinner on Wednesday Evening April 24, with Friend of the Land.

On Friday and Saturday, April 18th and 19th, the Oklahoma City Chamber of Commerce is holding planning sessions, to which have been invited delegates and speakers on their way to the Dallas Conference. On Friday there will be the regular Public Forum, followed by round table clinic. On Saturday

there will be sessions with the planning commission and city fathers and a final luncheon meeting. It is expected that Oklahoma City will send a large delegation to Dallas.

On the day following the Dallas Conference, Friends of the Land will hold sessions. Those who wish to make the trip, cover the three meetings, therefore, can do so by arranging a stay of a week, with the Civic Association Conference covering three days in the middle of the time.

Preliminary programs will be distributed in February. Those who expect to attend the Conference are asked to make their hotel accommodations by April 1st to ensure rooms, since Dallas is no exception to the congestion in hotel rooms which has overtaken all cities of the United States. The headquarters will be at the Hotel Baker, but the Adolphus, the White Plaza and the Jefferson Hotels will also be listed.

Neither practicing planners nor civic-minded citizens interested in securing the best results from modern planning, can afford to miss the Dallas Conference, with its sessions, its trip, its planning exhibits brought in from all parts of the country, and the opportunity to exchange views with leaders from many cities.

## Dallas Sponsoring Committee

The officers of the Dallas Sponsoring Committee are Mayor Woodall Rodgers; George B. Dealey, Chairman of the Board of the Dallas Morning News, *Honorary Chairman*; Paul Carrington, *Chairman*; Colonel B. F. McLain, President of the Dallas Chamber of Commerce;

Karl Hoblitzelle, President of the Citizens Council; J. L. Stephenson, Director of the Dallas Housing Authority; Nathan Adams, President Master Plan Committee for Greater Dallas; and Harold Star, Chairman of City Plan Commission.

## Strictly Personal

Charles E. Peterson, of St. Louis, Commander, Civil Engineer Corps, USNR, has been commended by Admiral Nimitz "For meritorious performance of duty. . . . He displayed ability in handling complicated planning problems for advance bases during a period of intense activity resulting from the demands of the Pacific fighting forces. . . ."

Lee Lawrie, sculptor, has been appointed by President Truman as a member of the National Commission of Fine Arts.

The University of Chicago has announced that Rexford Guy Tugwell will teach political science and direct a new department of civic planning there, starting next July. His job will be to develop planning as "a science instead of guesswork. . . ." Prof. Tugwell has been serving for the past four years as Governor of Puerto Rico.

Carl Feiss has been appointed Chairman of a new Department of Housing Arts in the School of Commerce of the University of Denver.

Ernest J. Bohn, Director of the Cleveland Metropolitan Housing Authority, has been appointed by the Governor of Ohio as one of the three citizen representatives on the nine-member Ohio Urban Redevelopment Commission.

Frederick P. Clark until recently serving as Lieut., USNR., has re-

turned to his former position as planning director of the Regional Plan Association, New York.

C. McKim Norton, also, has been released from the service and returned to his former position as executive vice-president of the Regional Plan Association, New York.

Lawrence V. Sheridan, until recently serving as Colonel, Engineer Corps, at Ft. Douglas, Utah, announced that he has resumed his consultant practice on city and regional planning and landscape architecture in Indianapolis, Indiana. His address is Brendonwood, Indianapolis 44.

Wilson W. Wyatt, Mayor of Louisville, Ky., and President of the Louisville Area Development Association, was named by President Truman as housing expediter and later, Administrator, National Housing Agency.

Charles W. Eliot has issued an announcement from 415 South Hill Avenue, Pasadena, California, that he is prepared to provide consulting services on Community Development and city and regional planning to public and private agencies. Mr. Eliot is a member of the Board of Governors of the American Institute of Planners and a Fellow of the American Society of Landscape Architects.

# Hon. Clifton A. Woodrum Inaugurated Chairman of the Committee of 100

At the meeting of the Committee of 100 on the Federal City, held on January 15, Clifton A. Woodrum who, after sixteen years of honorable service, recently resigned from the House of Representatives, was inaugurated Chairman of the Committee of 100 to succeed Justice Owen J. Roberts, who was obliged to resign when he left Washington at the time of his resignation from the Supreme Court of the United States. Horace M. Albright, President of the Association, presided and read the following statement from the retiring chairman:

*To the Committee of 100 on the Federal City:*

It was with real regret that I tendered my resignation as chairman of your efficient committee; but after I returned to my home in Pennsylvania I was no longer where I could serve the committee. I want to congratulate you on your new chairman. Your committee, organized in 1921-22 by the Honorable Frederic A. Delano, was served for a quarter of a century by a gentleman who has held many distinguished posts in the Executive arm of the Government. Coming from the judiciary, I was glad to contribute what I could. For your new chairman you are calling on the Legislative arm of the Government and should profit by the experience and wisdom of your new chairman.

I took over the chairmanship of your committee on January 18, 1945. During 1945 the Committee adopted a number of specific resolutions on current issues which seemed to promote the basic program of doing all in its power to bring about the planned development of the Federal City. I am now glad to report on the present status of the measures endorsed last year by the Committee.

I. The Committee endorsed the principles contained in the recommendations of the Report made by the Bureau of the Budget at the request of the late President Roosevelt. I am sorry to say that the proposed legislation based on these recommendations has not yet cleared the Bureau

of the Budget, but I presume that Mr. Melvin Sharpe, Chairman of the Subcommittee, will confer with the full Committee to discover ways and means for advancing this much needed reorganization.

II. The Committee was glad to note the passage by the Senate and the favorable Report by the House Committee on Military Affairs of a bill to provide for new and enlarged cemeteries.

III. The Committee discussed at length and adopted certain principles which it desired to see embodied in the Urban Redevelopment legislation for the District of Columbia. Mr. Charles H. Tompkins, Chairman of the Sub-Committee, testified before the Senate Committee on the D. C., which reported out a compromise McCarran-Capper-Burton Bill, containing most of the recommendations of the committee. This was passed by the Senate and is now pending in the House.

IV. The Committee was interested in maintaining the integrity of the Park Police. A bill in Congress providing for consolidation of the Park with the Metropolitan Police passed both Houses, but, at the request of the Secretary of the Interior, was vetoed by President Truman.

V. The Committee vigorously opposed power on the Potomac, as it did when the issue was up in the twenties, and presented a brief at the hearings before the Board of Engineers for Rivers and Harbors in April. The Board announced that it would make an adverse report on the recommendations of the District and Division Engineers, which means that the issue will not be presented to Congress. Public opinion in the District and among the residents of the river basin, as represented by Congressional delegations, brought about this wise decision.

VI. The Committee, at its May meeting, on motion of Joshua Evans, Jr., Vice Chairman of the Subcommittee on Traffic and Transportation, adopted a resolution in favor of a single, six-lane bridge across the Potomac at 14th Street, in line with the recommendations of the National Capital Park and Planning Commission, which took into account the Comprehensive Plan for the Washington region and the whole problem of land uses of the property abutting on streets. Extensive hearings have been held before a Subcommittee of the House Committee on Interstate and Foreign Commerce. Mr. Evans



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presented the testimony for the Committee of 100. Standing with the National Capital Park and Planning Commission also were three important professional groups—the architects, the landscape architects and the planners. The Subcommittee has not yet reported.

There is here involved a fundamental function of city planning commissions as they have developed in the last half century. Through comprehensive city planning a method has been provided to bring together and reconcile into consistent plans the recommendations of the various departments. No matter how wise and good departmental recommendations are, considered alone, they are bound to need modification if they are to fit into a broad, balanced plan. With the greatest respect for the professional qualifications of the highway specialists, I feel that the Committee is wise to stand for the co-ordination secured by the process of comprehensive planning.

It will thus be seen that distinct progress has been made in 1945. We turn over some unfinished business for 1946. The year will no doubt bring its own problems. I would like, however, to commend to the Committee one project which was discussed during 1945. I believe that there are opportunities for real service if the Committee will join with other groups to work out a suitable celebration of the 150th anniversary of the occupation of the District as the seat of the Federal Government.

I thank the Committee for its efficient functioning in 1945, commend it to its new chairman and its new chairman to it.

Faithfully,

OWEN J. ROBERTS, *Chairman for 1945*

Mr. Albright presented Mr. Woodrum to the Committee, saying that he had found the gentleman from Virginia an exceedingly able member of Congress and he felt that the Committee would profit by his ability and experience. Mr. Woodrum pledged his best efforts to the objectives of the Committee and stated that he was fully aware of the importance of the Federal City and the need for guarding and protecting its planned development.

In response to the request for sug-

gestions for new items essential in the 1946 program, Mr. Julian Berla, President of the Washington chapter of the American Institute of Architects, presented objections to the recently published plans for erecting office buildings in the White House Grounds which would totally change the appearance of the historic home of presidents. He declared that he did not question the architectural merit of the plans; but called attention to the service of architects some forty years ago when the White House had been freed of many undesirable excrescences. Major Edmund R. Purves, Washington Representative, AIA, stated that the matter had been referred to the Committees on Historic Sites and the National Capital. A letter of President Theodore Roosevelt was quoted in the Editorial on the White House on page 10. Horace W. Peaselee, Vice-Chairman of the Committee of 100, recalled among other notable comments, those of Hon. Elihu Root, at a dinner in honor of the eminent architect, Charles F. McKim, when he said:

I thank Heaven that the White House has been preserved, restored and protected against discordant and overwhelming additions . . . and against all garish display and inconsistent treatment; preserved as a precious monument of America's past for America's future by the fine and reverent sense of art of that brother of our own . . . Charles McKim.

Mr. Albright called attention to the articles and displays in the New York papers which had created something of a tempest there.

The Committee asked that further information be secured and placed before the Executive Committee



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with power to act as indicated, but it was quite apparent that those present found the proposals to surround the White House with office buildings most unfortunate.

Mr. John Nolen, Jr. called attention to the opposition which had arisen among the property owners of the East Capitol Street area to the East Capitol Street Plan of the National Capital Park and Planning Commission and inquired whether the Committee of 100 was on record as approving the East Capitol Street development. It transpired that the Committee had taken definite action some years ago and was in a position to distribute information both in Washington and throughout the Nation so that the significance of the plan would be understood. Mr. W. E. Reynolds, Commissioner of Public Buildings, has assured property owners that every consideration will be given them in the matter of tenancy, especially during the acute housing shortage. In the discussion it was brought out that the needs

of the Federal Government for more space frequently involved the displacing of existing owners, but that the very reason for the existence of Washington was to serve the Federal Government and provide for its requirements.

It will be recalled that the Committee of 100 on the Federal City, at the time of its organization, made very clear that it would not duplicate the work of the many local civic associations which cooperated with the District Government and Congress in local matters; but that the Committee would emphasize the national character of the capital and the responsibility of the Federal Government for its planned development as the seat of the Nation's governmental structure. The Committee of 100 has frequently acted as a broadcaster to the members of the American Planning and Civic Association and other organizations on crucial issues of national importance.



Hearings on S. 1426, the McCarran-Burton-Capper Bill, which passed the Senate on Oct. 18, 1945, were held Feb. 21st and 22d, before

a House Sub-Committee of the District of Columbia Committee, headed by Representative Dan R. McGehee.

*As Planning and Civic Comment went to press we received the sad news of the death of George B. Dealey on February 25. Mr. Dealey, a member of the Advisory Council and former Board Member was associated with the Civic Association for nearly 40 years. A tribute to his extraordinary influence on Dallas and Texas will appear in the April issue.*

# Ten Years of Historical Conservation under the Historic Sites Act

HERBERT E. KAHLER, Chief Historian, National Park Service

Ten years have passed since President Franklin D. Roosevelt, on August 21, 1935, approved the Historic Sites Act, one of the milestones in historical conservation. Questions most frequently asked about this Act are: Why was general legislation such as the Historic Sites Act needed? How is the Act administered and what has been accomplished under its provisions? It is the purpose of this article to answer briefly these pertinent questions.

## WHY THE HISTORIC SITES ACT WAS NEEDED

The transfer, in 1933, of Federally owned historical and archeological areas administered by the War Department and the Department of Agriculture to the National Park Service of the Department of the Interior revealed the lack of a Federal program for the selection and acquisition of such areas. Certain periods of American history were well represented in terms of historical areas, while others equally important in the growth and development of the Nation were completely ignored. A well-rounded pageant of America in terms of historic sites had never been projected; no systematic evaluation of the historical resources of the Nation had ever been undertaken. During the period 1890 to 1933, leadership in historical preservation came from historically minded individuals and patriotic societies. For example, the veteran

organizations of the Civil War sponsored special bills for the creation of national military parks, such as Gettysburg and Vicksburg, and scientific societies supported the passage of the Antiquities Act which made possible the establishment of archeological areas, such as Chaco Canyon and Bandelier National Monuments. They did yeoman service, and encouraged other groups to foster the preservation of important historic properties. Nevertheless, there were obvious gaps in the historical preservation program.

Three factors helped to focus attention on the need for legislation. In the early 1930's, groups motivated by community pride and hoped-for commercial benefits, sponsored a large number of bills for the creation of additional historical areas. These bills pointed out the obvious need for a systematic investigation of sites to insure wise selections. The Historic American Buildings Survey, which had been inaugurated in 1933 in order to provide a permanent graphic record of early architecture remaining in this country, directed attention to the high mortality rate among important historic structures and the need for a policy of wise selection based on high standards. Leaders in historical conservation familiar with historical activities in other countries called attention to the fact that, while the United States had initiated a program to preserve its outstanding scenic areas, it had not

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made much of an effort toward historical conservation.

A public spirited citizen in 1934 financed the trip of Mr. J. Thomas Schnieder to Europe for the purpose of studying first-hand the classification, selection, preservation, and administration of historic sites. On the basis of information gathered in this country and abroad, the historic sites bill was drafted. President Roosevelt indicated his wholehearted support in the following letter, dated April 10, 1935, to the Congress:

I wish to make known my deep interest in the measure, the general purpose of which is to enable the Federal Government, with the coöperation of the States and other public and private agencies, to lay a broad legal foundation for, and to develop and carry on a national program for the preservation and interpretation of physical and cultural remains of our history.

The preservation of historic sites for the public benefit, together with their proper interpretation, tends to enhance the respect and love of the citizen for the institutions of his country, as well as strengthen his resolution to defend unselfishly the hallowed traditions and high ideals of America.

Secretary of the Interior Harold L. Ickes, testified on April 1, 1935, before the Congressional Committee considering the legislation:

At the present time we are the only great nation of the western world which has not developed a general national policy for the preservation of the physical and cultural remains of our history.

### HOW THE HISTORIC SITES ACT IS ADMINISTERED

The Historic Sites Act conferred upon the Secretary of the Interior the authority to make a systematic survey of the historic and prehistoric sites of the Nation. It em-

powered him to investigate and designate, with the approval of the President, sites of outstanding national significance and to develop a program for their proper interpretation. The Act also provided for the Appointment of an advisory board to advise in all matters relating to national parks, historic sites, buildings, and monuments.

To obtain a comprehensive view of the prehistoric and historic resources of the Nation and to facilitate research, the field of archeology has been divided into five topics and the field of American history into fifteen topics covering, in chronological order, exploration, colonization, the war for American independence, political and military affairs, the advance of the frontier, the Civil War, the extension of national boundaries, commerce, industry and agriculture, travel and communication, exploitation of natural resources, and the arts and sciences. The first step in the survey of historic sites has been the inventory of all those sites relating to a particular topic or theme study. After this has been completed, there follows a comparative study of sites included within the theme to determine which of them deserve further consideration.

In deciding the difficult and, at times, delicate question of which sites are of national significance, the Secretary of the Interior has relied upon the advice of the Advisory Board which, since its creation in 1936, has consisted of persons eminent in the fields of history, architecture, archeology, human geography, and park planning. The Advisory Board has laid down guiding

principles for conducting the historic sites survey so that a well-rounded pageant of America, in terms of outstanding national historic sites, will ultimately be achieved. It has given careful consideration to the problems of preservation and to the restoration of historic remains. The essence of its restoration policy is summed up in the following words: "It is better to preserve than repair, better to repair than restore, better to restore than reconstruct."

### ACCOMPLISHMENTS UNDER THE HISTORIC SITES ACT

From 1935 to the outbreak of hostilities in 1941, 564 historic sites and 334 archeological sites have been inventoried. Nine of the 15 thematic studies for history were prepared, and it is anticipated that the remaining studies will be completed in the postwar period. The Advisory Board, or its Interim Committee, has met 21 times to consider 379 proposals involving the establishment of historic or archeologic sites, monuments, memorials, or additions to existing historical areas.

The Secretary of the Interior has approved 16 sites recommended by the Advisory Board for designation as national historic sites. These fill important gaps in the Federal preservation program. Fort Raleigh National Historic Site, Roanoke Island, North Carolina, commemorates the ill-fated attempt of Sir Walter Raleigh to plant an English colony on the eastern shores of North America.\* Jamestown Island, Vir-

ginia, the first permanent English settlement in what is now the United States, and the site where the first representative government was established in the New World, is in dual ownership. The Association for the Preservation of Virginia Antiquities owns one portion of the Island—the Federal Government, the other. The portion of the Island owned by the Association has been designated a national historic site, and a coöperative agreement between the National Park Service and that Association has been made for the development and interpretation of Jamestown Island as one unit.

Three churches that played significant roles in American history have been designated national historic sites: Gloria Dei (Old Swedes') Church National Historic Site, Pennsylvania, commemorates the cultural aspects of early Swedish colonization in America. The present structure, erected about 1700, is one of the noteworthy architectural landmarks in Philadelphia. San José Mission National Historic Site in San Antonio, Texas, is an outstanding example of the frontier institution used by the Spanish to civilize and Christianize the Indians and to extend political control over the Southwest. St. Paul's Church National Historic Site, Mount Vernon, New York, is intimately connected with events leading to the freedom of the press.

The industrial development of the United States is one of the amazing phenomena of modern times. One of the major industries—the manufacture of iron—is illustrated at Hopewell Village National Historic

\*See N. C. Historical Review, Vol. XX, No. 1, January 1934, p. 22. Fort Raleigh National Historic Site: Part of the Settlement Sites of Sir Walter Raleigh's Colonies of 1585-1586 and 1587. By Charles W. Porter III.

## *Planning and Civic Comment*

Site near Birdsboro, Pennsylvania. Hopewell Village is a typical example of an eighteenth and early nineteenth century iron-making community. Clustered around the furnace stack are well preserved stone dwellings of the ironmaster and his employees, the blacksmith shop, the store, the school, and the spring house.

Two areas associated with the political development of the Nation and the growth of freedom have received national designation. Independence Hall National Historic Site, in Independence Square, Philadelphia, Pennsylvania, owned by the city of Philadelphia, was the scene of the adoption of the Declaration of Independence, of the Second Continental Congress, and of the Constitutional Convention of 1787. It was the seat of Government of the United States from 1790 to 1800. Federal Hall Memorial National Historic Site, New York City, marks the place where Washington first took the oath of office as President of the United States and where the Federal Government, under the Constitution, was launched.

To commemorate the heroic deeds of the Merchant Marine, especially during and immediately after the American Revolution, Salem Maritime National Historic Site, Salem, Massachusetts, has been established. Daring sea captains became privateers during the struggle for independence and contested the authority of the British Crown on the high seas. Enterprising, venturesome seamen opened new lanes of commerce to the Orient, the East Indies, Africa, and Russia, returning with rich cargoes of tea, coffee, pepper,

muslin, silks, and ivory. For a generation following the American Revolution, Salem overshadowed all other American seaports.

The Old Philadelphia Customs House National Historic Site, Philadelphia, Pennsylvania, is one of the noteworthy examples of classical revival architecture in America. Built as the Second Bank of the United States, it was the center of the famous Andrew Jackson-Nicholas Biddle political battle over rechartering that financial institution.

Two sites relating to westward expansion have been given national recognition. At the Jefferson National Expansion Memorial, St. Louis, Missouri, the transfer of Upper Louisiana to the United States took place in 1806. The McLoughlin House National Historic Site, Oregon City, Oregon, commemorates the outstanding services of Dr. John McLoughlin, important official of the Hudson's Bay Company, who generously aided American immigrants during the critical period of settlement of the Northwest.

To supplement the Civil War areas administered by the National Park Service, two sites relating to that period have been designated. The Battle of Manassas, or Bull Run, is commemorated at Manassas National Battlefield Park. The route of Sherman's advance from Chattanooga to Atlanta is commemorated by the Atlanta Campaign National Historic Site, Georgia, a group of five small areas.

The post-Civil War era of industrial expansion is called to mind at the Vanderbilt Mansion National Historic Site, Hyde Park, New York.

## *Planning and Civic Comment*

This home of Frederick W. Vanderbilt represents an important phase of economic, cultural, and sociological history.

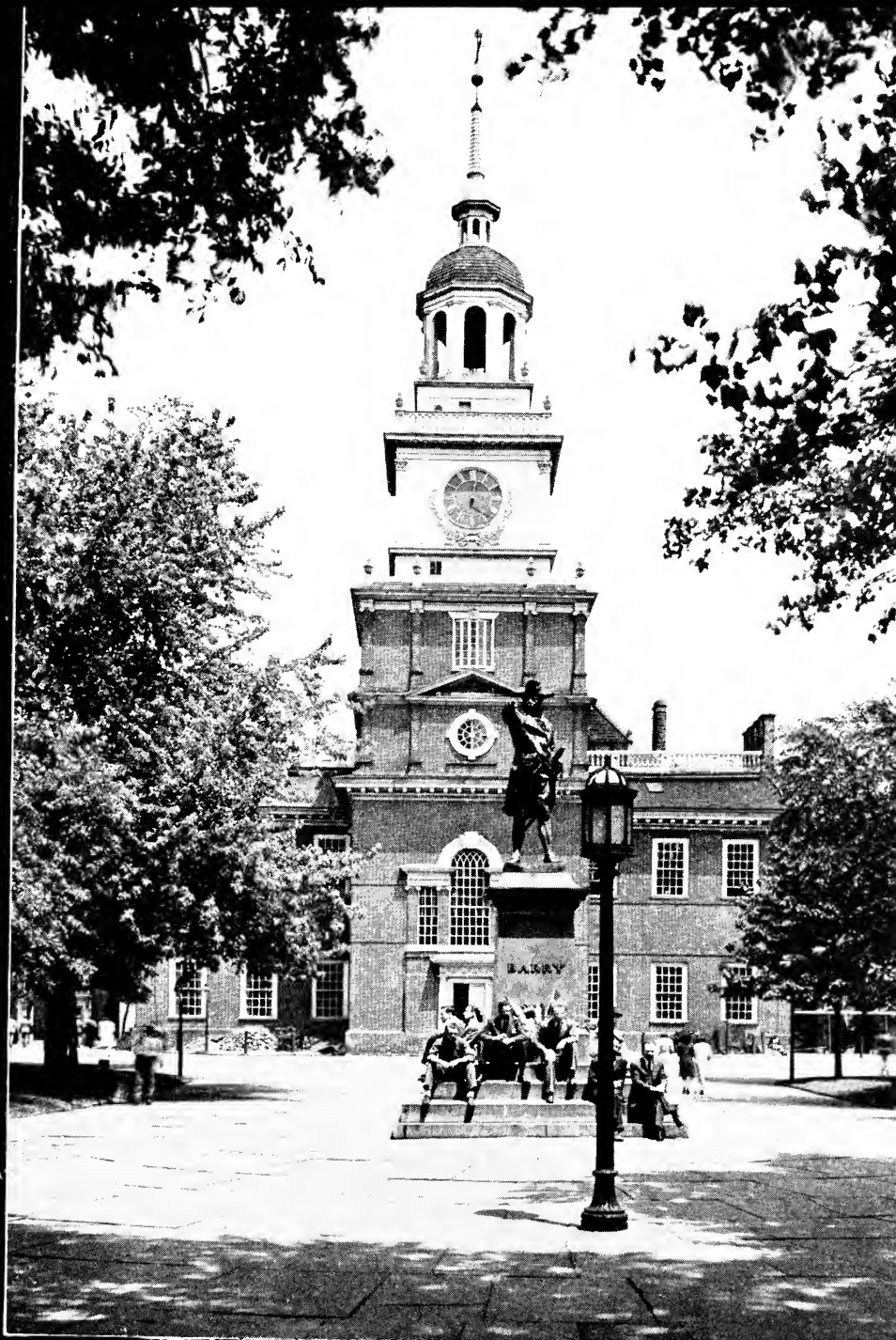
In the field of contemporary history, the home of the late President Roosevelt in Hyde Park, New York, has been designated as a national historic site pursuant to the Joint Resolution of Congress, approved July 18, 1939. Kings, prime ministers, and princesses have been entertained at the "Summer White House," and decisions of worldwide importance were made at the site.

One of the purposes of the Historic Sites Act is to give encouragement to civic and patriotic societies and municipal and state authorities in the preservation and interpretation of historic properties. As evidence of this encouragement, 6 of the 16 historic sites thus far designated are in non-Federal ownership. Of the 10 sites that are Federally-owned, 2 are maintained and operated by coöperating agencies. The passage of the Historic Sites Act and the material assistance rendered by the Civilian Conservation Corps gave

increased impetus to historic sites preservation by the States. At New Salem State Park, Illinois, La Purissima State Park, California, Goliad State Park, Texas, and in more than a score of other state parks, the National Park Service assisted in historical work.

Besides the designation of sixteen historic sites and the evaluation of many others, much basic data have been gathered that have been useful to the executive and legislative branches of the Federal Government in considering bills for the establishment of new areas. Policies for the preservation and restoration of historic sites have been formulated, and, above all, a better understanding of the historical and archeological resources of the Nation has been realized. It has helped focus attention on the need for preserving America's cultural heritage and has encouraged extensive use of places hallowed by great men and important events, and has aided the visitor to recall some of the costs and sacrifices that have gone into the making of America.

*The following pictorial section, Parks, illustrates Mr. Kabler's article on the historical conservation work of the National Park Service begun in 1935 under the authorization of the Historic Sites Act.*



PARKS



*Under the Historic Sites Act, passed in 1935, sixteen areas of outstanding national significance have been selected as National Historic Sites to be administered by the National Park Service. The accompanying pictorial material, relating to these, supplements the article "Ten Years of Historical Conservation under the Historic Sites Act," appearing in this issue.*

*The cover page shows Independence Hall National Historic Site, Philadelphia. It has been the scene of such epoch-making events as the signing of the Declaration of Independence and the convention that drafted the Constitution of the United States.*

*Safely guarded at Independence Hall is one of the most highly cherished relics in America—the Liberty Bell, shown above—with its prophetic inscription: "Proclaim Liberty Throughout All the Land Unto All the Inhabitants Thereof."*



*The first successful attempt at English colonization in what is now the United States was at Jamestown, Virginia, and one of the well-known landmarks on Jamestown National Historic Site is the old church tower, right.*

*The attempts by Sir Walter Raleigh at English colonization in 1585-87 ended in failure, and what happened to the Lost Colony of 1587 is still a mystery. Below is shown a scene from Paul Green's famous pageant, "The Lost Colony," which was given annually at Fort Raleigh National Historic Site before the war and which will again be presented in the postwar period.*





*New York was selected as the first capital of the United States under the Constitution, and here, on the site of the Sub-Treasury Building, located on the corner of Wall and Nassau Streets, New York, George Washington took the oath of office, the first ten amendments were added to the Constitution, and our present form of Government was successfully launched.*



*Important in the growth of the Nation was its industrial development. Hopewell Village National Historic Site, near Birdsboro, Pennsylvania, was an industrial community getting its livelihood from the manufacture of iron. The iron furnace illustrated above was the center of activities.*

*The iron master supervised iron manufacturing and usually lived in the best house in the community. Here is the iron master's home at Hopewell Village National Historic Site.*







*Left: McLoughlin House National Historic Site, Oregon City, Oregon, commemorates the work of Dr. John McLoughlin, an important official of the Hudson's Bay Company, who aided the Oregon immigrants in many ways.*

*Winter Scene at New Salem State Park, Springfield, Illinois. The main feature of the area is the reconstructed community in which Abraham Lincoln operated his store and studied law. The National Park Service and the Civilian Conservation Corps assisted the State in the development.*





*Spanish settlement in the United States was advanced through the mission centers. The San Jose Mission National Historic Site, San Antonio. It has frequently been referred*



*of missions, which served as military, political, and religious  
as, includes one of the most artistic of those which survive.  
"queen of the missions."*



*The Swedish colonists followed closely on the heels of the English, and, in fact, settled portions of Delaware and Pennsylvania before the English arrived. Gloria Dei (Old Swedes') Church National Historic Site, Philadelphia, built in 1700, is a visible reminder of the contribution of the early Swedes to our national growth.*

*Salem, Massachusetts, before and during the American Revolution, was one of our major seaports. Reflecting the former maritime glory of Salem, and shown below, are the old Custom House where Nathaniel Hawthorne was at one time customs officer, the Hawkes House, and the Derby House, which, together with the Derby Wharf in front of these buildings, comprise Salem Maritime National Historic Site.*







*Political and religious freedom were impelling motives for settlement in this country. At right, St. Paul's Church, Eastchester, Mt. Vernon, New York, built in 1765 on the site of earlier church built in 1665, is associated with the struggle for the freedom of the press in America.*

*La Purisima State Park, near Lompoc, California, is a mission reconstructed by the State with the coöperation of the Civilian Conservation Corps and the National Park Service.*





*Right: Vanderbilt National Historic Site, Hyde Park, New York, overlooking the Hudson River, is a fine example of the palatial residence of the period 1880-1900.*

*Below: Jefferson National Expansion Memorial, St. Louis, Missouri, has been set aside to commemorate the Louisiana Purchase and westward expansion. The Old Courthouse has been converted into a museum to explain the exploration and settlement of the West.*









*The Old Philadelphia Custom House National Historic Site, Philadelphia, is a notable example of Greek Revival Architecture in America. It was built as the Second Bank of the United States and was the center of the famous Andrew Jackson-Nicholas Biddle political battle over the rechartering of that institution.*

# State Park Note 1



The Pennsylvania Department of Forests and Waters has accepted for administration as part of its state park system, four National Park Service recreational demonstration areas containing 27,582 acres. The President has approved the transfer of three others, totaling 9,776 acres, to the State of Georgia as additions to its state park system.

When the above transfers are consummated, 25 such areas, with a total of 155,845 acres, will have been transferred to the States under authority of the act of June 6, 1942. Six additional areas in California, Missouri, Oregon, and Virginia are available for transfer as soon as the States are ready to accept them.

The areas now being transferred are described briefly below:

*Pennsylvania:* The Blue Knob area of 5,136 acres, in Bedford and Blair Counties, is typical Allegheny Mountain wilderness country and contains Blue Knob, second highest point in Pennsylvania. In addition to day-use facilities, it contains two 96-camper capacity group camps, serving the Altoona and Johnstown industrial districts.

Hickory Run, 13,386 acres, in the rocky wild upland of the Poconos, contains a geological phenomenon known as Boulder Field. This 50-

acre basin, filled with gigantic boulders probably of glacial origin, lies in one of the highest spots of the area.

The Laurel Hill Area, 4,026 acres of heavily forested mountains in the Laurel Ridge, with its beautiful lake and streams, contains six group camps, in addition to extensive picnic facilities. This area serves residents of Pittsburgh and other Western Pennsylvania communities.

Raccoon Creek, containing 5,034 acres, has four group camps: two 96-camper capacity; one 36-camper capacity; and one converted Civilian Conservation Corps Camp. Residents from Pittsburgh and the nearby industrial cities in Western Pennsylvania and Eastern Ohio enjoy those facilities in Raccoon Creek.

*Georgia:* Alexander H. Stephens area of 940 acres is located in Taliaferro County. It contains rolling forest lands and lakes and one 96-camper capacity group camp. The area adjoins a state memorial park of 263 acres bearing the same name which contains the home and plantation of the Vice-President of the Confederacy.

Hard Labor Creek in Morgan County, about 40 miles east of Atlanta, contains 5,804 acres of fields

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and wooded lands with two lakes for recreational use. Extensive day-use facilities and two group camps of 48 and 80-camper capacity are provided.

Pine Mountain area of 3,032 acres in Harris County contains two camps of 96 and 48-camper capacity which serve the Columbus region. The area adjoins Pine Mountain State Park of 1,550 acres.

*California:* The Division of Beaches and Parks, December, 1945, issue of *News and Views* reports "The State Park Commission has approved the appointment of Mr. Frederick Law Olmsted for the purpose of making a survey of the State's interior areas upon which to base the Commission's acquisition program of interior park and recreational areas consistent with recent legislation".

*Indiana:* The Division of State Parks, Indiana University, and the Indiana Association of Municipal Park and Recreation Executives are jointly sponsoring a state-wide park training institute to be held at McCormicks Creek State Park from March 11 to 22.

*North Carolina:* Thomas W. Morse, Vice-President of the National Conference on State Parks has been released from service in the Navy and has resumed his position as Superintendent of State Parks. At present he is concentrating on bringing all improvements up to a good state of maintenance, and planning for full operation of existing facilities.

*New York:* Leonard L. Huttleston is again serving in his capacity of Executive Secretary for the Central

New York State Parks Commission. During his absence of several years, Carl Crandall, Secretary-Engineer for the Finger Lakes State Park Commission, served in this position, and also in a similar capacity for the Thousand Islands State Park Commission in addition to performing his regular duties.

*Rhode Island:* The State Planning Board has proposed that 15 so-called state parks be transferred to the communities in which they are located, or otherwise disposed of, because they are "no longer desirable for state park purposes".

*Tennessee:* Paul Mathes, Conservation Commissioner of Tennessee and William M. Hay, Director, Division of State Parks, stopped over in Washington on their return home from the National Recreation Conference.

*West Virginia:* Watt B. Powell, Chief, Division of State Parks, has announced that cabin reservations from June 15 to September 7 will be limited to a maximum of one week, and that before and after this period the maximum will be two weeks, as heretofore. This change in policy is designed to provide a more equitable use of available facilities.

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Plans are going forward for the autumn Traveling Meeting of the National Conference on State Parks which will convene in Santa Barbara, visit California and Oregon State Parks, and disband at Seaside, Oregon. Those who wish to visit National Parks en route to and from the Conference will be aided in making their arrangements.



# Wagner-Ellender-Taft Bill

STATEMENT OF MAJOR GENERAL U. S. GRANT 3d, First Vice-President of the American Planning and Civic Association, before the Senate Committee on Banking and Currency on S. 1 5 9 2 Wednesday, December 12, 1945.

THE AMERICAN PLANNING AND CIVIC ASSOCIATION, composed of civic leaders, planners and planning agencies, and carrying on an educational program for comprehensive planning and sound land-use, would like to record approval of the principles of the Wagner-Ellender-Taft Bill—S. 1592. At the Annual Meeting of the Board of Directors, held on January 12, 1945, the Board adopted the following resolutions and sent them to all members:

1. The Board commends the extensive plans of private industry to supply housing for all those who can afford to buy or rent living quarters, and reaffirms its support of public housing to take care of such low-income families as can not afford the shelter so made available.

2. The Board continues to urge that all private and public housing be constructed of good minimum standards and in accordance with local comprehensive planning and zoning regulations.

3. The Board recommends adoption of controls to prevent housing of less than minimum standards in incorporated and unincorporated areas.

4. The Board favors the continued consolidation by Act of Congress of the Federal Housing Agencies after the current Executive Order expires.

In accordance with these resolutions and with the statement of the Association before the Taft subcommittee, we commend the emphasis in the bill on the encouragement and service to private industry designed to provide an increasing number of low-cost houses; we approve the provisions to define the field of public housing; we are glad to see a reliance on local initiative so that cities may estimate their

own needs and demonstrate that they cannot be met by private industry; we welcome the broadened planning features and the establishment of a directorship for urban redevelopment; and we are in hearty agreement with the establishment of a permanent National Housing Agency.

Our statement is necessarily addressed principally to Titles II and VI of the bill, since these fall most directly within the field of our activities, with only passing comments from the point of view of the consumer as to the housing features of the bill.

There is certainly a very great need for Federal leadership and aid to research, to collecting reliable information and for market analyses in the housing field. Whether the amounts authorized are reasonable or not is a question the answer to which we must leave to those who have made estimates of cost. It may be assumed that the Administrator would make the greatest possible use of existing researches in the Bureau of the Census, and the Departments of Labor, Commerce and Agriculture; but it might be well to stipulate that there should be no duplication of the research of existing agencies; that these agencies should be directed to furnish the Administrator pertinent information on request; that such information in convenient form should be assembled and distributed to local officials and private enterprise.

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Surely, this service could prove to be of very great value, both at the Federal level and in its aid to local officials in making surveys and analyses.

Title VI is of special interest to this Association. We see the need for extensive redevelopment programs to be undertaken by the cities of the United States. We at first advocated separate urban redevelopment legislation to promote adequate replanning and use of areas assembled and cleared to take their part in the comprehensive city plans, which were generally made after the pattern of the older parts of the city had been set. This seemed to us an opportunity for effective replanning of extensive areas which in practically every city in the United States have become health menaces and financial burdens on the cities.

But we realize now that, while the redevelopment of blighted areas would improve the city as a whole, it could well be that it would not be good planning to attempt rehousing, within the same areas, the present inhabitants. Therefore, linking urban redevelopment with the housing and rehousing program seems sound. But urban redevelopment is not a mere housing or rehousing program, and should be fostered by the National Housing Agency only if this function is handled in a separate constituent administration in the Agency, as seems to be contemplated in this bill.

The amounts authorized in the bill to stimulate Urban Redevelopment appear very meager; but that is not a valid reason, in our judgment, for attaching the function to any of the three existing constituent

administrations. For the experiment to start out on a sound basis, the Director of Urban Redevelopment should be a recognized city planner.

In most, if not all, instances, the Land Agency to assemble, clear and dispose of the land in these urban redevelopment districts, should be a separate agency which, with the advice of the local planning commission, should be in a position to deal with private enterprise and public officials, including local housing authorities, so that the agency disposing of the land would never, under any circumstances, be disposing of it to itself. It is probably not the province of this bill to prescribe too definitely just how the city should set up its local machinery; but we mention the above principle, and invite the attention of your Committee to the McCarran-Capper-Burton Bill (S. 1426) which has already passed the Senate and will soon be subject to hearings before the District Committee of the House, to illustrate what seems to be the best local organization. Therefore, it would be most unfortunate to place urban redevelopment in the Federal Public Housing Authority. Even if in the beginning the cost of administration should prove slightly more, we think that urban redevelopment aid should be set up as a distinct planning administration.

If the modest sums authorized in this bill effectively stimulate urban redevelopment on sound planning lines, it will be a gain for the city. In addition such provisions as will permit an appropriate part of the land to be developed with low-cost housing, as determined by the

## *Planning and Civic Comment*

planning commission, will be a real contribution towards meeting our acknowledged low-cost housing needs, which no redevelopment scheme based on realizing the highest money returns for the land could hope to meet.

We like the requirement under contracts for financial aid in Title VI that the redevelopment plan shall be based on a local survey and conform to a comprehensive plan for the locality as a whole, and the provisions under Section 604 which more specifically require conformity to local planning.

For the first time, under these provisions a few cities will be enabled to undertake the rehabilitation of entire neighborhoods along sound planning lines, and the authorization of write-downs in land values, between the cost of purchase and the new desirable use value, will remove one of the chief obstacles heretofore to large scale redevelopment in the central sections of American cities. Without this readjustment in land value both public housing and private enterprise projects must seek cheap unoccupied land in outlying areas, thus stimulating decentralization and blight, and requiring extravagant extensions of utilities and facilities.

The Association, therefore, urges that the urban redevelopment part of the bill, Title VI, remain substantially as it is.

We do not presume to pass upon the many detailed provisions for financing and managing public housing, but commend the arrangement for public housing which will induce the greatest use of private capital,

and entail appropriations only for the subsidies or graded rents, to provide for those families whose income will not permit them to occupy new or old houses built and owned by private enterprise.

While we recognize that some of the provisions in the bill exceed what has usually been held to be safe and sound practice in home financing, it must be admitted that in the past our system has never produced enough houses in these lower brackets to meet the needs of our people. The entirely inadequate supply of decent shelter for the low income groups seems to call for radical action, for the taking of a greater risk. And the Federal Housing Administration, which has such a successful record behind it, appears to be in the best position to decide just what is safe to go into this bill for the homes which it will be called upon to handle.

As to housing on farms and in rural areas we express no opinion. Experience can best show how this collaborative program with the Secretary of Agriculture will need to be modified to meet the needs. In this, as in other sections of the bill, the provisions only authorize appropriations for five years, which should cover an experimental operation.

We are in sympathy with the plan under Title IX to put the permanent war housing to good service, but we wonder whether it offers any incentive for substantial returns to the Federal Government.

We believe that the periodic inventory should be an especially valuable service.

With a few changes along the

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lines suggested and such others as may be proposed by competent authorities, we recommend the early enactment of S. 1592. Without such legislation at a time when we are facing the greatest housing shortage in our history, neither the existing Federal agencies nor private enterprise know exactly how to proceed. With it, local public officials and business men can know exactly where they stand with the National Housing Agency, appropriations can be sought, and, with proceeds of bonds, work can begin. The longer we delay the longer hundreds of thousands of our people must be without adequate, decent, safe and sanitary shelter.

May I add to this formal statement, sirs, the fact that as I have been working on this type of legislation locally, in my official capacity, necessarily I have had to have some touch with other cities, as to what they are doing, and with other States; and that our Commission, the National Capital Park and Planning Commission, feels that this is about the most essential and immediate and urgent problem in our cities throughout the country.

It is most important that such housing as is built in the next two years, shall be built where it will do good to the city, will improve it economically and not just in looks. These blighted areas are definitely places where cities are losing money all the time.

The situation is, perhaps, most concisely summed up in a report made by the city manager of Kansas City to the city council of that city, and I should like to read this very concise statement because

I think it covers the subject so well:

Urban rot lacks dramatic evidence—its process is gradual. The Kansas City Housing Authority has been created to help the city solve this problem. But not one dollar should be expended until the planning agency has studied and approved housing sites as a part of a whole plan. It is becoming more evident that the scale of rebuilding must be large enough to meet the objective of providing a physical basis for a satisfying community life. The plan for rebuilding, therefore, must be on the basis of areas larger than rows of sanitary barracks to replace rows of unsanitary hovels. The guiding concept that is gaining wide acceptance is that of the neighborhood, free of disruptive through traffic, with its own play spaces, schools, churches and retail shops. Cities must be made places for good living for young and old. The neighborhood in the city must be of a size to provide the amenities and yet be intimate enough for a real community life.

That is the basic statement which I feel justifies and calls for legislation of this type at this time. I mean, instead of permitting the new building that is done to be on the outskirts of the city, as will inevitably occur without such legislation and thereby add to the tendency to decentralization and increase your blighted area in your city, it is most desirable that such legislation be planned which will permit the inside of the city, like the decayed part of the tooth in a dental operation, to replace that section with a sound community structure. And that structure must include the necessities of each community; that is, schools, playgrounds, fire stations, police stations, and perhaps community meeting places, and so forth.

That will necessarily prevent the replacement in the same area of all the population that now is there,

when the elements of blight are due on over-concentration of population. Hence you will need housing outside of that, as much as possible by

private enterprise, and what cannot be done by private enterprise at low enough cost must be done through public housing.

## Minnesota Neighborhood Redevelopment Law

By GEORGE H. HERROLD, Planning Engineer

Redevelopment projects carried out in St. Paul's blighted areas under the terms of an Act passed by the State Legislature last spring, will be supervised by five members of the St. Paul Planning Board, who have been named as the Neighborhood Redevelopment Commission of that city.

Main inducement given private corporations by the Act is the power of eminent domain to acquire 40 percent of the land in an area which they plan to redevelop after 60 percent of the land has been acquired by option or purchase. In order to initiate redevelopment, the City is also authorized to acquire land in blighted areas and sell or lease it to a redevelopment corporation.

The project must be carried out in a slum or blight area, physical and financial plans must be approved by the Commission after a public hearing, ten percent of the land must be devoted to parks, and the present occupants of the area must not suffer "undue hardship" because of the redevelopment. The Planning Board is required to make

a report and recommendation on the physical plans.

The corporation is not tax exempt and no subsidy is provided in the bill and no limit set on profits or dividends.

The staff of the Planning Board, is currently preparing a pilot study to determine under what conditions the city could initiate such a project, and absorb the differential between the present value of the blighted land and its value for redevelopment. The City is empowered to acquire property in a blighted area, and perhaps could sell the houses for salvage and, as the city would already have title to the streets (some of which would be unnecessary in a replanned neighborhood) and to tax forfeited property, these factors might bring the acquisition cost down.

Members of the Neighborhood Redevelopment Commission are: Carl W. Cummins, Chairman; Joseph F. Reibold, Harry C. Palmer, Edwin H. Lundie and Gerald O'Donnell.

# APCA Board Meeting, January 26, 1946

The annual meeting of the officers and Board of Directors of the Association was held at headquarters on January 26, with the following in attendance: Frederic A. Delano, Chairman; Horace M. Albright, President; Maj. Gen. U. S. Grant 3rd, First Vice-President; Tom Wallace, Second Vice-President; Harold S. Bутtenheim, H. Marie Dermitt, Elisabeth M. Herlihy, J. C. Nichols, Col. S. P. Wetherill and Harlean James. A letter from Dr. J. Horace McFarland regretting his inability to attend was read.

The resignation of Miss Dermitt was announced after 30 years of continuous service as a member of the Board and was accepted with deep regret. Miss Dermitt is also resigning as Secretary of the Civic Club of Allegheny County, Pittsburgh, Pa. after filling that post with distinction for the past 40 years. Former Associate Justice Owen J. Roberts of Chester Springs, Pa. was elected as a member of the Board and Miss Dermitt agreed to serve on the Advisory Council.

The present officers of the Association were reelected for the ensuing year.

Mrs. Padgett's membership report was read, showing 247 new members gained during the year. This figure represents a greater increase in any year since the merger in 1935.

Subjects discussed included the proposed plan for game management on lands owned by John D. Rockefeller, Jr., in Jackson Hole, urban redevelopment and housing, the 14th Street Bridge controversy in Washington, D. C.

At luncheon, the Board was joined by Hon. Oscar Chapman, Assistant Secretary of the Interior; General Philip Fleming, Administrator of Federal Works Agency; Hon. Lyle Watts, Chief of the Forest Service; A. E. Demaray, Associate Director of the National Park Service; J. C. Dykes, Assistant Chief of the Soil Conservation Service; Charles B. Donaldson, Assistant Administration of Civil Aeronautics Administration with Edgar N. Smith in charge of planning; and W. E. Reynolds, Commissioner of Public Buildings.

## **Resolutions Adopted by the Board of Directors of the American Planning and Civic Association, Saturday, January 26, 1946**

### **PLANNING**

1. The Board again recommends the organization and maintenance of local citizen groups to study local plans and coöperate with local planning commissions to assure sound and practical plans for the development of local communities, and to stimulate informed public opinion.

2. The Board calls attention to the coördinating function of local planning agencies by which departmental plans are reconciled in comprehensive plans which take into account all of the elements of city planning.

3. The Board points out that it is important for all Federal agencies in charge of local public works, such as public buildings, highways, public housing and similar projects, to con-

## *Planning and Civic Comment*

form to local comprehensive plans, and, in case of conflict, to continue negotiations until agreement is reached.

4. The Board reaffirms its opinion that the cities of the U. S. have a great opportunity to redeem their blighted districts through urban redevelopment processes, tied securely into local planning and administrative agencies and again recommends appropriate local, state and Federal legislation for this purpose.

5. The Board stresses the importance of locating adequate airports, changes in rail entrances and passenger and freight stations and in car and bus terminals, in accordance with comprehensive city plans.

6. The Board recommends that local studies in changes in widths, locations, design and use of city streets to accommodate automobiles, buses and street cars be made in cooperation with local planning commissions in order that circulation of traffic will not be secured at the expense of other important elements in the city plan.

7. The Board again affirms its long-established advocacy of comprehensive planning and control of roadsides in rural districts and regulations for the protection of residence neighborhoods, parks, parkways and public buildings from inappropriate roadside developments which constitute defacement in urban districts.

8. The Board views with apprehension the decrease in State Planning Agencies and the tendency on the part of some of the State Boards to ignore or minimize physical planning. The Board commends those State Boards which are working to

stimulate local community planning through city and regional planning commissions, supplemented by citizens' councils and planning.

9. The Board continues to believe that there is great need for an overall planning agency at the national level to coordinate Federal Departmental plans for land and water resources and physical improvements and to cooperate with the state and local community planning agencies to produce sound plans which will articulate into a logical whole.

10. The Board calls attention to the importance at all levels of Government of making public plans which propose new projects not before considered or which depart radically from generally accepted policies announced in the past, in the belief that in a Democracy technical advice frequently benefits by the study and comment of the public.

### HOUSING

1. The Board reaffirms its opinion that for the permanent housing program of the United States the consolidation by Act of Congress of the Federal Housing Agencies now operating together is highly desirable, and further that Federal legislation should so far as possible provide a continuity of policy on the part of the constituent administrations which have been dealing with housing problems for a decade, with such changes as experience indicates would be desirable.

2. The Board reaffirms its belief that private industry should be given every proper encouragement to provide needed housing units, especially in the low-cost brackets

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and including a fair proportion of rental properties.

3. The Board again commends the use of local housing authorities for the provision of public housing, in coöperation with the Federal Public Housing Administration, to serve those families who cannot pay for housing built by private enterprise.

4. The Board urges public authorities to make sure that all permanent, private and public housing be constructed of good minimum standards and in accordance with local comprehensive planning and zoning regulations.

5. The Board recommends to local planning commissions and city authorities that sufficient controls be adopted to ensure the location of private and public housing projects in areas adjoining built-up districts in order to avoid unnecessary and costly extensions at public expense of utilities across unused areas.

### FEDERAL CITY

1. The Board again emphasized the Federal character of the Federal City and the responsibility of the Federal Government, not only for its own increasing holdings in the District of Columbia, but also for the overall development of the Federal City, and points out that the present Federal contribution to the District of Columbia budget each recent year had provided a diminishing proportion of the funds needed to maintain the Nation's Capital. In the 1945 budget the proportion of Federal contribution was 9.45 percent, and if the proposed \$81,000,000 budget for 1946 is

adopted, the customary \$6,000,000 Federal contribution would fall to a little over 7 percent. The Board reaffirms its recommendation that the Federal contribution to the expenses of the National Capital be more nearly commensurate with Federal ownership and responsibilities.

2. The Board urges that legislation be drafted and introduced into Congress to put into effect the recommendations contained in the excellent report of the Bureau of the Budget on the reorganization of the National Capital Park and Planning Commission, made at the request of late President Roosevelt.

3. The Board is of the opinion that it is most important that legislation be adopted which will make possible urban redevelopment in the District of Columbia under the supervision of the National Capital Park and Planning Commission and the District Commissions by a plan which will permit sale or lease of assembled lands to private enterprise or public agencies for redevelopment.

4. The Board reaffirms its advocacy of public housing in the District to take care of very low-income families who cannot be housed adequately by private enterprise on the profit basis.

5. The Board, in view of the long succession of expressed and recorded opinions and policies on the part of former Presidents, public officials and eminent architects that permanent Executive Offices should be provided outside the White House grounds, recommends that, before construction begins on any extensions of the acknowledged temporary offices within the White House



## *Planning and Civic Comment*

grounds, studies be made to ascertain whether it is not now possible to provide permanent Executive Offices in a remodeled State Department Building across Executive Avenue from the White House.

6. The Board further recommends that the plans which have existed for more than thirty years for a new State Department Building on the square east of Lafayette Park, be restudied with a view of proceeding at once with the erection of a State Department Building or Executive Offices on that square, with provision for preservation of the Decatur and Blair Houses on the site.

7. The Board petitions the Treasury Department to remove from the Pennsylvania yard of the Treasury the conspicuous billboard which defaces this dignified public building and suggests that all public buildings and grounds be protected from billboards.

8. The Board recommends the resumption of the Arboretum project and its development to the fullest extent under present legislation that funds can be made available.

### CONSERVATION

1. The Board commends the National Park Service for its consistent policy of preserving National Parks and Monuments from unrelated commercial developments, and urges Congress to make funds available for the purchase or acquisition of all private lands existing within National Parks and Monuments.

2. The Board reaffirms its belief that the creation of new National Parks and Monuments is a function

of the Federal Government which should not be unduly influenced by local considerations.

3. The Board continues to deplore the efforts to repeal any part of the Lacey National Antiquities Act of 1906, which was passed by Congress as a conservation measure.

4. The Board favors the participation of the States in revenues received from National Parks and Monuments, similar to existing arrangements for other Federal lands, as embodied in the Hayden Bill S. 67.

5. The Board stresses the importance of the conservation policies of the U. S. Forest Service in maintaining a sustained yield of forest products.

6. The Board commends the work of the Soil Conservation Service to restore and preserve the fertility of the agricultural lands of the United States, as a vital factor in the Nation's future.

7. The Board maintains that comprehensive water programs should include in the list of beneficial uses to be considered, the conservation of scenic and recreational streams and lakes, free from injury caused by construction work and pollution.

8. The Board reaffirms its stand in favor of strong Federal legislation to coöperate with the States and ensure pollution control.

9. The Board commends the movement in Santa Fe, New Mexico, to preserve and develop this 300-year-old capital through an appropriate plan which, among other things, would restore the ancient plaza and make sure that the necessary highways in and around the city are in character with the restoration plan.

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10. The Board, in its certainty that Parkways offer a most effective method of preserving scenic areas through which they pass while at the same time making them accessible, commends the plan of the Palisades Interstate Park Commission to build a parkway from George Washington Bridge through the Palisades section of the Park in New Jersey and across the intervening territory to the Harriman section of the Park in New York.

11. The Board favors the return of the central offices of the National Park Service and the Fish and Wildlife Service to Washington at the earliest practicable time, as both services already have adequate field representatives, and are under a serious disadvantage when their central offices are so far away from Washington.

12. We favor the project for preservation of historic areas around Independence Hall.

## **The Wyatt Report to the President**

Wilson W. Wyatt, Ex-mayor of Louisville, called in as Housing Expediter, on February 9th released his report to the President of the United States. Faced with the urgent need for some three million moderately and low priced homes and apartments during the next two years, Mr. Wyatt proposes the construction of 2,700,000 low and moderate cost homes to be started by the end of 1947, including conventional houses, prefabricated and temporary units. He proposes preference for veterans and their families in the rental or purchase of these homes with appropriate provisions for non-veteran hardship cases.

To stimulate greatly expanded production the Report proposes premium payments up to \$600,000,000 guaranteed markets for materials manufacturers, priorities and allocations of equipment and materials, wage-price adjustments or price increases where necessary and not inflationary, use of war plants and new facilities to increase present production capacity, rapid tax

amortization for plants which are newly built or converted to produce essential building materials, and absorption by Government of undue risks in developmental work on new type materials.

By the middle of 1947 it is hoped to recruit and train 1,500,000 additional workers. All deferrable and non-essential construction is to be postponed for 1946 to release needed materials and labor for veterans' homes. Factory fabrication of materials and parts is to be expanded. Priorities and allocations are to be made to home builders for equipment and materials. The Federal Government will cooperate and assist where necessary in the development of home sites. Most materials will be channelled into homes and rental housing selling for not more than \$6,000 or renting for not more than \$50 a month. Effective price controls on materials and ceilings on new and first sale of existing homes would be established. Rent controls would be extended.

(Continued on page 54)

## President Albright Protests

In line with the long-time policy of the Association to foster the recommendations of the McMillan Commission in all practicable ways, President Albright addressed a letter to the President of the United States on January 25, 1946. It will be recalled that the Report of the McMillan Commission had only been published about two years before the organization of the American Civic Association in 1904. One of its members—Frederick Law Olmsted—became Vice-President of the Civic Association. During all these years, the Civic Association has pressed for the realization of the McMillan program. Indeed, it was because so many of the recommendations had been honored more in the breach than the observance that the Committee of 100 on the Federal City was organized in 1922-23. Each time additions to the White House have been made, it appeared that there was an emergency and the fiction of calling them *temporary* was preserved. Even when the east wing was erected during the war the permanent facing of limestone was passed over. It was only when the present elaborate plans appeared in the press that an astonished public became aware of the fact that all semblance of calling these extensions temporary had been abandoned and that we would, in fact, see permanent extensions into the backyard of the White House unless we acted promptly and with vigor.

Mr. Albright's letter was delivered on January 25. The Commission of Fine Arts met on January 29, four days later. Though it had been announced that the plans had the approval of the Commission, action was taken that day to disapprove the museum and the cafeteria and an announcement was made that the Commission reaffirmed its policy that all additions to the White House should be temporary.

If permanent executive offices are provided there will be no temptation to build more *temporary* quarters in the White House grounds.

Mr. Albright's letter and factual material are presented herewith:

The President  
The White House  
Washington, D. C.

January 25, 1946

My dear Mr. President:

In its capacity as an organization devoted to the promotion of adequate and consistent planning for the National Capital, the American Planning and Civic Association finds it necessary to submit for your consideration a brief relating to the proposed enlargement of the Executive Offices within the White House grounds and their change from a longtime temporary characterization to permanent construction. It is with regret that we raise this issue in a time of national economic crises, but the situation has been forced by the belated announcement of impending developments.

Our Committee of One Hundred was organized by Frederic A. Delano, its first Chairman, who was succeeded by the Justice of the Supreme Court, Owen J. Roberts. Clifton A. Woodrum, Member of Congress, recently resigned, is now Chairman. The Committee, which has raised question about this project, has enjoyed the confidence of official groups concerned with the development of the National Capital for which it has initiated and supported various programs, including the legislation establishing the National Park and Planning Commission and the Shipsted Act enlarging the power of the Fine Arts Commission.

## Planning and Civic Comment

The attached excerpts from official documents show that, beginning with the Mc-Millan Commission's basic recommendations and extending down through successive Commissions of Fine Arts under the chairmanships of Daniel H. Burnham and Charles Moore, there has been a definite continuity of technical opinion on the part of the most distinguished architects of this century, that the Executive offices should be completely detached from the official residence of the Chief Executive; and on this thinking other plans rest. Decisions concern not only the White House, but the State Department as well, as to its future accommodations, the use of the ungainly structure which it now occupies, and likewise the long unsettled frontage of Lafayette Square. These indefinitely delayed decisions have unfairly penalized the holders of private property, putting it under a blight of uncertainty, but assuredly will eventually penalize the government by increased costs of acquisition and construction.

These questions should have been brought to a head in connection with previous developments. As the records show, the original office was definitely accepted as a temporary structure and the addition which doubled its capacity was of the same category. A fire and the loss of official papers led to the fireproofing of the structure . . . with continued references to an ultimate adequate headquarters, but again with more additions. The East Wing constructions were understood to be a war measure, involving bomb-proof rooms and office space of temporary wartime construction. The general public, including the planning and civic groups, have a right to know what is being done with their historic monuments by those temporarily in authority, but were not informed in advance of the museum aspect, which may well lead to a series of extensions in the future along East Executive Avenue; nor of the permanent construction in limestone, out of character with the simple unpretentious "White House" which may be a first step toward the eventual facing of the entire structure with the same material.

All of these factors were considered in the beginning by the Founders. L'Enfant, with Versailles in memory, proposed a "President's Palace" . . . "with the sumptuousness of a palace, the convenience of a home, and the agreeableness of a country seat." Washington, coming up from Mount Vernon, projected it as a dignified "President's House." Hoban, the architect, considered the possibility of pretentious forecourt, but Jefferson added the simple terraced colonnades which gave breath and base to the building. Surplus of house space and lack of office space, in the early days of the capital, led to the dual use and to the high-sounding designation "Executive Mansion." Theodore Roosevelt and the 57th Congress restored the house to its intended purpose. In 1934, Franklin Delano Roosevelt and the Commission of Fine Arts definitely confirmed the proposal to take over the State, War and Navy Building for the Executive Offices.

In the belief that every substantial addition to the temporary Executive Offices on the White House grounds will delay further the realization of the well considered plans of the eminent architects who have worked sympathetically and intelligently on the problem, we respectfully request that construction be held up until thorough consideration can be given to the provision of permanent quarters for the Executive Offices in the old State Department Building or elsewhere.

Respectfully submitted, (Signed) HORACE M. ALBRIGHT  
President, American Planning and Civic Association

## The Wyatt Report to the President

(Continued from page 52)

Early adoption of S. 1592, the Wagner-Ellender-Taft Bill is recommended. Insured mortgages on low cost homes up to 90% of value are proposed. An additional \$250,000,000 is requested for the temporary re-use of war housing.

Community participation paralleling Federal action is urged

through housing committees in cities and towns throughout the country.

Some of these recommendations will be offered from the floor as amendments to the pending Patman Bill which was reported out of committee shorn of some of its original proposals. The Wyatt program needs the amended Patman Bill.

# Documentary Excerpts Relating to the White House and Executive Offices

Prepared for the Joint Committees on the National Capital of National Professional and Civic Organizations

As of 1874—Keim's Handbook—Description of White House.

On the second floor, the East part of the building is occupied by the Executive Office and Ante Room. . . . The President's Office, or Cabinet Room, is a fine apartment on the S. side. . . . Adjoining is the library, also used as a family sitting room. . . . The private portions . . . consist of seven sleeping apartments.

It is entirely unsuitable, however, for the purposes to which it is now applied: executive offices and private residence. Congress has now under consideration a proposition to erect a suitable and exclusively private mansion in the suburbs of the capital, for the residence of the President's household, and the conversion of the President's building into Executive Offices.

As of 1899—Glenn Brown's Memories.

The garden front, looking down the Potomac, was particularly attractive . . . with the one storey colonnades added during Jefferson's administration . . . there were few changes until after the Civil War . . . Col. Bingham (1899) employed . . . draftsmen to make plans more than doubling the size of the old building . . . additions east and west, each of them larger than the present White House . . . emphasized by circular tower-like ends . . . staged a big publicity movement in the East Room where he explained the model to officials, members of Congress and Senators.

The American Institute of Architects in convention . . . strongly protested the proposed addition . . . protests of forty-eight art associations throughout the country. . . . McKinley listened to the public demand and ordered the model removed.

As of 1900—Statement by Charles Moore (Second Chairman, The Fine Arts Commission.)

In Dec. 1900, the American Institute of Architects placed itself on record in opposition to the prevailing practice of constructing government buildings without regard either to the original plan of the city of Washington, or to any established order; and particularly the threatened mutilation of the White House. With the efficient coöperation of the late Senator James McMillan, the Institute secured the appointment of an expert commission. . . . The (commission's) plans were of a character to commend themselves to the people and the press, so that, whenever an attack was made upon them, or mutilation was threatened, the peril was averted, at least for the time being.

As of 1902—Report of the McMillan Commission.

Daniel H. Burnham, chairman (First Chairman, Fine Arts Commission)

Charles Follin McKim, Frederick Law Olmsted, Augustus St. Gaudens.

For a number of years past, the White House has been overcrowded by reason of the rapid increase in public business, which has encroached seriously upon the private apartments of the President.

## Planning and Civic Comment

Three methods of overcoming the present unfortunate condition have been suggested . . .

. . . enlargement . . . by additions east and west.

. . . White House . . . given up entirely to public business.

. . . Executive Offices . . . removed from the White House.

The plans and model prepared for such enlargement prove conclusively that the historic White House cannot be enlarged without destroying its individuality, thus causing the loss of those characteristic features which endear the edifice to the American people . . .

This latter plan (removal of offices) is favored by the present Chief Executive; and to the Commission it seems to be the best solution of the problem possible at this time.

(Footnote, 1902) "Since this report was made, the President has placed Mr. McKim in charge of the reinstatement of the White House and plans have been prepared for the construction of a temporary office building in the White House grounds on the West.

As of 1902: Daniel H. Burnham (1st Chairman, Fine Arts Commission) to Charles Moore (2d Chairman).

I shall be very much opposed to any structure in the present White House grounds because, although called "temporary," it would be left there for a lifetime. . .

As of 1902—Report of McKim, Mead and White, Architects of the Restoration.

Every suggestion for the location of a permanent office building was open to some objection that seemed insuperable. No location outside the White House grounds could be decided upon and secured in the short time—three months—available. To construct within these grounds a building sufficiently large and imposing to stand as permanent offices would be to detract from the White House itself so seriously as to be absolutely out of the question. The one possible solution, therefore, was to occupy the only available space with a temporary building, which should be comfortable within and inconspicuous in appearance, leaving Congress at its leisure to take up seriously the question of a permanent, adequate and thoroughly dignified office for the Chief Executive.

Annual Message to Congress—Theodore Roosevelt.

Through a wise provision of the Congress at its last session, The White House, which had become disfigured by incongruous additions and changes, has now been restored to what it was planned to be by Washington.

The White House is the property of the Nation, and, so far as is compatible with living therein, it should be kept as it originally was, for the same reasons that we keep Mount Vernon as it originally was. The stately simplicity of its architecture is an expression of the character of the period in which it was built and is in accord with the purpose it was designed to serve. It is a good thing to preserve such buildings as historic monuments which keep alive our sense of continuity with the Nation's past.

1905—Elihu Root.

I thank heaven that the White House has been preserved, restored and protected against discordant and overwhelming additions . . . and against all garish display and inconsistent treatment; preserved as a precious monument of America's past for America's future.

## *Planning and Civic Comment*

As of 1908: The President of the United States, to the President of the American Institute of Architects.

During my incumbency of the Presidency, the White House, under Mr. McKim's direction, was restored to the beauty, dignity and simplicity of its original plan. It is now, without and within, literally the ideal house for the head of a great democratic republic. It should be a matter of pride and honorable obligation to the whole nation to prevent its being in any way marred. If I had it in my power as I leave office, I would like to leave as a legacy to you and the American Institute of Architects the duty of preserving a perpetual "eye of Guardianship" over the White House to see that it is kept unchanged and unmarred from this time on.

To The President of the United States.

The American Institute of Architects will accept all of the honorable obligation which your letter implies and will lend its influence always to the preservation of the White House as it now stands unchanged and unmarred for future generations of the American people.

Your letter will be a treasured document among the archives of the Institute and will, as need arises, be looked upon as our charter and as our authority for such defense of this structure.

As of 1918: Report of the Commission of Fine Arts; Charles Moore, Chairman.

Thomas Hastings—John Russell Pope	} Architect
Cass Gilbert —William Mitchell Kendall	

Prior to 1902, the question of relocating the White House was discussed from time to time; but ever since the restoration completed in 1903, all such ideas have been abandoned. The historic White House on its original site may now be taken as a fixed fact. At the time of restoration the Executive Offices were removed from the residence to a building designed by the Architects as a temporary structure. Then it was anticipated that in a not distant future Congress would provide for Executive Offices of a more dignified character, with suitable approaches. Congress, however, provided for doubling the size of the temporary building. Further expansions will necessitate a careful study of this perplexing problem. To build a second storey on the present building would detract from the White House itself. The Commission calls attention to the seriousness of the problem and the necessity of careful study of all its phases before Congress shall commit itself to any further enlargement of the Executive Offices.

As of 1925—10th Report of the Commission of Fine Arts, Charles Moore, Chairman.

John Russell Pope—Milton B. Medary	} Architect	
Louis Ayres Abram Garfield		} Members
Henry Bacon William Adams Delano		

Plans for increasing the available space in the President's offices came before the Commission in April 1923. In their report this Commission adverted to the fact that when in 1902, it became imperative to remove the Executive Offices from the second floor of the then over-crowded White House to a separate building, a small structure was built at the end of the West Terrace on the site occupied by the President's office in the days of Andrew Jackson. This building was designed for temporary uses until Congress should provide for more adequate quarters elsewhere than in the White House grounds.

## Planning and Civic Comment

• As of 1929—11th Report of the Commission of Fine Arts, Charles Moore, Chairman,

Abram Garfield	Milton B. Medary	} Architect } Members
Benjamin W. Morris—William Adams Delano		
John W. Cross		

The Commission concurred in the plan submitted by the Director of Public Buildings and Public Parks for the enlargement of the Executive Offices by re-arrangement of certain rooms on the main floor and making use of the basement. The fact that the Chief Executive is housed in a temporary office building which, on two occasions in recent years, has had to be enlarged and is inadequate at the present time, would seem to make it imperative that an executive building in keeping with the White House be built in the near future.

As of 1932—H. P. Caemmerer, Sec'y, Fine Arts Commission.

The White House was remodeled during the administration of President Roosevelt in 1902, when the Executive Office was taken out of the building and placed in a temporary building to the West of the main building. This was enlarged during the administration of President Taft in 1909 to twice its former size. It was further remodelled in 1927 by making the building fireproof and constructing a third storey out of the attic.

In 1929 it was found necessary by President Hoover to use also the basement for an office. In the same year the building was partially burned, but has since been rebuilt. It is thought by some that in the years to come the remodelled State Department building will become the permanent Executive Office Building, and the State Department will have a new building on the West side of Lafayette Square.

As of 1934—12th Report of the Commission of Fine Arts, Charles Moore, Chairman.

What was designed as a temporary building for the President's offices was built according to plans prepared by McKim, Mead and White during the restoration of the White House in 1902. Twice these offices had been enlarged before a third enlargement became imperative in 1934, when the available limit of the White House grounds seemingly was reached. President Franklin Delano Roosevelt then expressed to the Fine Arts Commission the conviction that the next step would be the transferring of the President's Offices to the so-called State, War and Navy building remodelled to provide adequately for the ever growing demands for such office space.

If and when this building shall be remodelled, according to plans approved, space could be obtained for International Conferences and the proper and dignified entertainment for foreign guests of distinction, such as were quartered in borrowed private houses during the Limitation of Arms Conference in 1921. Whatever may be the exact supplementary use to which the building may be put would, of course, be subject to consideration in the future. The fact remains, however, that the removal of the President's Offices to this building offers the best solution of a problem that is bound to become insistent within the next decade.

As of 1944: Fourteenth Report, Commission of Fine Arts, Gilmore Clarke, Chairman.

At a meeting of the Commission of Fine Arts held on January 8, 1942, Mr. Lorenzo S. Winslow, architect, submitted at the request of President Roosevelt a set of plans for the alteration of the east end of the East Terrace of the White House (facing the Treasury Department Building), so as to provide an office and museum



## Planning and Civic Comment

building at that location, comparable in size to the Executive Office Building on the west side of the White House.

Mr. Winslow stated further that there is need now for additional office space and the President wants the proposed building built as quickly as possible.

The facade of the present East Terrace measured 32x85 feet. As enlarged, according to the design, it would be 57x115 feet, extending somewhat eastward and doing away with a fountain at the east entrance, and adding a second story, thus adding 10 feet to the height of the old East Terrace. Garage space was also provided for three or four cars. The facilities for receiving visitors at the porte-cochere was not materially changed. The architect suggested the use of brownstone, painted white.

The preliminary designs were approved, subject to the suggestions made, and Mr. Winslow said he would bring them to the attention of the President. Authority was given to proceed with the foundation work.

As of 1946—The Washington Chapter of the American Institute of Architects.

*Whereas* the Washington, D. C. Chapter of the American Institute of Architects has learned with concern of the proposal to expand the Executive Offices of the President within the White House grounds and has instructed its Executive Committee to raise question as to the necessity and propriety of such extension; and

*Whereas* the current expansion of the Executive Offices is recognized as a stage in the series of expansions necessitated in the past by increased Executive functions and to be expected in future to meet the requirements of succeeding administrations; and

*Whereas* the McMillan Commission, in its basic "Plan of 1901," recommended that the Executive Offices be entirely removed from the White House and located elsewhere, stating through its member-architect of the restoration that *temporary* offices were being erected on the grounds to meet an emergency "leaving to Congress at its leisure to take up seriously the question of a permanent, adequate and thoroughly dignified office for the Chief Executive;"

*Therefore* the Executive Committee of the Washington, D. C. Chapter of the American Institute of Architects respectfully suggests that *before proceeding further with the recently revealed plans*, it would be timely and appropriate to consider *alternative possibilities* providing permanently and fittingly for "The Executive Offices of the President," in their entirety and as a distinct entity apart from the traditional "President's House," with due consideration of future as well as present needs; and to refer *this problem* to the planning and building agencies established by Congress for consideration as an integral part of the general Public Buildings program.

As of 1946—American Institute of Architects

(Statement by Representatives to Committee of One Hundred)

The American Institute of Architects has referred the question of Executive Office extension to its Committees on the National Capital and on the Preservation of Historic Monuments. The reports of these committees will be reviewed by the Executive Committee of the Institute which meets February 15th. The Institute is concerned because of President Theodore Roosevelt's charge to the Institute, which had acted to preserve the White House from disfigurement, that it maintain an "eye of guardianship" over the building, a responsibility which had been accepted for the Institute by its President.

A factual presentation of the project, giving background data and showing plot plan, elevation and perspective of the proposed addition, appears in the February issue of the Journal of the American Institute of Architects.

## *Planning and Civic Comment*

Amendment to Deficiency Bill offered in Senate Dec. 15th, 1945

For an addition to the Executive Mansion; for alterations, improvement, and furnishings, and for improvement of grounds, to be expended as the President may direct, notwithstanding the provisions of any other Act, to remain available until expended, \$1,650,000.

As of 1946: Letter to the President from Gilmore D. Clarke, Chairman,  
Commission of Fine Arts, Release Jan. 10

The Commission of Fine Arts were delighted to review plans . . . for an addition to the West Wing of the White House . . . necessary to provide additional office space for the Executive Office of the President.

The Commission are pleased to advise that they find the plans generally satisfactory.

The Commission were pleased that the future extension of the West Wing to the South will not seriously encroach\* on the grounds . . .

\* (only 145 feet!)

The Commission are especially pleased . . . to be called upon to advise in this matter.

As of 1946: Press Report of First White House Release (Jan. 10)

Extension of the West Wing of the White House to provide 15,000 square feet of additional office space . . .

Central feature of the addition will be the Auditorium . . . two stories high . . . seating capacity of 375 . . . private passageway from the President's office to a small stage . . . stage elevator large enough to lift a grand piano . . . cafeteria for employees.

---

On January 24 the House passed the Independent Offices Bill eliminating all appropriations for new construction on the White House Grounds but making certain appropriations for salaries and expenses.

On February 18 the Senate voted to withdraw all new construction funds but allowed \$780,000 to finish the East Wing, maintain the

Grounds, provide a store room, rehabilitate the heating system, build a service tunnel on the north side, provide new flooring for the second story and certain other repairs and refurnishing.

The two bills will be reconciled in Conference, and approved by the two Houses of Congress in some form.

# Recent Zoning Decisions

Compiled by FLAVEL SHURTLEFF, Counsel, APCA

## *Unconstitutionality — Improper Delegation of Power to Zoning Board of Appeals*

The Connecticut State Liquor Control Commission denied an application for removal of a liquor business on the sole ground that the town clerk of East Hartford had refused to certify the proposed location. The clerk's action was based on the refusal of Zoning Board of Appeals to approve the location.

Plaintiff appealed from the Commission's ruling, alleging that the zoning ordinance was unconstitutional and particularly the section which prohibited the erection, alteration or use of premises for a package store "until a certificate of approval for such location shall have been issued by a majority vote of the Zoning Board of Appeals."

The Court said that this section standing alone did not lay down a sufficient rule or standard for the guidance of the Board of Appeals. It could grant or refuse the certificate according to its "unregulated discretion." Nor did the broad legislative statement of the purpose of zoning in the preamble of the zoning ordinance "to promote health, safety and general welfare" cure the defect in the section, which was held to be invalid.

*Note.* The case is important as setting a limit to the grant of discretionary power to the Board of Appeals. It is to be noted that there was *no express* limitation in the East Hartford provision and the court refused to infer that the discretion of the Board was in fact limited by

the purposes of zoning as expressed in the state enabling act and repeated in the town ordinance. However, courts have passed favorably on many cases of variances and special exceptions in which the rules for the guidance of Boards of Appeal have been set down in the ordinances in the most general language. It can be assumed that in some of these cases the question of delegation of power has been raised and that a general rule has been found sufficient. Certainly in the many and diverse situations which arise in zoning administration an exact rule of guidance would be most difficult to frame.

*Keating v. Patterson.* Connecticut Supreme Court 132 Conn. p. 210, June, 1945.

In reviewing the refusal of the Board of Adjustment of the Town of Princeton to allow conversion of a single-family house to two apartments, the New Jersey court discussed at some length the necessity of a definite policy and a uniform rule of action for the guidance of the Board of Adjustment and to prevent "inequality and oppression." Its approval of the action of the Board was by inference at least an approval of the rule in the Princeton ordinance which authorized the Board to issue the permit "with due consideration for the preservation of the general character of the neighborhood and upon condition that the cubical contents of the building shall not be less than 15,000 feet per family to be accommodated and that there shall be no exterior al-

## Planning and Civic Comment

teration of the building other than as may be required for purposes of safety”.

*Potts v. Board of Adjustment of Princeton.* Supreme Court of New Jersey 43 Atl. 2nd, p. 850, September 1945.

### *Non-conforming Use*

Bechman extended the operation of a non-conforming sand pit to cover more area and installed a sand-screening machine instead of carting away the material for processing elsewhere.

Court held these changes in operation could be made without affecting the non-conforming status of the premises.

*Borough of Cheswick v. Bechman et al.* Pennsylvania Supreme Court 42 Atl. 2nd. p. 60, April 1945.

The Illinois Supreme Court held a provision in the Glencoe zoning ordinance valid which limited extensions of non-conforming uses to thirty percent of their cubage at the time of the passage of the ordinance, and said that provision may be made for gradual elimination of uses, buildings and structures which are incompatible with the character of the district in which they are located.

*Mercer Lumber Cos. v. Village of Glencoe.* Illinois Supreme Court 60 N.E. 2nd. p. 913, March 1945.

Property on the shore of Lake Erie in the village of Sheffield Lake, Ohio, was zoned for residences, but under the non-conforming use provisions the property had been used for a restaurant until 1942, when the defendants in this case commenced a boat livery business.

The ordinance provided that a non-conforming use could be changed

to a use included in the same use class. The uses allowed by the ordinance in the business district included retail trade, or shop for custom work and “any use not included in any other class provided such use is not noxious or offensive by reason of the emission of odor, dust, smoke, gas or noise.”

The court ruled that the change could be made since the boat livery business was in the same use class as a restaurant and should not be deemed noxious even though the motors in boats rented were noisy when operating on the lake. Noises made out on the lake over which the village had no control were not noises incident to the boat livery business.

*Steudel v. Troberg.* Ohio Court of Appeals 63 N.E. 2nd. p. 241, May 1945.

### *Special Exception*

The Devereux Foundation is an educational institution “engaged in studying functional and nervous disorders and in educating boys and girls of any age along psychological and psychiatric lines.” In 1939 it owned fourteen acres in Easttown Township, which by a zoning ordinance passed in 1940 were put in an A residence district. The Foundation was not affected adversely since among the uses allowed in this district were buildings used for educational purposes, including dormitories of an educational institution. Expressly excluded were “institutions or structures or other places for accommodating insane or other persons mentally weak, deficient or abnormal.” But such uses might be permitted by the Board of Adjustment.

## Planning and Civic Comment

In 1943 an additional tract of four acres was bought by the Foundation to be used as a dormitory for boys. The building inspector denied a certificate of occupancy and the Board of Adjustment found that the proposed use violated the ordinance but granted an exception. The Board of Common Pleas overruled this action of the Board of Adjustment and the Supreme Court upheld the lower court on the ground that the dormitory proposed was a place for weak and deficient boys and that no hardship had been proved because of the denial of the permit. It must be assumed that the Foundation knew of the restriction on the use of the land which it purchased and an exception in this case might well be found to be against the public interest.

There was a well reasoned dissenting opinion to the effect that the provision against the use of the land above quoted did not apply to an educational institution and that the expression "weak and mentally deficient" is not a sufficiently sound basis for discrimination.

Application of Devereux Foundation.  
Pennsylvania Supreme Court 41 Atl. 2nd.  
p. 744, March 1945.

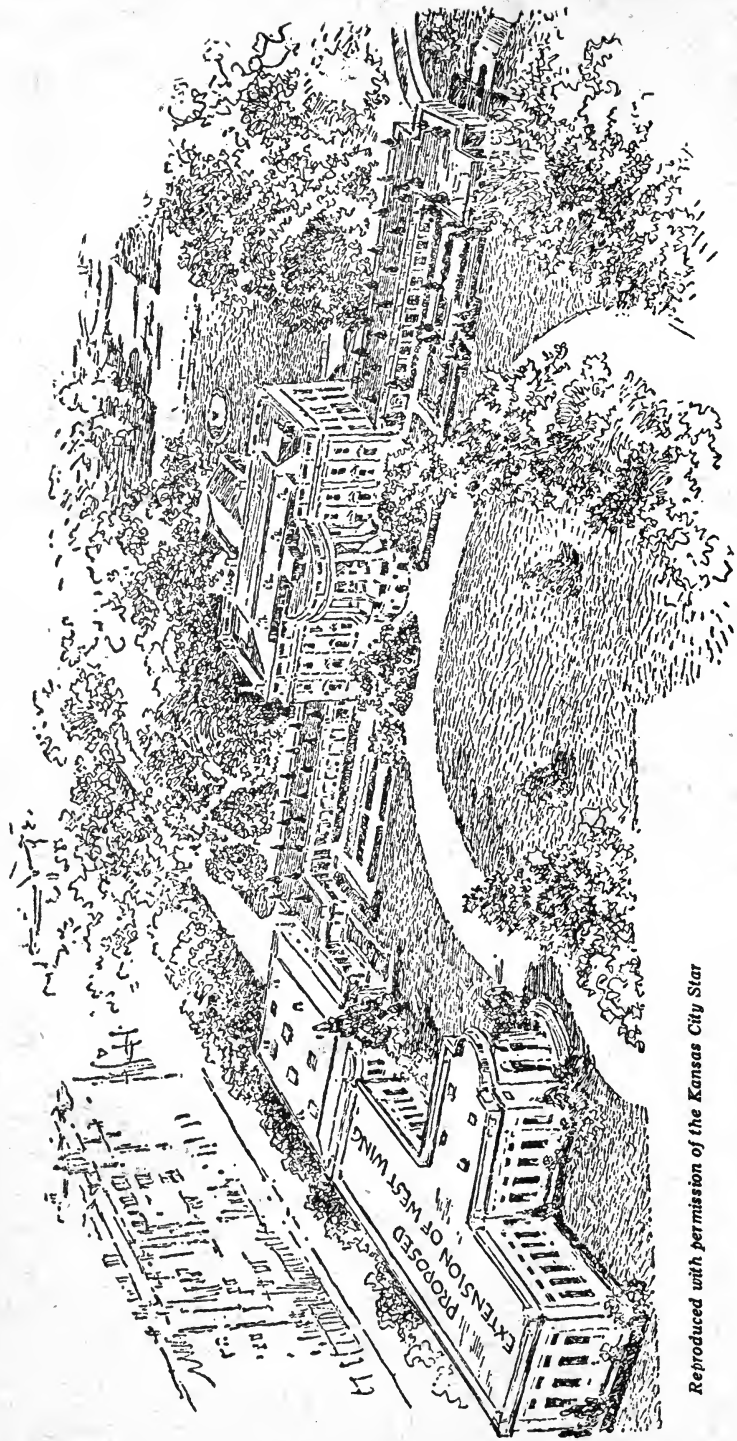
### *Rezoning. Unreasonableness.*

The plaintiff's property had been zoned for business, but an amendment changed the zone to multi-family. The evidence showed that in the immediate locality there were five one-story stores, a two and one-half story dwelling, a garage, and a filling station. Real estate men testified that Route 4 on which the property was located was one of the most important east and west highways and one of the most heavily traveled in the State; that no new residence has been built on the highway since it had been opened, and that loaning institutions were opposed to loans for residences on it. The court set the ordinance aside as unreasonable and void in so far as it affected the land in issue, and said that it was not good zoning to change a business zone to a residence zone merely because business had not developed fast enough. "The mere fact that the change in the ordinance was made at the suggestion of a city planning expert is not persuasive as to its reasonableness since existing facts seem to show otherwise."

Ingamamort v. Borough of Fairlawn.  
New Jersey Supreme Court 43 Atl. 2nd.  
p. 684, July 30, 1945.

*A comprehensive history of state parks will be contained in the 25th Anniversary State Park Yearbook, to be issued as a memorial to deceased Board Members of the National Conference on State Parks, Stephen T. Mather, John Barton Payne, Major William A. Welch, Albert N. Turner, Col. David C. Chapman, Dean Stanley Coulter, Col. Richard Lieber, Ernest Smith, William E. Carson and Jacob L. Babler.*

*The volume will be ready for distribution by the time of the September Pacific Coast Pilgrimage of the Conference.*



*Reproduced with permission of the Kansas City Star*

F. Miller of the Art Staff of the Kansas City Star shows here in perspective how the proposed addition to the West Wing of the White House in the Nation's Capital would place extensive offices in the backyard of the Executive Mansion.

# Planning and Civic Comment



Successor to: City Planning, Civic Comment, State Recreation

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## APRIL 1946

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# PLANNING AND CIVIC COMMENT

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

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# Planning and Civic Comment

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## Detroit's Sixteen Communities

GEORGE F. EMERY, Planning Director-Secretary, City Plan Commission

Detroit's master plan, now nearing completion, is built upon a framework of sixteen more or less self-contained communities, each having its own residential areas, industry, shopping centers, recreational facilities, and public buildings. In the future land-use plan sixteen sites have been designated for the development of community civic centers in which various municipal public services can be grouped. Because most city service departments are in the process of decentralizing and expanding their facilities, the City Plan Commission has been able to work with them in analyzing their needs and preparing for the expansion of their physical plant. Thus it has been possible to plan to bring public services together into conveniently located centers which are tied into the city's master plan for future development, and at the same time meet the operating needs of the various municipal departments involved.

Through numerous conferences and close staff work with the Board of Education, the Health Department, the Public Library, the Police and Fire Departments, the Public Lighting Commission, the Department of Public Welfare and other city agencies, a coordinated plan has been worked out which provides

for the location of a large proportion of the service facilities of these departments in the designated centers. Although not all will be represented in every one of the sixteen centers, there will be included in most centers offices for such services as health, welfare, police and fire protection, as well as high school, library, and recreation facilities.

The advantages of such a plan are numerous. Among the more obvious are the economies in construction and maintenance resulting from the sharing of facilities, and the convenience to the public of having various city services and facilities located in one place near their homes instead of scattered in half a dozen downtown office buildings and in widely separated branch, precinct, and district offices whose service areas are completely unrelated. At present each city department has its own district or service area pattern. There are, for example, fifteen police precincts, twenty-one branch libraries, six health department districts, two welfare districts, fifteen high school districts, three different district setups for the fire department—one for ladder companies, one for engine companies, and one for rescue squads—eighteen community recreation centers, seven rubbish col-

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lection areas, five for garbage collection, and so on. Naturally, the boundaries of the various service areas do not coincide, and a citizen is hard put to it to find out in which district he lives when he wants a particular service.

Many of the departments involved feel that the number and distribution of their own facilities, developed over a period of years in the past, have become more or less obsolete and are not adequate for present day needs. Many departments are planning an extensive program of modernization, enlargement, and reallocation of facilities. The role of the City Plan Commission has been to relate the needs and plans of the various departments to one another and to Detroit's master plan, and to suggest changes in location or design in the light of contemplated land use, industrial and commercial developments, population trends, the possible joint use of facilities and sites, and other consideration of a community-wide nature.

In addition to these advantages of economy and convenience are other factors not so immediately apparent, perhaps, but certainly no less important. One of these is the possibility of achieving a high standard of architectural excellence by having well-planned site layouts for the centers, with adequate open space and buildings properly related to one another in size, shape and style. A planned group of buildings, by its very nature, can be made more attractive than can a number of individual, unrelated structures scattered at random in a community. At the same time, it is possible to

locate a community civic center of this kind where there are adequate transportation and off-street parking facilities—possibly in connection with other foci of community activity such as theatres, shopping centers, and the like. With proper design and planning the community civic center can become one of the area's most beautiful features with high school, library, municipal service offices, and community recreational buildings pleasingly grouped around an open green space.

Another advantage of this plan is the fact that such community civic centers will provide nuclei for social organization within their communities. As the social, political and cultural life of each community tends to become oriented around its civic center, a sense of community identity will tend to emerge which cannot but be reflected in greater citizenship participation in the community's affairs. The immense size of a metropolitan community such as Detroit makes active citizenship difficult. By breaking the city up into communities of from 75,000 to 100,000 each, and by providing a civic center reasonably close to where the people of each community live, widespread public participation in the community's life is made possible.

The location of each community center was carefully worked out in terms of the city's over-all land use plan and the location of other public and community facilities such as shopping centers, transportation, schools, and the like. Wherever possible, the site chosen was at or near the center of the community. Since some facilities would serve more

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than one community, it was necessary that the site be convenient to bus and rail transport. Where a high school was already permanently located in the community, the site was correlated with it, unless the school was too far off center. Where the community's high school was yet to be built, or where it was necessary to relocate it for other reasons, the site chosen for the civic center was selected jointly with the Board of Education in order that the high school, when built, might be located to tie into it.

Another factor governing the location of the site was the principle that it should be within easy and convenient walking distance from the main shopping center serving the community. Wherever possible, the site was so chosen that the buildings might all be on one side of the street, grouped around an open space, and with ample off-street parking facilities near at hand. Naturally the availability of land had to be considered, and compromises had to be made in some instances, as for example when the site which would have permitted the best architectural grouping was too far from transport, or when no land was available near the shopping center. In general, however, it was possible to find reasonably satisfactory locations in terms of these considerations.

The most important aspect of the planning of these centers was, of course, the coöperation of the departments involved. Since the master plan's entire community and neighborhood structure revolved about the schools, the first thing that had to be done was the working

out of a long-range plan with the Board of Education designating the site locations of all future public elementary, intermediate, and secondary schools. It was found that a neighborhood of approximately 10,000 persons was a desirable elementary school service area, whereas an intermediate school or branch library could serve about four such neighborhoods. In collaboration with the Department of Parks and Recreation, a plan was made for the recreational facilities needed in each of the sixteen communities. Since schools operate principally in the daytime, while community use of school and recreational facilities is primarily at night, it was possible to work out a plan for the most efficient use of both school and recreational facilities. School playfields, gymnasiums, and swimming pools are already used extensively by the Department of Parks and Recreation. School auditoriums are often used for community forums, meetings of civic groups, etc. Because it was recognized that fullest realization of potentialities is possible when school buildings planned for future construction are designed to operate as community centers as well, it was possible to plan new construction to this end.

Similarly, it was possible to work out with other city service departments plans for joint use of facilities, or where that was not possible, for some degree of integration of departmental administration and services with those of other agencies. For example, it was possible in a number of instances to plan for the housing of several services in a single municipal office building, or in a

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group of buildings, permitting flexible use of the space as the requirements of the various departments expanded or contracted. Frequently it was possible to re-district service areas or re-allocate their distribution in such a way as to make it possible to locate at least some of the area offices in the community civic centers. Substantial savings in projected costs of site acquisition, construction and maintenance are expected to result.

At the present time most of the city departments involved have approved the plan insofar as it relates to their agency or commission. Of twenty-nine regional and branch libraries in the plan, for instance, twelve will be located in community civic centers. Six of the libraries to be built will be in such centers. Of two district welfare offices to be built, both will be in centers. Also

included will be four of six municipal health centers, four police precinct stations, and four new or enlarged community recreation centers.

In addition to these municipal services, some state and Federal agencies, such as the post office department, the employment service, and the Michigan Department of State, have also indicated their general agreement with the plan and their willingness to fit future construction of postal sub-stations, area employment offices and license bureaus into it wherever possible. Thus, over a period of years, it is hoped that government services, whether local, state, or Federal, may become increasingly accessible to the people and that the latter, in turn, will become ever more aware of public problems and their responsibility, as citizens, for their solution.

## Highlights of the Dallas Conference

Nearly 300 were in attendance at the Citizens Conference on Planning which the American Planning and Civic Association held in Dallas, Texas, April 22-24. They represented 30 States, and Mayors were present from a number of leading cities including Denver, Omaha, Mobile, Augusta, Newark, St. Louis and Texas City.

A Members' Meeting was held on April 21, at which Mayor Woodall Rodgers read the tribute written by Dr. McFarland for this quarterly to the late George B. Dealey, whose death occurred in February, 1946, just as final plans were being completed for the Conference. All who

attended were aware that his interest in the preliminary plans helped to make it the success it eventually turned out to be.

Appreciation was expressed on every side for the fine exhibit of blown-up photographs contributed by the *Dallas News* on the history of planning in Dallas, which was part of the exhibit of plans. The *News* reprinted for general distribution a booklet entitled "A Reprint from the American City for October 1910—The Campaign for A City Plan in Dallas." This article not only furnished a historical background for the planning movement in Dallas,

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# EDITORIAL COMMENT

## Conservation *versus* Exploitation

The forest lands of the Eastern and Middle West States were cut over ruthlessly before a forest conservation program was formulated under which the Federal Government began buying forest lands for future production. In the Western States this conservation policy was put into effect before all of the forest lands in the Public Domain were sacrificed. By transfers from the Public Domain, the National Forests were created and administered, especially in recent years, to provide sustained yield timber crops.

Many of the National Parks of the West were carved from the National Forests and Public Domain. The remnants of the Public Domain, not suitable for forest crops, and generally not suitable for ranches, were for some years exploited by overgrazing. Then the Federal Government set up grazing districts, administered in the Department of the Interior, which would permit grazing under permit and at the same time maintain vegetation.

Practically all of the land suitable for private ownership and management has been settled. The remaining lands in National Forests, National Parks and Monuments, and in grazing districts, require long-term policies for the public good.

Back in the late twenties there was a movement to turn over the remaining lands in the Public Domain to the eleven Western States. A Land Commission headed by for-

mer Secretary of the Interior, James R. Garfield, was appointed and recommendation to this effect was made, providing however, that all minerals in the unappropriated public lands should be reserved to the United States. Bills were introduced into the Congress in the early thirties to put these recommendations into effect. But the bills died in Committee, because the Governors of the States, when asked what they would do with the lands, almost invariably replied that they would sell them and collect the taxes on them, but most of the States were not interested in the lands without the mineral ownership going with them.

Now, in this Congress, these old, discarded proposals have been revived on a grand scale. S. 1945 would grant to thirteen Western States: all unappropriated and unreserved public lands, including the minerals; all lands withdrawn on account of minerals; all lands restored to the public domain through the cancellation of homestead entries; all lands eliminated as later provided from national forests, national parks or monuments, game and bird preserves, Carey Act withdrawals and from reservations and withdrawals for reclamation, power-site and other purposes; and all minerals connected therewith. Even the lands in the grazing districts would fall within the grab-bag. No more effective method could be devised to nullify the hard-won program for Conservation which has been au-

thorized and defended by Congress. It is inconceivable that such a bill should receive serious consideration.

Under a number of other bills, such as S. 1156 several States would be granted millions of acres of public domain which, presumably, would

be sold to provide funds for state projects, many of them worthy undertakings. These bills would set up a piecemeal nibbling at Federal Conservation policies which, in the end, would break down the entire system.

## Billboard Disfigures the Treasury

In the south yard of the Treasury there is an enormous billboard which during the war advertised the sale of war bonds. Even then, Mr. Frederic A. Delano, Chairman of the Board of the American Planning and Civic Association, protested to the Secretary of the Treasury, explaining that the Community Chest in Washington, which formerly accepted favors from billboard companies to advertise the drive, had come to the conclusion that billboards did not help—in fact that they alienated patrons more than they attracted them. He thought perhaps patriotism might outweigh antipathy to billboards in the bond drives but he believed that the billboards would

not help. The Secretary of the Treasury thought otherwise and the billboard remained.

When the war was over, the Board of the American Planning and Civic Association adopted a resolution to petition the Treasury Department to remove from the yard of the Treasury the conspicuous billboard which defaces this dignified public building and suggested that all public buildings and grounds be protected from billboards.

The billboard still remains. Is it possible that the billboard company has been able to put the Treasury of the United States in a position where it cannot clear up its own backyard?

## Battle of the Billboards

The Honorable Thomas C. Desmond, Member of the New York State Senate, has rendered a very real service in the *April Reader's Digest*, when he points out that the American people are about to buy themselves four billion dollars' worth of new roads with advertising signs.

Pleasure driving, which waned and almost vanished during the war years is due for a revival on a colossal scale. Our United States had a

fine heritage of wilderness and pastoral beauty. The views from the highways of the country, built largely with taxes from the sale of gasoline, and so paid for by the motorists of the Nation, have received scant protection in the past. As Senator Desmond has suggested, most States might follow the illustrious example of Vermont, where by State law more than half of its rural signs have been eliminated, and where today less than 350 large

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billboards hold their position *not by right but by sufferance*, and the further decision that a State or municipality may restrict or prohibit highway advertising *without depriving the property holder or billboard owner of any Constitutional rights*.

The people have right and justice on their side. They can secure ade-

quate laws if they are insistent, even in opposition to the organized pressure of the industry to resist all restrictive laws. Our new investment of four billion dollars is certainly worth protecting. The other forty-seven States might well follow the example of astute Vermont.

### Parks Inviolable!

Whenever the sponsors for a new public building, hospital, school, library, museum or whatnot begin to look around for a suitable site, they are all too prone to cast wistful eyes on the open parks and to propose that they can save the cost of acquiring a new site if they just use the open space already owned by the city.

Last week we had a letter from a city in which the Federal Government, it is said, has promised a brand new Veterans Hospital, if the city will provide the site. And some of the local leaders in the city, hoping to secure the Hospital without cost to the taxpayers, have proposed that the Hospital be built on the park lands where it will have pleasant surroundings. Of course, in the end, the cost of the site for the Hospital would involve the purchase of new parks, probably at a higher cost than those forfeited, and an even greater cost in the sacrifice of needed recreation space already owned by the city.

In some cities land once dedicated to park purposes cannot be diverted to other uses. A good many parks which have been donated to the public were given with this proviso.

Cities generally might profit by these examples.

If we could only learn that each new project should stand on its own economic feet without trying to borrow from Peter to pay Paul, we could proceed in an orderly fashion to support each enterprise on its merits.

During the war, in Washington, downtown park lands were used for temporary office and living quarters. This may have been justified. At least the demands of the war agencies to bring enormous numbers of war workers to Washington made it difficult to resist. But, now in the sober, second-thought, postwar period, we can look with distaste upon these temporary buildings which will probably, upon one pretext or another, clutter the landscape for a good many years. We still have some of the temporary war structures of 1918, after nearly thirty years. It would seem to many of us that another and better solution might have been found.

And now that the war is won, we face new demands for the use of park space. A request has been made in Washington for park sites on which

to erect the rehabilitated temporary war houses for the use of veterans.

It seems that we can never learn that parks are not *idle* ground; but that they furnish us with precious open space which we need just as much as we need shelter. Let us protect our parks from encroachments and insist that sites for buildings, whether permanent or temporary, be found by paying a direct price for them, whatever it is, rather than paying an even greater indirect price through the sacrifice of our all-too-limited park areas.

We have heard the argument that the wild park land owned by the Government might just as well be used for houses since it is not *developed*. This is a total misconception of what parks are. Frequently

park lands are bought to preserve the native trees and shrubs and to conserve steep stream banks and hillsides. The clearing of such land for houses and the installation of underground utilities would completely ruin it for park purposes. Imagine, at some future date, probably all too distant, the forlorn, devastated regions which would be left with the final removal of the houses.

Why not find sites, publicly or privately owned, on which the needed underground utilities can be installed for permanent use?

Let us avoid this unnecessary sacrifice. We are not short of land in this country, but we are short of parks.

## Eternal Vigilance is the Price of National Parks

Before our Republic was a hundred years old there were pioneers in the lonely West who foresaw that the natural beauty of the American landscape would be destroyed by the onward push of settlement, and, before it was too late, they secured the Act of Congress which set aside the Yellowstone National Park, with all its wonders, for the use and enjoyment of the people. But, time and again, it has been necessary to fight in Congress projects to dam up the lakes and, when that seemed impossible, to take out of the park the area wanted for exploitation. So far all these projects have failed because Congress, in this generation, has honored wise Acts already on the statute books.

In both World Wars, pressure has been exerted to cut timber in the National Parks on the Pacific watershed. The once plentiful virgin timber of the West is vanishing and there are those who see no reason why we should not yield up the remnant which we have thus far succeeded in protecting in National Parks. During the recent war, very insistent demands were made for the fine Douglas Fir and Sitka Spruce in the Olympic National Park. This was resisted and the park is now intact.

But the shortage of easily accessible timber has induced a request that some of the forest lands in the Olympic National Park be returned to the National Forests so that the



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timber may be cut. Curiously enough, one of the reasons for this is that the timber can be sold from state forests only to the highest bidder, which cannot be accomplished, we are told, under present O. P. A. regulations.

The time is coming when there will be no more virgin timber except that preserved in the National Parks. We shall be entirely dependent upon sustained yield programs for commercial forests, whether publicly or privately owned. Then

the demands for the virgin timber in the National Parks will become more insistent. But it will be more important with each passing year to protect from encroachments all of the National Parks and Monuments, which comprise only about one percent of the area of the continental United States.

If we lower our standards and relax our vigilance we may lose the heritage which the wisdom of our forefathers bequeathed to us.

## A New Threat to National Parks

When S. 752 to provide for the acquisition of stocks of strategic and critical materials for national defense was first considered, it was supposed that the term *public lands* meant *public domain*. But, now that the bill has passed the Senate and is under consideration by the House Committee on Military Affairs, it seems that Friends of Conservation should make sure that the bill will not authorize entrance on National Parks and Monuments to stockpile minerals.

In 1920, when the Federal Power Bill passed Congress, President Wilson, at the request of the Secretary of the Interior, John Barton Payne,

refrained from signing the bill until an agreement was reached between its sponsors and the President that an amendment would be offered which would eliminate National Parks and Monuments from the development of power under the Act. This was done in 1921.

It is to be hoped that the House will clarify the wording of S. 752 to make sure that National Parks and Monuments are exempt from its provisions.

Unless National Parks are protected from all public and private exploitation there will be no simon-pure parks to pass on to posterity.

## From Generation unto Generation

Since the first of the year, the Association has lost two eminent civic leaders who have been active for its causes for many years,—George B. Dealey of Dallas, to whom Dr. J. Horace McFarland has written a tribute, and William C.

Gregg of Hackensack, N. J., memorialized by Horace M. Albright. These gentlemen were distinguished citizens of their generation. Both lived long and full lives.

Mr. Dealey reached a high place in American journalism and exer-

cised a potent influence on the development of Dallas and, indeed, on the thought and opinion of the vast State of Texas, where the *Dallas News* has long been a regional paper. One of the finest tributes to Mr. Dealey lies in the determination of his son, son-in-law, grandsons, and the *News* staff to carry on the established traditions of the *Dallas*

*News* to support civic and cultural improvement in Dallas and to maintain the close association with the American Planning and Civic Association which Mr. Dealey established nearly forty years ago.

Mr. Gregg first became interested in the Association when Yellowstone National Park was threatened

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## District of Columbia—Virginia Boundary Act Settling Century-Old Conflict

By T. S. SETTLE, Washington, D. C.

Yes, sirree! The District of Columbia—Virginia boundary line has at last been settled definitely, simply, and in a clear-cut manner. If a "wayfaring man," as defined by the Bible, were wandering along the Virginia side of the Potomac River opposite the District of Columbia, as long as his feet remained dry, he would be in the State of Virginia; as soon as his feet began to get wet, he would be in the District of Columbia—certainly a most convenient boundary line for police jurisdiction and enforcement.

The law passed by Congress and approved by the President, October 31, 1945 (Public Law 208, 79th Congress) provides that beginning at the northwest corner of the boundary line of the District of Columbia and running to the pierhead of Alexandria, the *present* high water mark shall be the boundary line between the District and Virginia; from the Alexandria pierhead line to the lower boundary of the District, the pierhead line shall be the boundary line.

Suppose, though, that the Federal Government, owning most of the land down to the Alexandria pierhead line, decided to make excavations or fills, or the Chief of Engineers of the U. S. Army should change the pierhead line, then the boundary would follow the new high water line and the new pierhead line. To assist the "wayfaring man" even more, the Coast and Geodetic Survey is directed to monument the boundary line.

Despite the approval of Congress and the President, this particular law was "not worth the paper it was printed on" until the General Assembly of Virginia passed Senate Bill 81 and the Governor of Virginia approved it on February 20, 1946. This Senate Bill tied in with Section 108 of the law passed by Congress, which provides that "this title shall not become effective unless and until the State of Virginia shall accept the provisions thereof." When our Federal Constitution was drawn, it was a compact between Virginia and twelve other sovereign nations. One

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provision under the Constitution is that you cannot change the boundary of a State without its consent.

What was this century-old controversy? The District was formed by cession of Alexandria County (now Arlington County) and the City of Alexandria by the State of Virginia and the present District of Columbia by the State of Maryland. As long as the boundaries of the District embraced the entire 100 square miles, there was no boundary dispute, because the Potomac River ran through the District near the middle. When, however, Congress in 1846, believing that it would never need the area ceded by Virginia, ceded that area back to Virginia, then the Potomac River became the boundary line, and the boundary dispute began.

Many people believe that wherever a river is the boundary, then the line runs through the middle of the river or the thread of the river. But this is not always the case. The boundary is determined by the governmental agency setting it up—the country, State or Territory. In this case, the King of England, in giving to Lord Baltimore the colony of Maryland, set his boundary line on the “further” shore of the Potomac River. Many claimed that this was the low water mark on the Virginia shore; some contended it was the low water mark from headland to headland. The U. S. Supreme Court in 1931, however, decided it was the high water mark on the Virginia shore as that high water mark existed at the time of the 1791 cession. This, however, made an uncertain and unsatisfactory boundary line. *Uncertain* because the

1791 line had been changed by accretions and dredging and filling over this long period, and there had been no judicial determination as to its exact location. *Unsatisfactory*, because even if determined, it would split the Airport in two, run through the corner of the Pentagon Building, and divide the proposed roadway up the Potomac through Arlington County so that automobile wheels on the river side would be in the District and on the Virginia side, in the State of Virginia. If a collision occurred and a person was sued for damages, it would be hard to decide to which Court to take the case. In fact, a culprit kept out of court for a year, dodging from jurisdiction to jurisdiction. Now, it is simple.

The Federal Government had already acquired title to the land in the disputed area, so neither the State of Virginia nor the Federal Government gained by this boundary readjustment.

The bill as finally amended last fall gave “exclusive” jurisdiction over the Airport to the Federal Government, thus giving it the same status as nearby Fort Myer or Arlington Cemetery. The Virginia Representatives insisted on writing into the bill that the Virginia liquor laws should govern the sales of liquor at the Airport; thus beer and wine may be sold there, but not “cocktails.”

The National Capital Park and Planning Commission has been working for fifteen years to establish a satisfactory boundary. It heartily approves of this legislation and is proud of its past in this achievement.

## Strictly Personal

William Adams Delano, who resigned from the National Capital Park and Planning Commission, after serving nearly 17 years, received a letter from President Truman praising his services as follows: "To assess the value of your services to your country and its Capital one needs but to look around the City of Washington. On all sides we find noble works whose artistic merits reflect the fine taste and judgment which you exercise. I desire to assure you of my deep appreciation of the service which you have rendered so unselfishly."

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Carl Berg, planning engineer, formerly connected with the Louisville and Jefferson Co., Kentucky, Planning and Zoning Commission, is now serving on the Coördinating and Planning Committee of Coral Gables, Florida, with headquarters at the University of Miami.

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Earle S. Draper, Third Vice-President, APCA, addressed the Conservation Committee of the Garden Club of America in New York on the subject: Subdivision Planning. On the same program was John W. Donaldson, Chairman of the Planning and Zoning Committee of Millbrook, N. Y., who outlined the plan for Millbrook.

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Lt. Col. Norman T. Newton, former landscape architect and planning consultant with the National Park Service, has returned after

thirty months in the Mediterranean Theatre. He was Senior Monuments Officer of the British Eighth Army, on loan from the Army Air Forces, through the Italian campaign, and later became Director of Monuments, Fine Arts and Archives for the Allied Commission (Italy). On completion of terminal leave, he will return to his post on the faculty of the Graduate School of Design at Harvard University.

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Robert Burlingham, former Director, Tennessee State Planning Commission, has accepted a position with the New Jersey State Bureau of Planning.

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Paul Oppermann who recently left FHA is now with the Bureau of Community Facilities, Federal Works Agency, serving as urban economist.

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Justice Owen J. Roberts received the twenty-fourth annual Philadelphia Award for making the greatest contribution "to advance the best and largest interest" of the Quaker City in 1945.

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Catherine Bauer Wurster is to conduct a seminar in housing at Harvard University during the 1946 spring term under the joint sponsorship of the Graduate School of Design and the Graduate School of Public Administration.

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T. T. McCrosky received his discharge from the U. S. N. R. and is now executive director of the Greater Boston Development Commission which has as its purpose the encouragement of official and popular support for a sound over-all Plan.

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Max S. Wehrly has severed his connection with the National Capital Park and Planning Commission and is now Assistant Editor of the Urban Land Institute, and Assistant to the Director. He succeeds Harold W. Lautner, who resigned to become the new head of the Department of City Planning and Landscape Architecture at Michigan State College.

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Wallace C. Penfield has resigned as planning engineer of Santa Barbara County, a post he has held for seven years, to go into private practice.

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Glenn Hall is to be city planning engineer for the City of Sacramento, beginning April 1.

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Rudolph J. Mock, who has been associated with a number of leading architectural firms, has joined the TVA Department of Regional Studies in Knoxville as staff architect.

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C. R. Mocine has become director of the Planning Department of the City of Phoenix, Arizona.

George H. Collingwood, formerly chief forester in charge of the conservation program of the National Lumber Manufacturers Association has been engaged in private business since March 15.

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Irving J. McCrary announces his partnership with Gabriel C. Harman, formerly Chief Land Planning Consultant, FHA, with offices at 1608 Broadway, Denver 2, Col.

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Ira S. Robbins has resigned as Deputy Commissioner of Housing of New York State and will act as consultant on housing and urban redevelopment as a member of the firm of Hendricks, Robbins and Buttenwieser in New York City.

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Gordon Strong, owner of Sugarloaf Mountain, Frederick County, Maryland, has permanently dedicated the mountain to the enjoyment of the public with the establishment of a nonprofit corporation for its operation as a park.

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Mr. Thomas Sharp is the new President of the Town Planning Institute of Great Britain. He is the author of a Plan for rebuilding Exeter.

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Hugh R. Pomeroy has resigned as director of NAHO to become director of the Department of Planning of Westchester County, N. Y., assuming his duties in May.

# A Mayor's Committee Puts First Things First

By DOROTHY W. ERSKINE Member of Mayor's Post-War Planning Committee  
Board of Directors of the San Francisco Planning and Housing Association

Why worry about our City? What can one individual do about the traffic mess or poor living conditions? Can even a group of ordinary people affect the workings and destiny of their community?

Questions like these express an attitude that is very common. They indicate a feeling of individual frustration and defeat that may bite into the very tap root of democracy.

This sense of futility, however, is not always justified. Perhaps a new process is being born even as we complain most bitterly. Citizens *can* contribute a very necessary element to city planning. The purpose of this account of the Mayor's Post-war Planning Committee of San Francisco is to show that ordinary individuals can really affect the development of their community.

City planning, as we know, is a comparatively new function of American municipal government. This is particularly the case in San Francisco where the funds for an active staff to work on a Master Plan were not appropriated until 1942. Since that time, however, under the capable direction of L. Deming Tilton, preliminary studies have been made on population, land use, shore-line development, blighted areas, transportation, traffic and other subjects related to an over-all, comprehensive Master Plan for the City. Pending completion of the final survey, however, to meet emergency postwar conditions, the Planning Commission issued a Report in November,

1944, indicating the most urgent improvements recommended by all the City departments. It was suggested that the expenditure of some 131 millions (70 millions of which represented new money not provided by current department revenue or taxes) should be spaced over a six-year period. It was clearly stated that this Report did not represent the Master Plan for San Francisco but neither would these improvements conflict with the Master Plan when it did emerge.

It was for the purpose of reviewing the Report of the Planning Commission that the Mayor of San Francisco appointed a special committee of citizens in April, 1945. This Mayor's Committee, as it was called, was made up of fifteen men and women and their alternates. They represented a cross section of the community—bankers, business and professional men, labor, civic and women's groups, two Supervisors and the Mayor's own secretary. Its function was to recommend priorities on the long list of major improvements and to suggest ways to finance a program of this magnitude.

These then, were the two aims of the Committee, but its methods of procedure are the really valuable part of this account. During four months, the Mayor's Committee held weekly public hearings. Before it came groups as well as individuals. Representative men and women stood up and told their

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schemes and dreams for a better City. These plans included tunnels, boulevards, museums, playgrounds on the top of the reservoirs and statues on the top of Twin Peaks. Some were valuable; some were not, but Chairman Falk, by his courtesy and sense of humor created the informal atmosphere of the old New England Town Meeting. The people and their government were getting together and at times the people got a lot off their chests. They asked questions and were answered directly by the departments concerned. Moreover, they had an opportunity to hear directly from the heads of these departments some outline of their proposals. The listeners began to understand the need of the Fire Department for new pumping stations, the reason for sewer disposal plants, why this school was to be located here and not there. They began to grasp the tremendous dislocation which must follow the construction of the new State Freeway that was about to be started.

It was an amazing revelation of the complex problems involved in running a great modern city. In addition, people had a chance to see that their engineers and officials were eager to do a good job and were often defeated by lack of public understanding and support. The officials got this fact over.

Beside this wholesome exchange, the members themselves of the Mayor's Committee, chosen, on the whole, for their capacity and experience in special fields, were able to ask searching questions, enter into City problems and very often

offer extremely valuable advice. For example, the work of the Subcommittee on Finance, top men in the field of banking, investment and taxation, gave freely and generously of their time to explore the best way to broaden the tax base of the City, and pay for the improvements which all agreed were desperately needed. So fair was the attitude of these men in trying to distribute the burden of taxation equably that the CIO representative stood by the bankers in approving the financial program that was finally worked out.

This particular Mayor's Committee did something more than give the New England Town Meeting a new scope and dimension. As it reviewed the various projects, it came to the conclusion that urgent as they were, in their totality, they failed to meet the most serious problem that faced San Francisco. None of them were framed primarily to deal with the traffic congestion which was strangling business in the heart of the City.

This was really the crucial problem and everyone on the Mayor's Committee knew it. How could they go before the public and advocate the spending of millions of dollars in the name of good planning and fail to bring relief where it was most needed—fail to put first things first?

This question put very bluntly brought the sessions to a climax and started a flood of new inquiry. The Planning Commission stated that nothing effective could be done about traffic till drastic improvements were made on Market Street, the main artery. It would require some kind of underground thoroughfare built to take street cars, buses and trucks

off the surface. The editor of one newspaper exhibited his model of a subway for Market Street. A private engineering firm showed its designs for a Freeway Loop around the business district, tunneling Nob Hill and opening a speedway into the heart of the town. The Board of Public Works produced their tentative plans of a like nature and the Public Utilities pointed to former surveys on the subject and reminded the Mayor's Committee that their proposals for rapid transit subways on Market Street had been turned down more than once by the public.

The discussions were exceedingly valuable all round. The departments and the public heard one another. They brought this and other matters to a head. The result was a series of audacious and unexpected recommendations in the Committee's final Report.

Beside the rating of priorities given to all projects the Report advised more expenditure on playgrounds on the basis that San Francisco, like New York, was a City of apartments. It asked for an annual check-up and revision of City plans by a small working committee of key officials and citizens. It suggested extending the tax base, establishing a revolving fund for capital improvements which in time would save the City millions of dollars, using the full credit capacity of San Francisco as fast as it was available, like a perpetual conveyor belt, to finance improvements, not of 131 millions but close to 200 millions! Last but not least, the Committee gave first rating, after the new Airport, to the total and drastic reconstruction of

Market Street. As there were no actual plans upon which they could pass, they emphatically advised the immediate consideration of the whole matter by the departments concerned and some decision reached before any complete program be laid before the people for endorsement at the polls.

The Mayor's Committee did more than recommend. After submitting their Report and going officially out of existence, they did not feel their responsibility was discharged till the Mayor had signed a letter which directed the Public Utilities, the Board of Public Works and the Planning Commission to get together and decide on some radical measures for Market Street. These conferences are now going on.

Not to labor the point, it appears that city planning may provide a new field for the workings of democracy.

1. Used rightly it can give the citizens of even a large modern city a fresh opportunity to reach their government in a direct way.

2. It can be an added incentive for the integration of all departments in the City Hall.

3. It opens another means of tapping citizen experience and expert capacity in working out problems as they arise. The City needs its most outstanding citizens as advisers and they, in turn, need the feeling of significance which this work for the whole community can give. The members of this particular Mayor's Committee were keenly interested in the close contact with municipal affairs and they brought to the problems which they ex-



## Planning and Civic Comment

plored, extremely valuable knowledge and seasoned judgment, which the City could never have commanded in the ordinary course of events. In this particular instance the members of the Mayor's Committee stated in no uncertain terms what was wrong with their City. They put their finger on a serious deficiency in the postwar program of urgent construction. They showed bold vision in sizing up the job ahead—no half measures; no penny wise and pound foolish policies; wade into the situation and lick it!

That was the attitude and it only proved that city planning in a democracy is a two-way process. Technical staffs can make the surveys, blueprints and final decisions, but it takes a drive emanating from the conviction and enthusiasm of citizens to lift these decisions over the crest into the realm of accomplishment. It needs officials and also many far-sighted private individuals to adequately provide for the future in this vigorous age of expansion.

### Projects for Post-War San Francisco

Priority	Project	Estimated Cost
	Sewer System & Disposal plants (Bonds <i>already passed</i> by voters, 1944, and matched by State grants, 1946) . . . . .	\$25,000,000
1.	Airport ( <i>bonds voted</i> in 1945) . . . . .	20,000,000
2.	<i>Transportation</i> Market St. problem (study and plans) . . . . .	3,000,000
	<i>Projects</i> (A) Probable cost of construction . . . . .	35,000,000
	(B) Improvements of arterial streets and high- ways . . . . .	17,544,000
	(C) Motor Terminals-off-street parking. (Re- volving Fund) . . . . .	3,000,000
	(D) New Street Cars & Busses . . . . .	23,000,000
3.	Schools . . . . .	15,575,000
	Recreation Dept. . . . .	10,468,715
	Public Health—Remodelling & Repairs . . . . .	2,630,000
	Water Dept.—New Pipe Lines . . . . .	26,233,669
4.	Board of Public Works Bldg. . . . .	1,373,000
5.	Urban Redevelopment Sites . . . . .	2,100,000
6.	Tidelands Development . . . . .	4,000,000
7.	New Street Lights . . . . .	4,309,300
8.	Fire Dept.—Cisterns and Pumping Stations . . . . .	6,382,500
	Police Stations and Headquarters . . . . .	3,142,000
9.	Park Dept. . . . .	7,215,500
10.	Sixth Street Freeway . . . . .	8,000,000
11.	Sixth Street Viaduct . . . . .	5,000,000
12.	Separation of grades at 13th St. . . . .	6,000,000
13.	Broadway Tunnel . . . . .	3,200,000
14.	Civic Auditorium Remodelling . . . . .	445,000
15.	New Wing of Public Library . . . . .	1,206,800
16.	New Courts Bldg. . . . .	6,409,000
17.	Municipal Garage Under Civic Center Square . . . . .	600,000
18.	County Jails . . . . .	587,500
19.	Museums extended and repaired . . . . .	1,174,674
20.	Triangle of Land purchased to complete Civic Center . . . . .	1,065,000
	Total . . . . .	\$243,361,608

# TVA'S Soil Conservation Program

## An Answer

To the Editor:

Those of us who are concerned with regional planning in the Tennessee Valley could not avoid a feeling of pride in those accomplishments of the Tennessee Valley Authority which are mentioned in Margo K. Frankel's article in the October 1945 issue of *PLANNING AND CIVIC COMMENT*. We note with some dismay, however, that Mrs. Frankel draws from this record of accomplishments portents which led her to give her article the ominous title "A Warning!"

One cannot dispute the author's statements that problems of erosion and siltation and landscape devastation are common to flood control or power projects. Yet, in spite of the admittedly unsuccessful examples she has so ably cited, I should like to suggest that erosion and siltation are not necessarily concomitants of river development projects. Destructive siltation is not now an accompaniment of the multiple-purpose reservoir developments in the Tennessee River system; and as the land and other joint resource development programs of the TVA and the people of the Valley and their institutions are advancing, the amount of erosion in the Valley and the rate of siltation in the reservoirs are steadily decreasing.

As Mrs. Frankel says, the Tennessee Valley Authority has been fortunate in assembling a staff of specialists for an intensive program of soil conservation and land use

preceding and concurrent with dam and reservoir development. Such a staff could have accomplished little without the whole-hearted and continuing coöperation of the institutions and people of the Valley. The need for erosion control is not peculiar to the Tennessee Valley, nor is it a problem to be handled by one agency. It is universal—a problem of the people in whose hands lies the hope of an ultimately successful solution.

Control of soil erosion was recognized as a significant problem from the very inception of TVA. A large proportion of the farm and forest land in the Valley is divided into relatively small private holdings, only about 10 per cent of the land being in public ownership. To carry out a valley-wide program on private as well as public land, TVA enlisted the coöperation of thousands of individual land owners, together with that of the land-grant colleges and other institutions of the region. Soil-conserving and soil-improving use of agricultural lands, integrated with reforestation of steep slopes and abandoned lands, and special treatment of the most severely eroding areas, have markedly reduced surface run-off. Moreover, these practical demonstrations have made thousands of additional landowners erosion conscious.

The control of erosion through reforestation progressed most rapidly in the Valley from 1933 through

## *Planning and Civic Comment*

1942. Wartime labor conditions on farms have slowed down the program somewhat, as Mrs. Frankel says. However, the following statement from the 1945 Annual Report of TVA is evidence that the program is still being vigorously pursued: "About 1,600,000 seedlings were produced in TVA forest nurseries during the year. Coöperating land owners reforested about 875 acres with 872,000 seedlings, while the remainder of TVA production was used on TVA lands. These plantings brought the total seedlings used in reforestation of public and private lands to more than 153,200,000 during the past 12 years, covering about 119,000 acres or about one-quarter of the total Valley area of severely gullied and eroded lands which a survey in 1933 indicated were in need of intensive treatment for erosion control." With the end of the war, there are already many indications of rapid acceleration of the erosion control program throughout the Valley.

Investigations of TVA engineers give assurance that siltation will not destroy TVA reservoirs within the predictable future. After making careful measurements in the Norris reservoir, they report that, even at the present rate of siltation, it would require about 800 years for that reservoir to become silted to the minimum operating level, where it would first begin to affect adversely flood-storage capacity and power production. It makes no difference whether the dead-storage space below the minimum operating levels is filled with water or soil. At the present rate of siltation it would require 3000 years for the reservoir

to fill to spillway level. All of the tributary reservoirs in the TVA system will have similarly long lives, which will lengthen as erosion control becomes increasingly widespread and effective. Fontana Dam would require nearly 4000 years to fill to spillway level. One can feel almost the same relief as did the man who learned that the life of the earth is measured in eons rather than millions of years.

I do not know the source of Mrs. Frankel's information, but the statement in her article that silt is already impairing the power production of TVA's Wilson Dam is entirely erroneous. Wilson Dam was completed in 1924. Surveys by the Army and TVA engineers at periodic intervals disclose only a small amount of silting. Even without protection during most of its life from the reservoirs which have been constructed by TVA since 1933, the deposit in the bottom of Wilson reservoir since its construction has amounted to less than five feet. At the dam, the lowest point of the penstock intakes is now 57 feet above the small amount of silt which has been deposited. At the past rate of deposit it would take more than 200 years for siltation to reach minimum operating levels, and more than 800 years for the reservoir to become filled to near the top with silt. The excellent protection afforded by the upstream reservoirs plus progress in erosion control extend the effective life of Wilson Dam to many times this number of years.

Over a ten year period the waters of TVA lakes have become a powerful attraction to tourists, cottagers and sportsmen. As these lakes were

## *Planning and Civic Comment*

created, it became apparent that one of the most important functions they served (aside from navigation, flood control and power) was that of recreation. Parks, boat docks and fishing camps are in heavy public demand, and the number of individuals building cottages and cabins on the lake shores is steadily increasing. Under memoranda of understanding with the Departments of Conservation of Tennessee, Alabama, Kentucky and North Carolina, these States are developing recreational areas along the lake shores, as integral parts of extensive state park systems. Municipal and county parks and group camps are also being developed by other public and semi-public agencies.

TVA's newly created lakes, in their wooded settings, offer exceptional opportunities for the development of fish and game as a major recreation attraction. Extensive biological investigations in the Norris Reservoir have demonstrated an annual fish crop far beyond the seasonal catch. These findings have led the Conservation Departments of the Valley States to open all TVA lakes to year-round fishing. As compared with previous years when the lakes were closed to fishing from April 1 to May 30, the annual fish catch has almost doubled, yet careful observations have revealed no detrimental effects on the fish population.

Mussel fishing, quiescent during a biological adjustment period while the main river was being transformed

from a stream to a series of lakes, has recently been resumed, and sales to shell industries during the six months ending June 30, 1945, totaled more than 5000 tons at an average price of \$40 a ton.

With the coöperation of the United States Fish and Wildlife Service, more than 100,000 acres of TVA land and waters have been established as Wildlife Refuges, which are stocked with wild turkey, deer and other game.

In answer to Mrs. Frankel's "warning," it appears to us that the secret of successful and lasting development of dams and reservoirs lies in a multiple purpose river-valley development program carried on with the full coöperation of the people of the Valley and their institutions. United effort in getting the job done right is producing in the Tennessee Valley the results that the people desire.

Elsewhere, as in the Tennessee Valley, the control of water on the land and in river channels is not solely a matter of trained experts, enabling legislation, or appropriated funds. It requires public understanding of the problem, education and guidance in methods of resource development, and a realization that wisely made expenditures pay heavy dividends in stable and productive land and clear blue waters.

Sincerely yours,  
Howard K. Menhinick, Director  
Department of Regional Studies,  
Tennessee Valley Authority  
March 15, 1946

# National Park Service Master Plans

By THOMAS C. VINT, Chief Landscape Architect, National Park Service

Was the National Park Service the first to use the term "Master Plan" in labeling the device it uses to guide the development scheme of a national park or national monument? It is quite possible, because it stumbled onto the name in the process of establishing the procedure that makes use of them. In April, 1932, the Director was explaining the new practice to a meeting of park superintendents. It was necessary for him to explain how worthy yet harmless these "General Development Plans" would be, for they were the work of a handful of young landscape architects. He explained that it would not be mandatory to follow them, but that they would serve as a guide in the development of the park. "They are sort of a Master Plan" he went on. He probably wouldn't recall that he used the term, but when the landscape architects made the next "General Development Plan" its cover carried the title "Master Plan," and each drawing beneath the cover carried in its title block a line reading "Part of the Master Plan." That is how the National Park Service began using the term "Master Plan." It is expressive, is short, and has worked.

The Master Plan of a national park fills the same function as a city plan or a regional plan. Its use is to steer the course of how the land within its jurisdiction is to be used. Nothing is built directly from it. Each project, whether it be a road, a building, or a campground, must

have its construction plan approved. In the course of approval it is checked as to whether it conforms with and is not in conflict with the Master Plan.

National parks and national monuments fall into two groups—natural and historical. In one, the primary purpose is to preserve and protect one of the great works of nature—to let nature take its course; in the other, to preserve and protect the scene at one of the great moments in our national history—to stop the clock and hold the scene of the moment in history that makes the area important. In both, preservation and protection are essential. On the other hand, these areas are set aside for the benefit and enjoyment of this and future generations. The development scheme has to do with providing the facilities to permit the people to see and enjoy these areas. It is constantly working on the compromise that determines how far these facilities shall intrude into the scenes that are to be preserved as nearly as possible as nature or history left them to us.

To plan the development of a national park or national monument requires no specific magic. It is like any other job of planning the use of land for human enjoyment. It is necessary to know the land involved thoroughly, to know how people are to use it, and about how many will use it at one time. That information should state the problem; however, it is too frequently

incomplete. Next, it is necessary to work out a design that is satisfactory to those in authority. Then, to make it a reality, all that is needed is to finance and to build.

The simplest problems in the national parks and national monuments are those involving a daytime visit of, say, one to three hours' duration, to see a specific natural feature or an historic spot. The problem is to provide a parking area and access to and about the feature whether it be a geyser group or an important old building. The problem becomes more involved as more services are required. A comfort station calls for a water supply and sewage disposal. Shelter is necessary if an attendant is required to guide visitors and to protect the area from abuse. If the spot is isolated, living quarters for employees become necessary, then maintenance facilities must be housed. Lengthen the time required to see the area properly or increase the hours of the day it is to be accessible and the size of the development grows. Then, if overnight accommodations are required—a hotel—a lodge—a campground, and you are away toward making the plan for a small town, particularly if the number to be housed overnight is large, or if the length of stay is several days. The back door to such a community is no small matter. Many an incorporated town has a smaller water supply, sewer system, power house, road and street maintenance unit, policy and fire protection facilities, than many of the tourist centers in the national parks.

A large national park, such as

Crater Lake, Grand Canyon, or Yellowstone, will include several developed areas. Those of the simplest type are maintained and policed by a roving maintenance ranger force. Others are complete communities—are the base at which visitors obtain their necessities and from which they make excursions to the several points of interest within range. A road system, a trail system, a telephone and fire protection system, are needed to connect and serve these several developed areas. The plans that show such facilities as the road system, are indicated on a map of the entire park. It is much on the order of a regional plan of a section of a State showing the roads, other utilities and the location of communities. The Master Plan of such a park is actually a number of plans; one that shows the entire region, its roads, trails, telephone lines, that connect the several developed areas. This, in turn, is supported by a plan of each developed area.

Besides drawings, the Master Plan includes written material. This is called the Park Development outline, in that it outlines the purpose of the park, the problems involved in its use and the facilities needed. It outlines the existing and proposed facilities. It rounds out the data shown on the drawings and the reasoning that went into the plan.

The National Park Service has not always been in a position to begin with a clean slate. More often the problem has been to work over an existing development to meet current needs. In a number of cases the park or monument had been

visited and facilities were available at the time they came within the jurisdiction of the Service. Many of these were well located and contained facilities representing a considerable investment that still have many years of useful life.

During its thirty years' existence the National Park Service has experienced a number of new influences that have required changes in the operation of the parks, which in turn, required changes in the facilities needed.

The most common problem has been the ever increasing traffic. More and more people have been reaching the parks each year. This is somewhat offset in that the average length of stay has become shorter. Roads are better—motor cars are faster year by year.

Several parks now have a week-end bulge in their traffic, that were too distant from any population center to be reached over the week-end before the roads in a radius of several hundred miles were straightened and paved.

Until 1925 most visitors came by train and a visit to one of the larger western parks usually was the main purpose of the trip. By 1930 most visitors came by private auto. In one instance, the visitor was conducted through the park by stage on a fixed schedule. In the other, he became his own navigator and made his own schedule. In many instances his visit to a national park became a detour on a cross country trip that was undertaken for another purpose.

The Master Plan is based upon an understanding of the significance

and purpose of the reservation that it affects.

To keep the Master Plans alive to meet new conditions—or to accept a better idea—the National Park Service makes planning a continuous process. The procedure provides for a periodic check of each element of the plan and for weighing the various suggestions for improvement that have been made from time to time. It provides for recording the results of conferences on the site, at the time it is discussed. Thus, reliable data is available for periodic refinement of the plan.

Whereas the National Park Service places the responsibility for preparing its plans in the hands of its professional landscape architects—architects and engineers, they make no administrative decisions, but are employed in an advisory and professional capacity. They draw up the plans and recommend them for approval of the superintendent, the regional director and the Director. The relationship is much like that in private work between the landscape architect and the client. There is strength in this procedure. The landscape architect must "sell" his plan to those who are to live with it. In turn, those administrators who live with the problem have available the professional services of a group who are familiar with the ground, and the mode of operation of the area, but who can view the future problems objectively while not being influenced by the myriad details of each day's administrative worries and compromises. On problems that are unusually involved or that embark on a new policy, par-



## Planning and Civic Comment

ticularly those that involve further encroachment on the park, consultation with authorities outside the Service is sought. Frequently, nationally known landscape architects, architects, and others have worked on specific problems. Their recommendations, after approval, are incorporated into the Master Plan. The procedure provides for incorporating the best thought and best ideas available into the plans.

During the war years there has been a lag in the work on the Master Plans. Most of the personnel went into the armed services or war work. All construction work was postponed. However, the limited per-

sonnel remaining were enabled to spend a portion of their time on unsettled problems and policies that influence park development. The continuity of the planning process has been maintained although the thread became very thin for a time. The machinery is intact and as personnel return and programs get under way, Master Plans will be brought up to date. Many park facilities, like our cities, are adequate for 1930 conditions. All indications are that people will come in greater numbers than before and facilities to accommodate them are inadequate. There is much to be done on many new problems.

### Highlights of the Dallas Conference

*Continued from page 4*

but revealed to all just how intricately Mr. Dealey and the *Dallas News* were bound up in the movement to provide a city plan for Dallas.

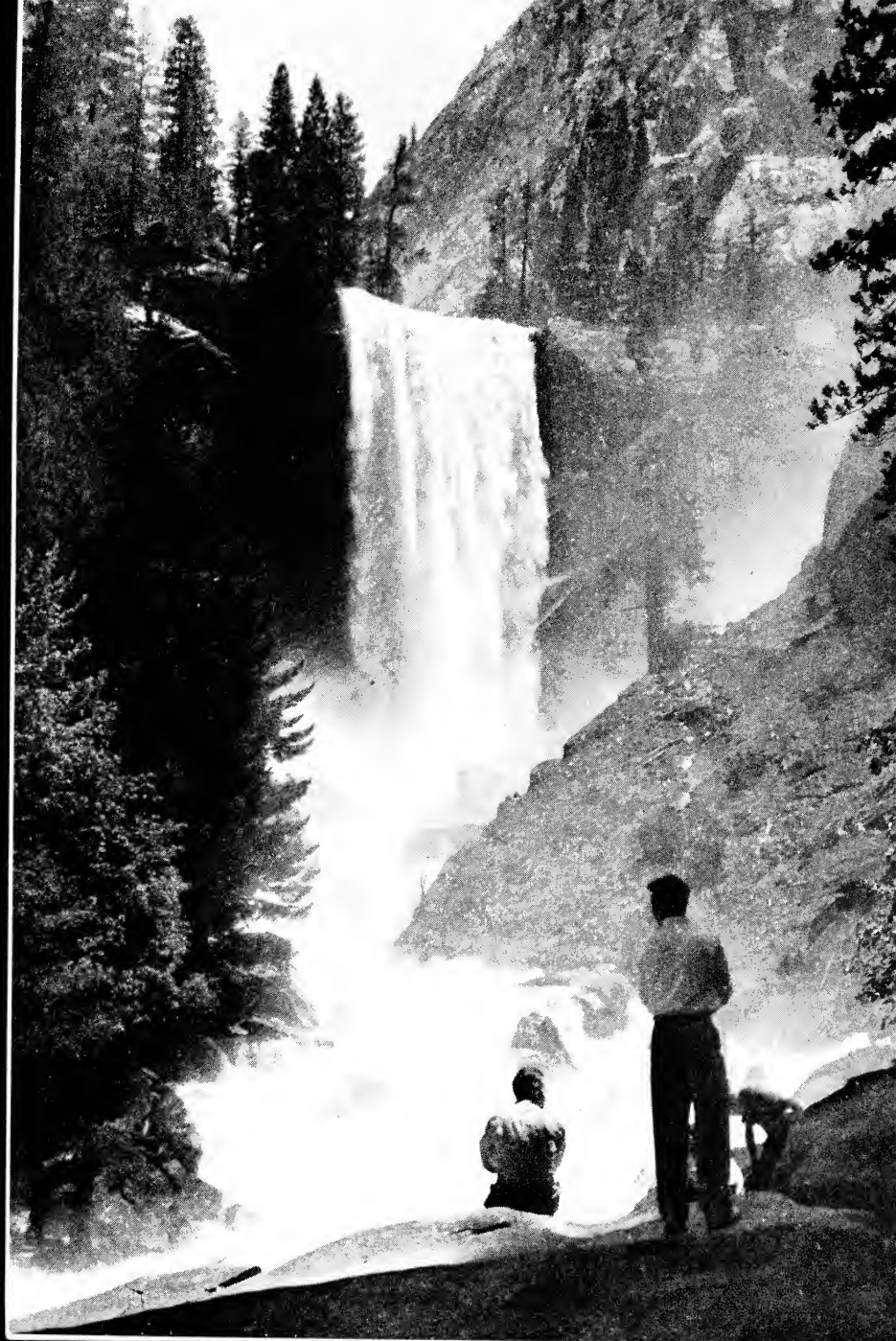
Delegates learned of the vast effort which has gone into planning for Dallas. The present master plan for Greater Dallas is the fourth plan. It is a new and revised plan, made by Harland Bartholomew and Associates. Business men in Dallas are now raising a large sum to finance an educational program to promote the Plan.

The proceedings of the various sessions and discussions will be published in the AMERICAN PLANNING AND CIVIC ANNUAL now being printed. Many of the sessions were outstanding in interest and very popular were the after-breakfast sessions. The zoning session conducted by Maj. E. A. Wood of Dal-

las was considered so valuable that an adjourned session was held the second morning.

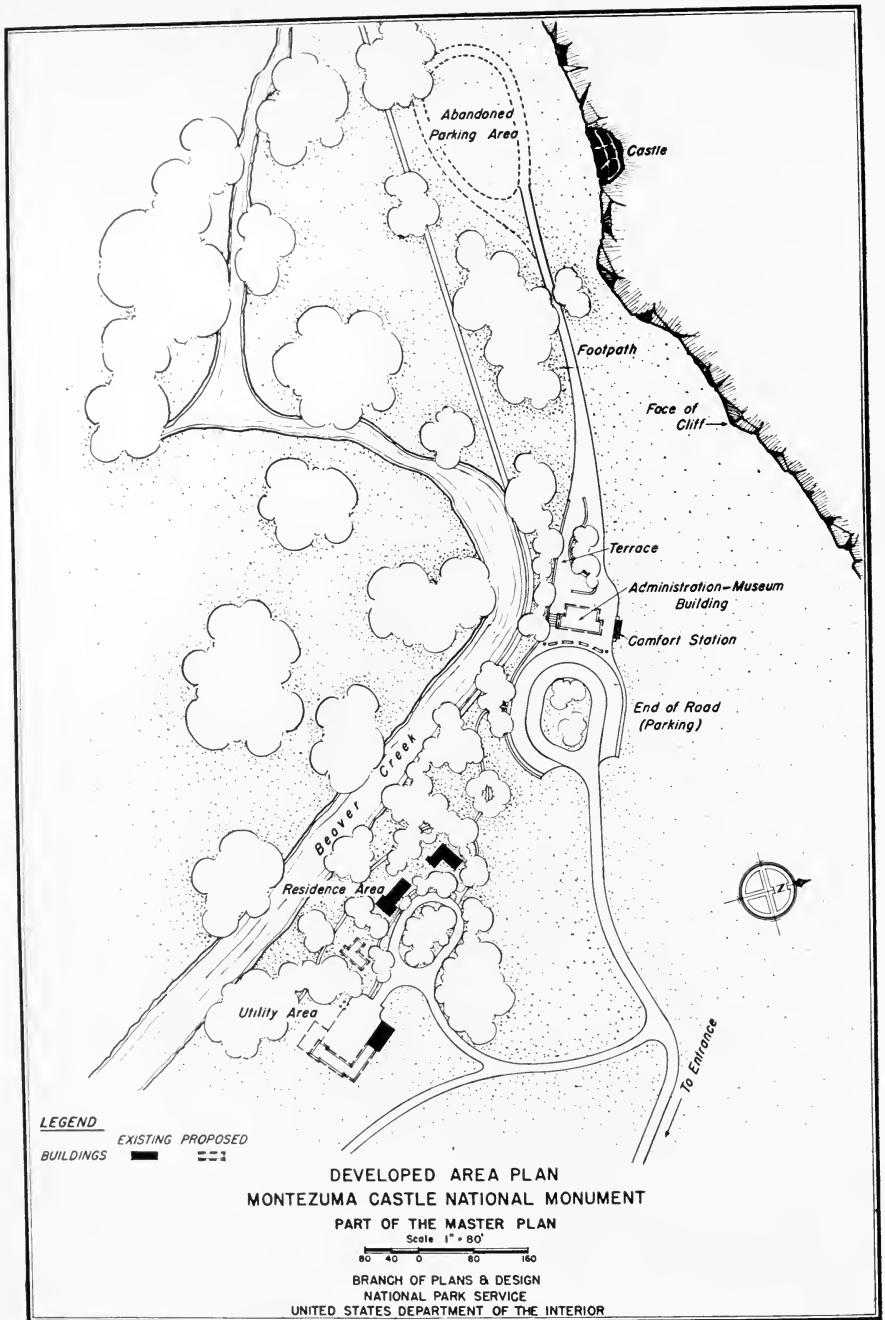
For the first time at this Conference, the APCA met jointly with the Friends of the Land. Its moving spirits, Louis Bromfield and Dr. Jonathan Forman were speakers at the final Conference dinner. Mr. Bromfield's emphasis on the grave responsibility which faces the United States in developing the health and stature of its individual citizens in order that they may carry on its traditions in the face of a changing world, sounded a ringing challenge to the Americanism of everyone present.

A number of invitations and suggestions were made for a meeting place for 1947, but the final decision remains to be made. Any other city would have to make a valiant effort to outdo the splendid hospitality and planning interest of Dallas.

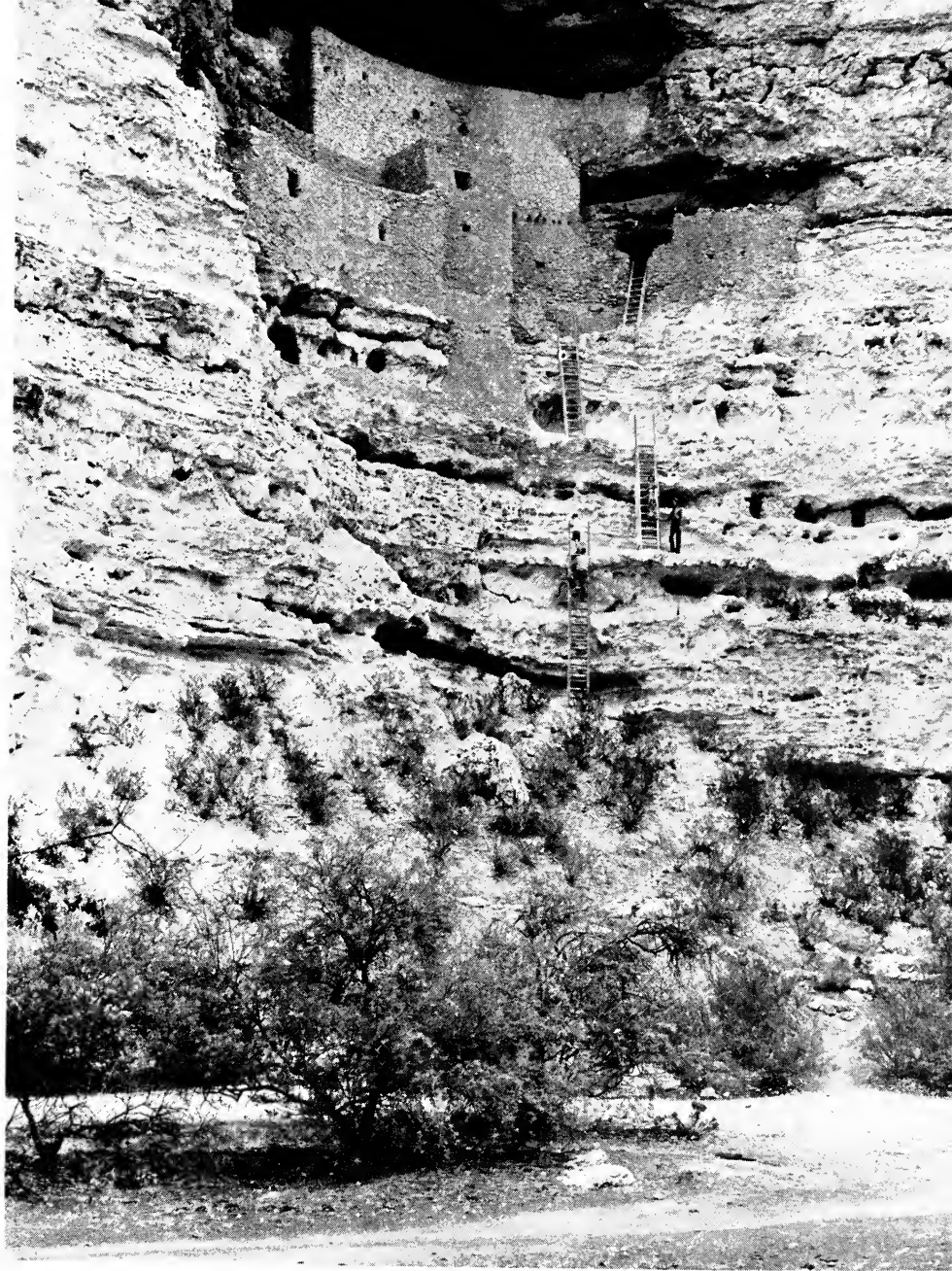


# PARKS

MASTER PLANS

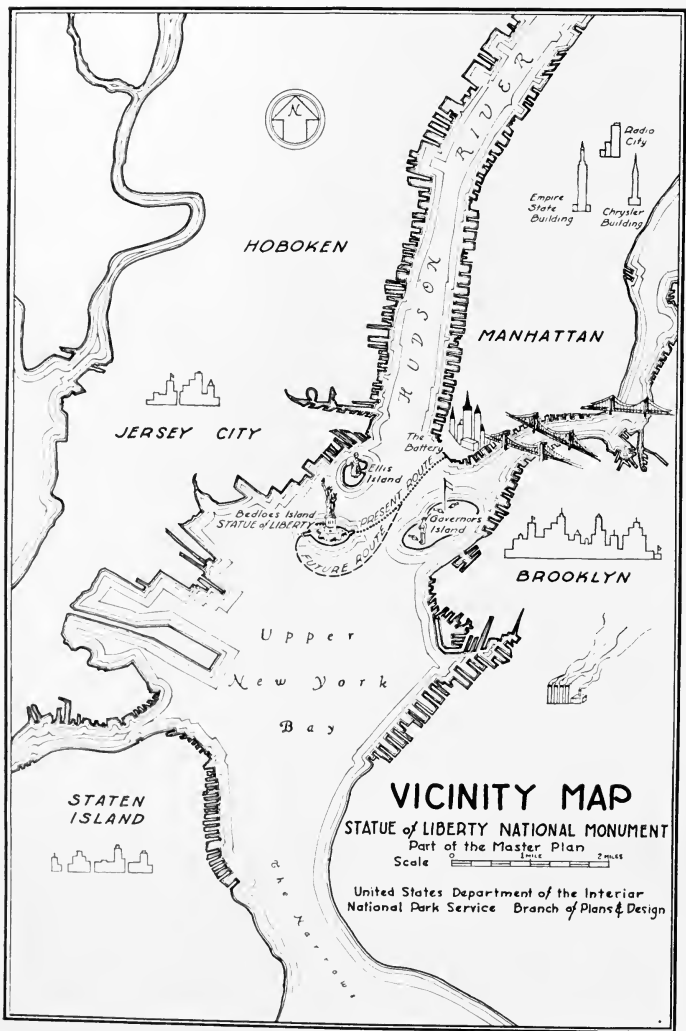


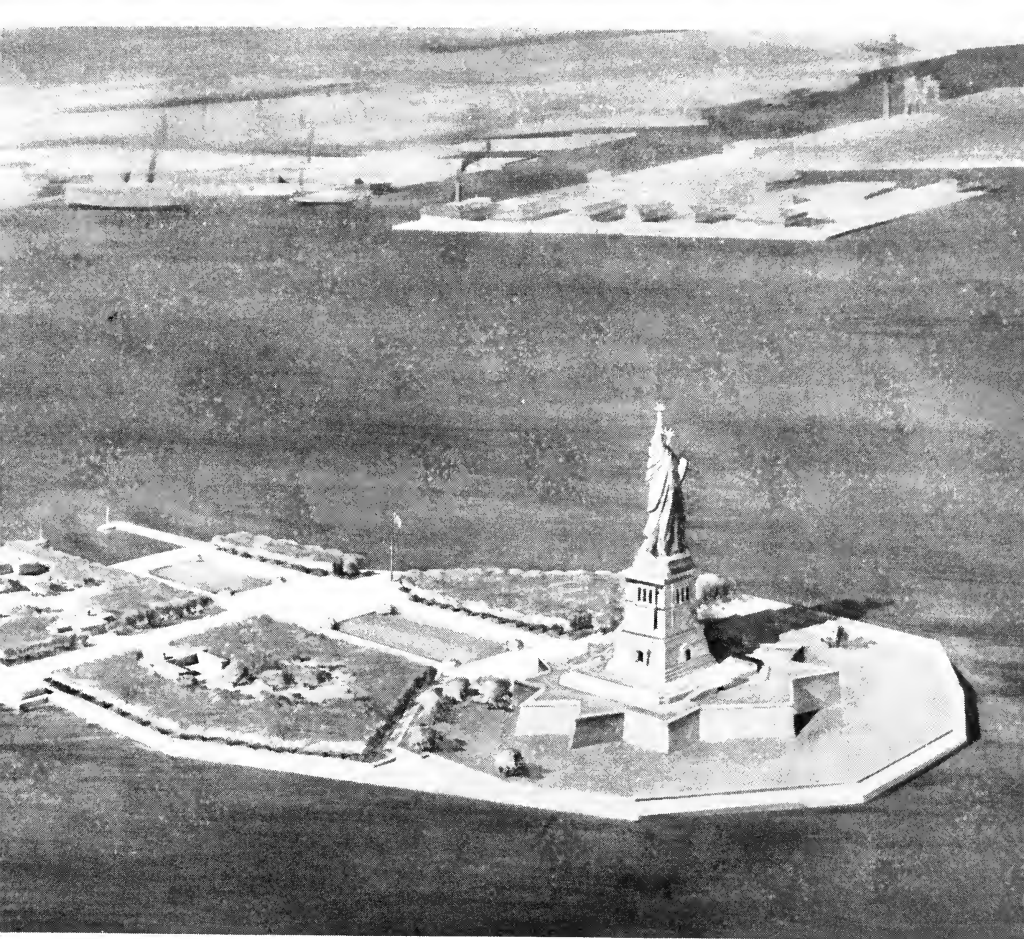
*Development scheme for Montezuma Castle, Arizona, one of the southwestern National Monuments containing an outstanding historic cliff dwelling.*



*Increasing automobile traffic necessitated the removal of the parking area 800 feet east of the Castle in order that the immediate foreground could revegetate and regain its natural appearance.*

*The location of the Statue of Liberty is such that it is impossible to obtain a long distance front view or photograph of it from the Island. Landing passengers at the proposed new pier will permit them to approach the Statue through an open mall in order to appreciate and absorb the grandeur and scale.*



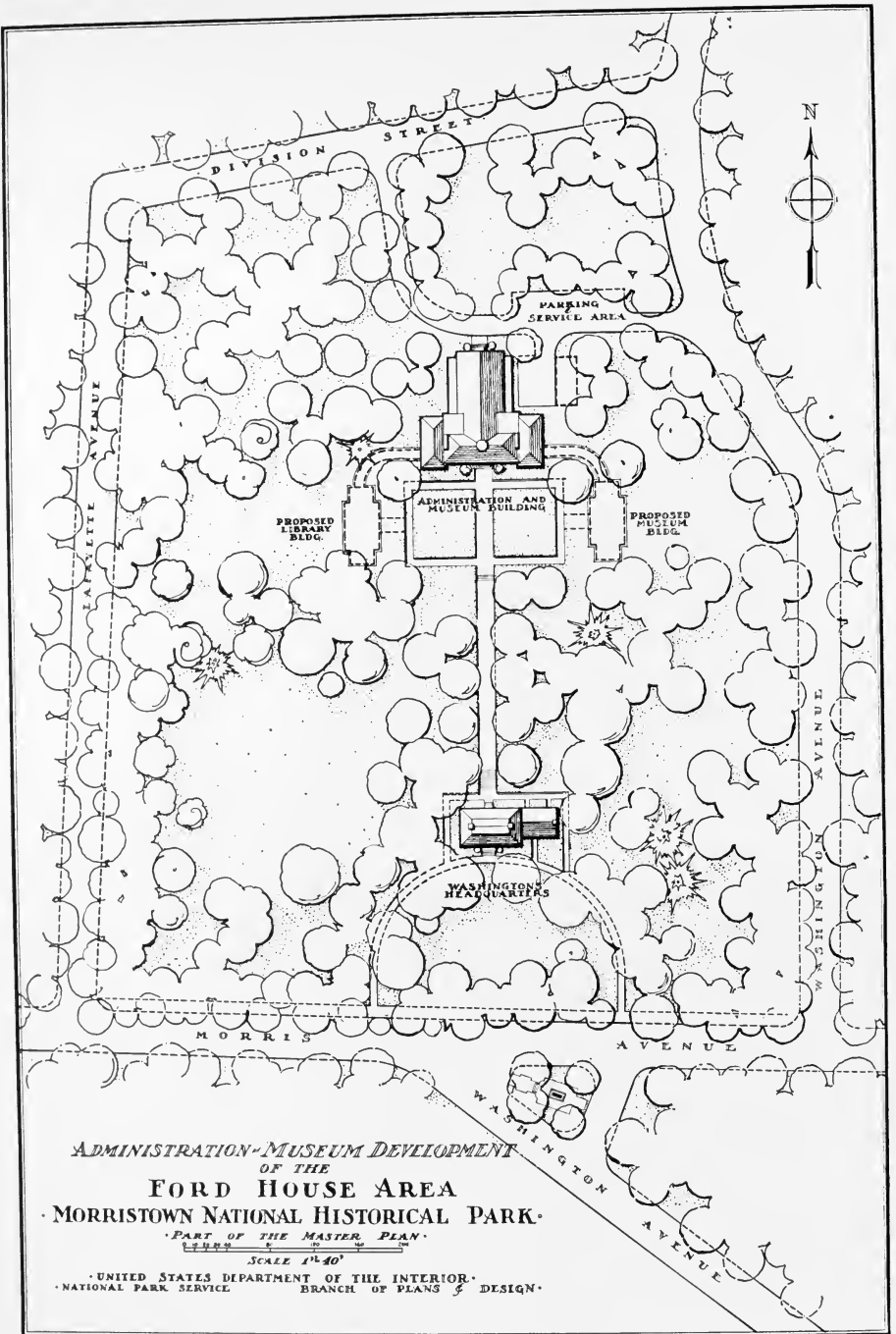


PROPOSED SCHEME FOR ULTIMATE DEVELOPMENT • STATUE OF LIBERTY  
NATIONAL MONUMENT

United States Department of the Interior • National Park Service

*In 1936-9, PWA and WPA projects provided for the removal of an army post (Fort Wood) and starting the redevelopment of the Island for National Monument purposes. From a home-bound steamer, the Statue will be seen in all its glory above an island of trees.*





*An example of letting the past dominate the present. A fireproof museum building that might well compete in size with a county court house is placed in the rear and at a lower elevation to let the Historic Structure, Washington's Headquarters, predominate.*



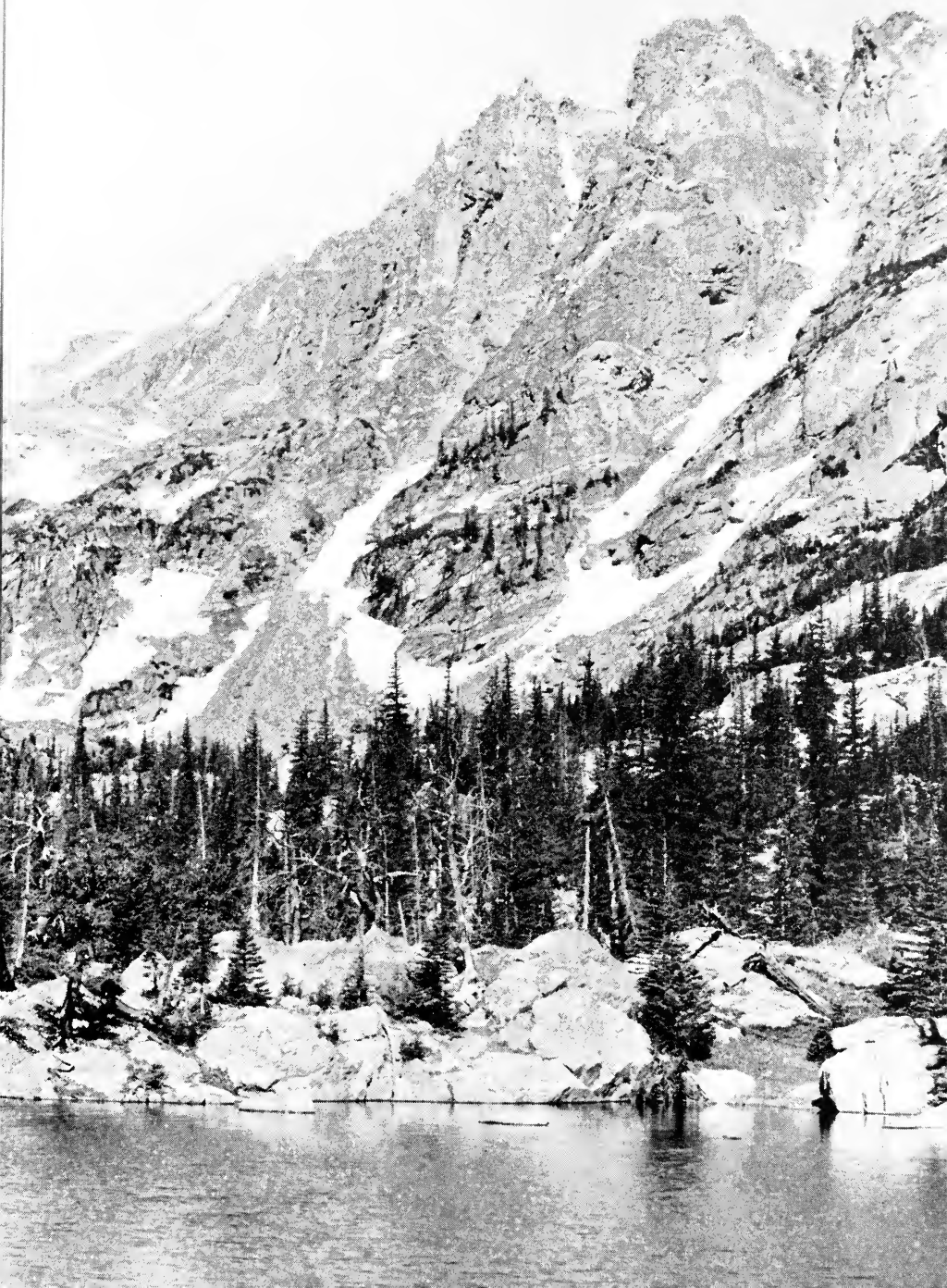
*Washington's Headquarters*

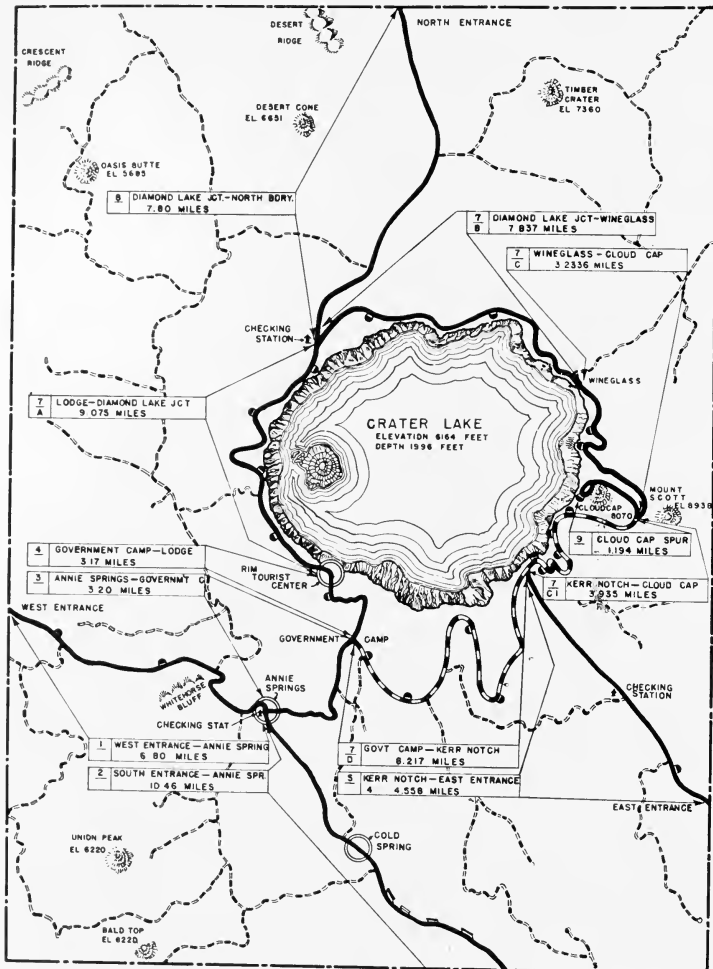
*The Museum Building as seen from the rear of Washington's Headquarters*











# ROAD SYSTEM PLAN CRATER LAKE NATIONAL PARK PART OF THE MASTER PLAN



UNITED STATES DEPARTMENT OF THE INTERIOR  
NATIONAL PARK SERVICE - BRANCH OF PLANS AND DESIGN



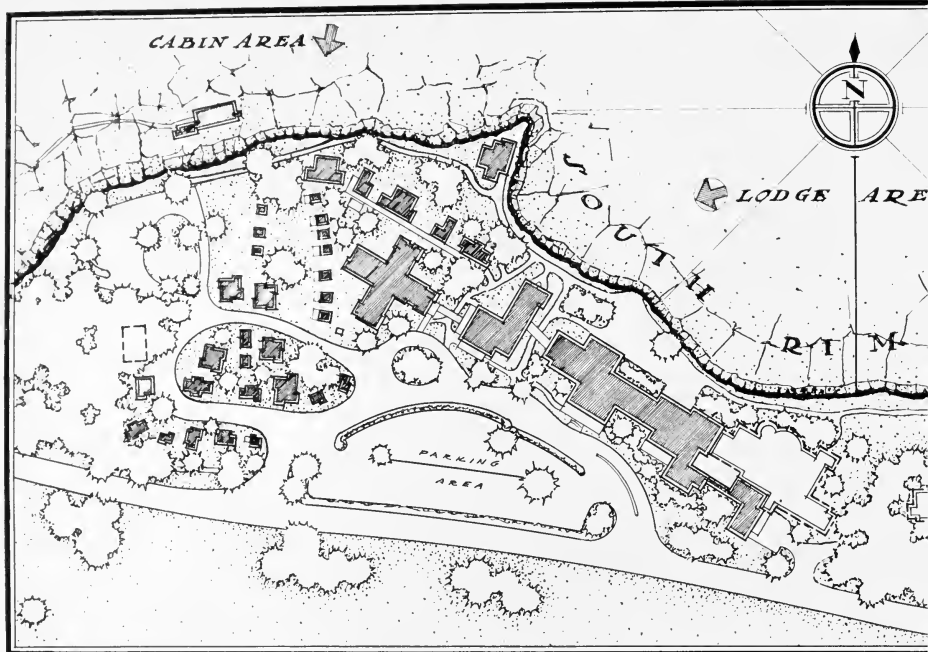
PARK HEADQUARTERS  
SOUTH ENTRANCE

L E G E N D		
STANDARD ROADS	EXISTING	PROPOSED
TOP SURFACED		
GRAVELLED		
TRUCK TRAIL		
PARKING AREA		
OVERLOOK		
DEVELOPED AREA		
PARK BOUNDARY		



*The Crater Lake road system plan is a good example of circulation in one of the larger National Parks. It provides a circulatory road to points of paramount interest with four entrance roads. The system connects several developed areas and includes roadside parking areas at points of exceptional vistas. It has an intricate system of secondary roads for fire protection and other administrative uses.*

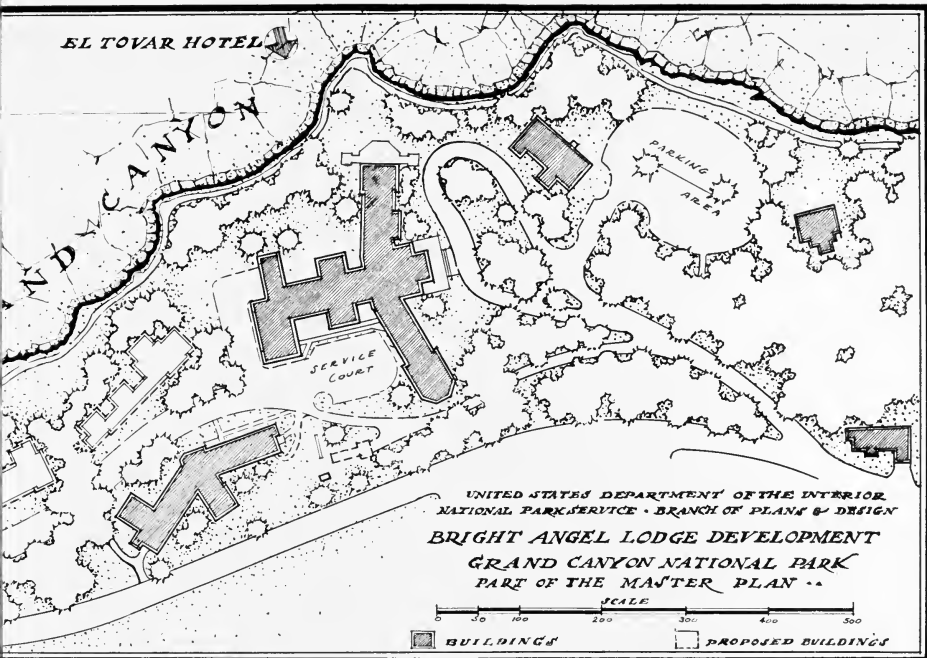
*A park road system is the controlling element in the overall development scheme for the park and is predicated upon the ultimate plan of development for public use, administration, and protection.*

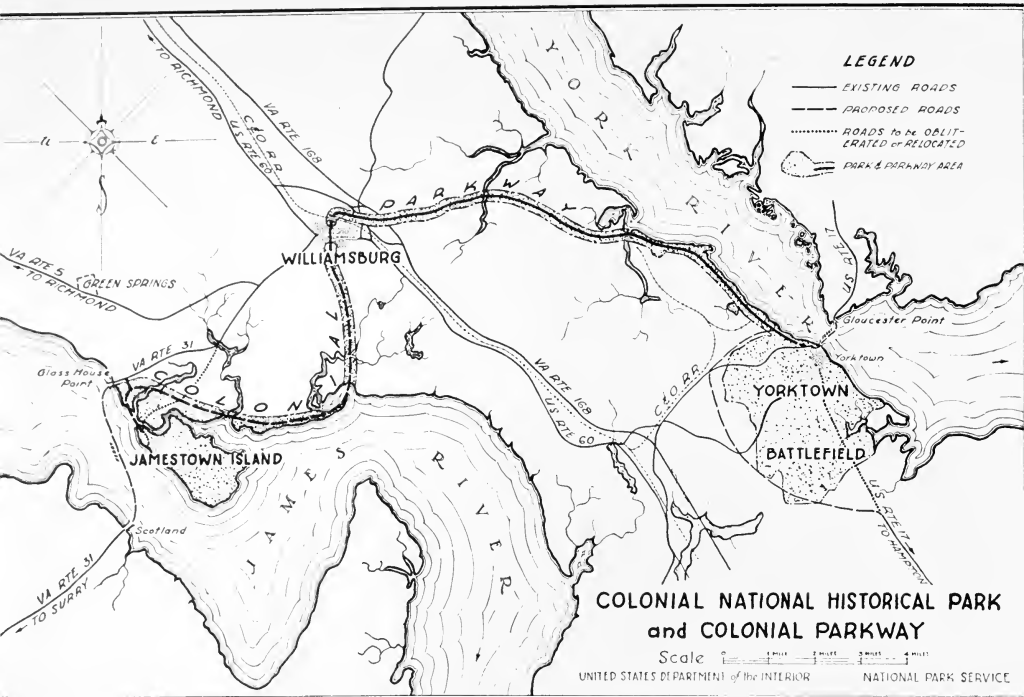


*Bright Angel Lodge on the south rim of the Grand Canyon is one of the newest tourist facilities built in the National Parks. It replaces an older unit on the same site. The plan above shows the relationship of the lodge development to the rim of the canyon and the nearby hotel. The lodge area utilizes a restricted site. The main building contains lobby and dining facilities to accommodate both day-use and a limited number of overnight guests. Increased capacity for the lodge development will be provided by the construction of additional 10 to 30-room buildings on sites as shown. This method of expansion saves valuable ground space which would otherwise be crowded with many small cabins, yet preserves the informal cabin atmosphere.*









*Colonial Parkway, connects three centers of Colonial interest: Jamestown, the beginning Williamsburg the flowering, and Yorktown the termination of the Colonial Period. Jamestown and Yorktown are units of Colonial National Historic Park, each with its individual master development plan. Colonial Parkway is completed from Yorktown to Williamsburg. The right-of-way is acquired and construction plans are ready to complete the Jamestown-Williamsburg unit when funds are made available.*



*Views of Colonial Parkway along the York River.  
This section has been complete for several seasons.*





*Trail through Muir Woods National Monument. Scenes like this, the frontispiece and the center-page picture of Dream Lake in Rocky Mountain National Park serve to remind us of our responsibility to preserve the pristine character of the Nation's scenic treasures.*

*Master plans assure orderly development for public use and enjoyment with the minimum impairment of natural or historic values.*

# State Park Note 1



The State of Indiana held its first training institute for park executives from March 11 to 22 in Canyon Inn, McCormicks Creek State Park near Spencer, Indiana. The Institute was sponsored by the Division of State Parks of the Indiana Department of Conservation, Indiana University, and the Indiana Park and Recreation Association.

Eleven superintendents of state parks and thirteen superintendents of municipal park departments were enrolled in the Institute. In addition, supervisory personnel, board members, and others including the lecturers enrolled for one or more sessions. Total enrollment reached eighty-five not counting the large number of graduate students who attended the recreation session which was held at Indiana University. Field trips were made to Brown County State Park and to the Indianapolis park system.

Mrs. Richard Lieber, widow of the late Richard Lieber, attended as an honor guest.

Out-of-state lecturers included Harold W. Lathrop, State Park Director for Minnesota, President of the National Conference on State Parks; Harold S. Wagner, Director of the Akron Metropolitan Park

District; Dave Hovey, Executive Secretary of the American Institute of Park Executives; L. H. Weir, Field Secretary, National Recreation Association; Roberts Mann, Superintendent of Conservation, Cook County Forest Preserve; Herbert Evison, Chief of Information, National Park Service; Sidney Kennedy, Chief, Recreation Study, National Park Service; and A. Robert Thompson, Forester, National Park Service. From within the State, lecturers included R. B. McClintock, Fort Wayne, President, Indiana Park and Recreation Association; Paul Brown, Director, Indianapolis Park and Recreation Department; Kenneth Schellie, Director, State Economic Council; Noble Hollister, Director, Indianapolis City Planning Commission; Dr. Otis Freeman, Professor of Geography, Indiana University; Howard H. Michaud, Purdue University; Robert F. Wirsching, State Park Director; and others.

Subject matter covered almost the whole field of Park administration, park planning, park maintenance, and park use. This plan was felt to be advisable the first year to enable the park personnel to secure a comprehensive view of the park field. All lecturers came without expense

to the Institute; consequently, no registration fee was charged.

Tentative plans have been made for the Institute for next year. Quite likely the Institute will be held during the late fall or winter months, limited to five days, and open to administrators from both within and outside the State.—Garrett G. Eppley, Field Recreation Consultant, Indiana University, Program Chairman.



*Alabama:* The March issue of *Alabama Conservation* reports that TVA is deeding to the State property at Little Mountain for development as Little Mountain State Park. It is estimated that \$300,000 will be required to develop the area to provide 60 cabins, an organized group camp, swimming areas, bathhouses, fishing areas, shelters, boat docks, a lodge building and other related facilities.



*California:* The Governor has approved Senate Bill No. 70 which appropriates \$300,000 to the Division of Beaches and Parks for initial acquisition, development and improvement of the 3,000-mile State master loop of the riding and hiking trails system. This system was provided by the California Riding and Hiking Trails Law approved July 17, 1945 for the purpose of promoting conservation, health and recreation and for other purposes. It is estimated that the construction of the system will cost \$1,500,000 and that the annual maintenance will run about \$135,000. This project is described in a pamphlet entitled *California Riding and Hiking*

*Trails* which has been issued by the California Riding and Hiking Trails Committee in coöperation with the California State Reconstruction and Re-employment Service at Sacramento.

The March issue of *California Park News and Views* reports that: "The 1300-acre tract acquired recently in Marin County, formerly known as Camp Taylor, has been officially designated by the State Park Commission as the Samuel P. Taylor State Park. . . . The park area is thickly covered with redwood, oak, laurel and manzanita. A program for development of the area is in its formative stage."



*Illinois:* The Department of Public Works and Buildings issued in January a particularly well illustrated 37-page booklet entitled *State Parks and Memorials*. In addition to descriptions of the various areas, the publication contains two tables giving for each area its name, classification, location, size, date of acquisition, and facilities available.



*Indiana:* A few months ago, the Indiana Department of Conservation revised its policy relating to concession contracts covering the operation of hotels and lodges in its State parks.

All contracts now run for a period of two years. The State furnishes all equipment and furnishings required for operation. Provisions for the division of profits between the State and the concessioners, as determined on the basis of past experience, is designed to limit the

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"take" of the concessioner to certain amounts, the maximum of which is not expected to exceed \$8,500.00 on a gross business of \$240,000.00. The contracts provide for payment to the State of a sum equal to 10 percent of the gross revenue. In addition, the State receives a share of the net profits ranging from 73 percent over and above a lump sum allowance to the concessioner of \$1,500.00 profit to 93½ percent over a lump sum allowance of \$2,000.00.

It is believed that this new arrangement will better enable the State to maintain higher standards, will permit better control, and will provide a more equitable distribution of the profits. The only weakness appears to be the possibility that the concessioner may not maintain efficient operation if he has made nearly his maximum profit by the middle of the season.



*Michigan:* Mr. Howard B. Bloomer, Life Member of the Board of Directors of the National Conference on State Parks, was appointed by the Governor of Michigan to be a member of the Board of Commissioners of the Huron-Clinton Metropolitan Authority, a commission with jurisdiction throughout the five counties around Detroit. Its work closely resembles that of the Cook County Forest Preserve. Mr. Bloomer is assisting in the development of a recreational program for the metropolitan area of Detroit, which will be comprehensive when developed and include besides some desirable park sites, a bathing beach of 6,000 ft. on Lake St. Clair, within 22 miles from the center of the city.

Mr. Bloomer is planning to convey certain private lands at Orchard Lake, Michigan, for a public park. The area comprises 115 acres, with half a mile frontage on one lake and 600 feet on another.



Charles A. DeTurk, formerly director of the Indiana State Parks, is now on the staff of the Wayne County, Michigan, Road Commission.



*Montana:* Col. W. R. Rankin, who recently was released from the Army, has been appointed by the State Park Commission to fill the newly created position of State Park Director to give central direction to the preservation of the State's scenic and historical areas. The Commission approved his making a Statewide survey of park and recreational resources in coöperation with other State, local and Federal agencies concerned. Rutledge Parker, State Forester, will continue to serve as Secretary for the Commission.



*Ohio:* Erwin C. Zepp has been appointed Vice-Director for the Ohio State Archeological and Historical Society. His former position as Curator of Memorials has been filled by the appointment of Richard S. Fatig.

H. A. Ryder, former Assistant Commissioner, has succeeded Don G. Waters, resigned, as Commissioner for the Division of Conservation and Natural Resources. In order that the Commission may retain the benefit of Mr. Waters'

abilities and 7 years' experience as head of the Division, the Commission named him as supervisor of the Division of Conservation Lake Erie activities of all kinds, with headquarters at his home in Elmore.



*Pennsylvania:* Mrs. Margaret V. Roshing has been acting as Executive Secretary for the Valley Forge Park Commission since the resignation of Gilbert S. Jones last November.

The Pennsylvania Department of Forests and Waters accepted on February 1 for administration as

units of its State Park System, four National Park Service recreational demonstration areas containing 27,582 acres, and on January 29, the Georgia Department of State Parks, Historic Sites and Monuments, accepted three others totaling 9,776 acres. Twenty-five such areas with a total of 155,845 acres have now been transferred to the States under authority of the act of June 6, 1942. Seven additional areas in California, Kentucky, Missouri, Oregon, and Virginia are available for transfer as soon as the States are ready to accept them.

## Pacific Coast Pilgrimage of the National Conference on State Parks

The National Conference on State Parks is fortunate to have received from the Division of Parks and Beaches of the California Department of Natural Resources, the Division of State Parks of the Oregon State Highway Commission, the California Conservation Council, the Save-the-Redwoods League, and from Region IV Headquarters of the National Park Service, a cordial invitation to come to the Pacific Coast for the Pilgrimage planned for 1942 and postponed because of the war. Now the Conference, after the omission of meetings for three years, again has the opportunity to make a conducted tour to see the Pacific Coast state parks and to discuss the problems which are developing from peacetime demands on state park authorities.

The Pilgrimage has been arranged from Sept. 22 to Oct. 1, at a time when the peak loads on state parks have been passed and when it is hoped that Conference members and state park officials can leave home. The attached Tentative Schedule will suggest the interesting parks to be visited.

For those who drive to the Pacific Coast information will be furnished concerning state and national parks they may visit en route. A limited number of cars will be available for the pilgrimage in California and Oregon to provide for those who travel to California by train or plane.

So far as we know no trip like this has heretofore been arranged and it is not likely that another will be planned for some years. This is the time to take advantage of this unprecedented opportunity.

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### **Tentative Schedule—1946 State Park Pilgrimage**

Sept. 22 Sun.	Register at Los Angeles, Mayfair Hotel	
Sept. 23 Mon.	Leave Los Angeles  Arrive Santa Barbara 1.00 P.M.	Will Rogers, Santa Monica Beach, Carpinteria Beach Luncheon, tour of city, Dinner, evening session
Sept. 24 Tues.	Leave Santa Barbara Morro Bay State Park Arrive Monterey  Sea Cliff State Park, Beach Luncheon Arrive San Francisco	La Purisima Mission Box lunch Evening Performance at First Theater Lobos San Juan Bautista, Big Basin
Sept. 26 Thurs.	All day in San Francisco	
Sept. 27 Fri.	Leave San Francisco Arrive Calif. Redwoods Tamalpais State Park	Evening Session
Sept. 28 Sat.	  Arrive Eureka	Whittemore, Alexander, Franklin K. Lane, Richard- son, Stephens Williams and Bull Creek Groves Dinner and evening session
Sept. 29 Sun.	Eureka to Gold Beach  Cross Oregon Line	Patrick's Point, Lagoon Beach, Prairie Creek, Del Norte, Mill Creek Red- woods Azalea, Harris Beach, Cape Sebastian, Buena Vista, boat trip up Rogue River.
Sept. 30 Mon.	Gold Beach to Newport	Humbug Mt., Port Orford Cedar State Park, Cape Arago, Simpson, Umpqua, Tideways, Honeyman, Seal Rocks, Yaquina.
Oct. 1 Tues.	Newport to Seaside	Devil's Punch Bowl, Otter Crest, Rocky Creek, DePoe Bay, Boiler Bay, Cape Lookout, Short Sand, Ecola.

# Supreme Court Decision Assures Addition To Great Smoky Mountains National Park

By HOWARD K. MENHINICK, Director, Department of Regional Studies  
Tennessee Valley Authority

The Supreme Court of the United States on March 25, 1946, rendered a decision<sup>1</sup> upholding the right of the Tennessee Valley Authority to acquire through condemnation six tracts of land in its Fontana reservoir area. This decision will be of particular interest to readers of *PLANNING AND CIVIC COMMENT* because it assures the addition of approximately 44,000 acres of land to the Great Smoky Mountains National Park, substantially completing the rounding out of the Park to the original Cammerer boundary. The situation from which this case developed provides an interesting illustration of the manner in which the necessity of solving a problem can be made the occasion for a substantial contribution to the development of a region at no additional cost.

The problem was the relocation of State Highway 288 which extended along the north bank of the Little Tennessee and Tuckasegee Rivers from Bryson City, North Carolina, to Deals Gap, North Carolina, a distance of about 50 miles. This was a narrow, winding, hazardous road with steep grades and sharp curves, useful only for providing access to 216 families. The road was built in the early 1920's and was financed by road district and county bond issues which, with accumulated interest, amounted in 1940 to about \$700,000.

The road, but not the bond issues, was taken over by the State of North Carolina for the purpose of providing maintenance. Substantial portions of this highway were to be flooded by the construction of TVA's Fontana Dam and reservoir. TVA was, therefore, obligated to replace this highway with an equally good road or to make some other satisfactory readjustment. To replace the road, it would be necessary to move it higher up on the mountain side. TVA engineers estimated that the rebuilding of this road to only its present low standards would cost approximately \$1,400,000, a solution which appeared to involve a substantial waste of public funds.

Between Fontana reservoir and the present boundary of the Great Smoky Mountains National Park lay approximately 44,000 acres of forested, mountainous land with a few coves containing 216 families. This land had been included within the originally authorized purchase boundary of the Great Smoky Mountains National Park but the land was not acquired because of lack of funds to pay the high prices at which the land was held. The high prices were asked because of the area's fine hunting and fishing attractions and its speculative copper mining possibilities. The boundary authorization has remained in effect.

After extended and sometimes discouraging negotiations, an arrangement was worked out between

<sup>1</sup> U. S. Law Week, March 26, 1946, p. 4276.

the Tennessee Valley Authority, the United States Department of the Interior, the State of North Carolina, and Swain County, North Carolina, and incorporated into a contract.

Under this contract, the Tennessee Valley Authority agreed to acquire the entire 44,000 acres and to transfer custody of this land to the United States Department of the Interior for inclusion in the Great Smoky Mountains National Park. (Approximately 1900 acres of a copper mining company property lying within this area could not be included in the purchase because of the very high values placed on these mineral holdings. However, the company was reimbursed for loss of access to its mining properties which can now be reached only by water. The mine is not now being operated. At some later date it may be possible for the National Park Service to secure this remaining block of land.) In addition, TVA agreed to pay in trust for Swain County \$400,000 to be used in the retirement of the principal of the road bonds issued to finance the construction of the present State Highway 288.

The United States Department of the Interior agreed to accept the 44,000 acres of land and include it within the authorized boundaries of the Great Smoky Mountains National Park. Further, it confirmed the fact that its Master Plan for the extended National Park includes an "around the park" road of which the park section of a projected road between Deals Gap and Bryson City forms an important link. As soon as funds are made available by

Congress, the Department of the Interior has agreed to construct the park section of this route as a high-grade park road. On the west, the park road will connect not only with a state highway at Deals Gap but also with a state highway crossing TVA's Fontana Dam and providing access to TVA's Fontana construction village which will be operated as a recreation resort by Government Services, Incorporated. This is a non-profit private corporation which for many years has operated restaurants in government buildings in Washington and recreation facilities in Washington parks.

In its turn, the State of North Carolina agreed to contribute \$100,000 to help finance the acquisition of the park land, to build a high-grade state highway connecting the park road at the eastern boundary of the Park with Bryson City, and to take over, as a state highway, the TVA-built road crossing Fontana Dam and extending to Fontana Village and Deals Gap, and, finally and most importantly, to release TVA from all obligations resulting from the flooding of State Highway 288. Swain County, North Carolina, likewise released TVA from any obligations resulting from the flooding of the highway.

In upholding TVA's authority to acquire the land in question, the United States Supreme Court made this significant statement:

"And we find not only that Congress authorized the Authority's action, but also that the TVA has proceeded in complete accord with the Congressional policy embodied in the Act. That Act does far more than authorize the TVA to build



isolated dams. The broad responsibilities placed on the Authority relate to navigability, flood control, reforestation, marginal lands, and agricultural and industrial development of the whole Tennessee Valley. The TVA was empowered to make contracts, purchase and sell property deemed necessary or convenient in the transaction of its business, and to build dams, reservoirs, transmission lines, power houses, and other structures. It was particularly admonished to cooperate with other governmental agencies—Federal, state, and local—specifically in relation to the problem of ‘readjustment of the population displaced by the construction of dams, the acquisition of reservoir areas, the protection of watersheds, the acquisitions of rights-of-way, and other necessary acquisitions of land,

in order to effectuate the purposes of the Act.’ All of the Authority’s actions in these respects were to be directed towards ‘development of the natural resources of the Tennessee River drainage basin and of such adjoining territory as may be related to or materially affected by the development consequent to this Act . . . all for the general purpose of fostering an orderly and proper physical, economic and social development of said areas.’ To discharge its responsibilities the TVA was granted ‘such powers as may be necessary or appropriate’ for their exercise.”

The total cost of this readjustment to TVA was somewhat less than the cost of rebuilding Highway 288, and the gains to the people of the region and the Nation are substantial.

## “Service of Federal Government Bureaus to State Government Bureaus and to Others Concerned With Recreation”

*A Statement Made at the National Recreation Congress  
at Atlantic City, January 30, 1946*

By WILLIAM M. HAY, Director, Tennessee Division of State Parks

It seems that the recreational resources at the national level might be compared to a reservoir located in one of the country’s most extensive forests. Here is a reservoir filled with great potentialities which, so far, is unpolluted and safe from the usual sources of contamination.

It is quite evident to us all that the various established Federal agencies concerned with recreation have been doing a number of important and valuable things. It is equally

evident that these agencies are equipped to do a much more comprehensive job if and when sufficient funds are available and our Congress as the voice of our people, so directs.

There is one of these agencies that is especially equipped to provide any service that is necessary through proper public demand, either at the State level or at the community level through state channels. This is the National Park Service. The Park Service, as we all know, has

been in existence for a great number of years, has established a fine reputation and has vested in it necessary authority to carry on a cooperative program with the States and smaller divisions of our governments through Public Law 770½, 74th Congress (H.R. 10104) approved June 23, 1936. This agency also has existing administrative structure and organizational framework to carry on any desired program.

Before the war it was carrying on a very comprehensive program, the first ever initiated in working with all States and with a few counties and communities. At the beginning of the war, Congress saw fit to curtail these activities as it did many other important peacetime activities such as highways, conservation, reclamation, to mention only a few.

Before the war it had the most comprehensive recreational organization that has ever existed at the Federal level. The Service had recruited and secured for its staff the Nation's best specialists in sufficient numbers and variety to provide any service that it might be called on to do which did not invade the area of operation of some other Federal agency. This was the greatest and most important step ever undertaken by any Federal agency and it extended from 1933 until the outbreak of the war. In carrying out this program the Service met every reasonable demand that was made upon it and within the limitations of its authority and funds. It endeavored not to invade the field of non-governmental organizations. It respected community and State and their responsibilities.

It is quite evident that the National Recreation Association offers service which makes a new separate Federal bureau of recreation unnecessary. Everyone who knows anything at all about recreation realizes that the Association has had forty years of genuine experience and has rendered forty years of valuable assistance to the Nation. It has passed through the first necessary difficult years of pioneering and now is reaping the many valuable fruits that only years of real, honest, down-to-earth practical experience can bring. The Association has unstintingly and wholeheartedly helped our recreational agencies at all levels of government. It has been the research agency, the information agency, the technical agency and through the Congress it has brought all of us together through the years for a liberal exchange of ideas unbiased by the needs of any ex-grinding bureaucratic agency as only a non-public agency can do.

We in Tennessee were opposed to the plans to perpetuate the war recreation services through the bill known as H. R. 5. We in the entire Southeast were opposed to H. R. 5, and we want this Congress to know we are still opposed to any similar movement. H. R. 5 is dead.

There is no doubt that the existing reservoir of recreational resources has unlimited potentialities and all we need to do to secure their fullest realization is to utilize the services available. As soon as proper demand is made, our Congress can easily appropriate the necessary funds to revive pre-war activities and to expand them to meet present and future needs.

## Commentaries

Messrs. Parsons, Brinckerhoff, Hogan & Macdonald, Engineers, of New York, have issued an impressive, illustrated Report on the *Dallas-Fort Worth Expressway*. They recommend a modern limited access highway on a new right-of-way. The estimated cost is \$61,000,000. In Fort Worth, it is stated, a route proposed by the City Department of Public Works coincides with the recommended route, with minor exceptions, which could easily be coordinated with plans for major street improvements. The Dallas City Planning Commission has recommended a route which the Report describes as "too circuitous" and with less "good distribution" and "direct access to the Central Business District." This raises a point which is becoming the subject of controversy in many cities of the United States. Those concerned primarily with transportation desire to cut through the central city at any cost. Those primarily concerned with land uses and living conditions are in favor of modifying transportation routes to fit into well-considered city plans. It will be interesting to see the ultimate outcome in Dallas.



Ladislav Segoe, of Cincinnati, has prepared a comprehensive city plan for the city of Greenville, Ohio, which had in April, 1940, a population of 7,745. He recommends as the principal instruments, a Zoning Ordinance, Subdivision Control and a Building Code. The Plan includes certain highway changes, a municipal parking lot, additional public schools and playgrounds, extensive park development, a civic center. The Report is especially noteworthy in that it is prepared for a comparatively small city which has the character of a town. If more cities under 10,000 in population would adopt comprehensive plans, they would benefit themselves whether they remained small or grew into larger places.

John M. Picton, Chief Planning Engineer, of Kansas City, Mo., has sent us an interesting *Preliminary Report on Transportation*. The Report makes use of modern techniques and makes tentative recommendations affecting automobile traffic, trucking routes and transit facilities. He remarks in the Foreword: "Because vehicles at rest as well as those in motion present problems, the importance of truck and transit loading zones and car parking facilities must be recognized. And because the ultimate destinations of passengers are reached usually on foot, consideration must be given to pedestrian movement, particularly in the central shopping district." Recommendations include express highways, bridge approaches, grade separations, together with live stock and trucking routes. In addition to modernized equipment and universal transfers, changes in routings and types of service are recommended. The Report deals with the development of the downtown district, with offstreet parking for passenger cars, a transit loop for the downtown district and interregional routes through the city. A proposed thoroughfare plan has been developed.



From Kansas City, also, comes a mimeographed Statement by John M. Picton, Chief Planning Engineer of the City Plan Commission, on *Application of Origin and Destination Traffic Data in Planning Highway Facilities for Greater Kansas City*. Mr. Picton points out that major traffic desire patterns are essential in selecting the best possible locations for interstate express highways to be financed by Federal and state funds. He warns that unless drastic revisions are made to modernize transit service, the large majority of present transit passengers now living at some distance from the central business district will be encouraged, in the postwar period, to use their own private means of transportation. Mr. Picton believes

that the origin-and-destination-survey data should be carefully studied in relation to other physical, social, cultural and economic conditions which may affect transit and highway facilities and their integration with the entire urban pattern. He thinks that residential neighborhood development and preservation must be encouraged, free from intrusion of through traffic but adequately served by traffic and transit facilities on the edge of the neighborhood and with school, recreational and other community facilities provided centrally within the neighborhood. He also maintains that the future land-use plan with its indication of appropriate public, industrial, commercial and residential uses will serve as a guide in the long range programming of transit and highway improvements.



*The City Plan Commission of the City of Waterbury, Conn.*, Thomas F. Moore, Chairman, and L. T. Scott-Smith, Engineer of Planning, has presented an illustrated Report on an 11 x 14 inch page of coated paper, called *Six Year Plan of Public Improvements*. Plans include, extension of sewer system, streets, bridges and sidewalks, municipal airport, school and other public buildings, with miscellaneous projects covering parks and recreation, public health buildings, incinerator plant, water distribution system, automobile parking facilities, street and water departmental buildings. The estimated cost over six years is \$13,043,000.



*The Downtown Business Men's Association of Los Angeles* uses an even larger page—12 x 22 inches—for its *Report on Downtown Los Angeles Parking Study*. The Report points out that no permanent solution of the parking problem except one which will involve the setting aside exclusively and permanently for parking sufficient land properly located which will provide outdoor or indoor parking for approximately 45,000 cars within the downtown Los Angeles area. Such a program would

involve the acquisition by some public, quasi-public or private agency of some 6,750,000 square feet of land. For immediate action, the committee recommends the formation of a corporation, to be controlled by the executive committee of the Association, which will have authority to rent, lease or otherwise acquire parking lots or garages and to operate them for the benefit of the District. A final recommendation is that the City and County Planning Commission be requested to join the Committee in studies looking toward a permanent solution and that the City Attorney be requested to assign a member of his staff to advise and assist the legal committee of the Association.



*Frank F. Stearns, Executive Secretary of The City Planning Board*, sends us a *Report on Miami Today and Tomorrow*. Listed in approximate order of the Public preferential rating of importance according to majority votes of a widely publicized newspaper poll sponsored by the City Planning Board in 1943 are: sewage disposal plant and sewer connections, new railroad terminal and related improvements, Pan American Center and International Exposition, slum clearance and redevelopment, hospital improvements, water works supply source, bridges and tunnels, incinerator improvement, parks and playgrounds, library, fire and police stations, city administration building, auditorium, stadium, street improvements, airports, harbor and river improvements, zoning revision, application of subdivision policies, city limits extension, overhanging signs, with statement that all nonconforming signs, including billboards in restricted zones are to be removed by January, 1946.



*Charles B. Bennett, Director, Department of City Planning of Los Angeles*, has sent us the Report of 1945 on *Plan for Shoreline Development*, covering the Santa Monica Bay Shoreline, based on the widening of the beach, removal of the piers and breakwaters, public owner-

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ship of all lands seaward of existing seaside streets. New parkway approaches will be provided, a scenic drive will traverse the entire shoreline, giving direct access to parking areas, bath-houses, recreation centers and all points of interest. Parking areas of considerable size will be provided, mass transportation by rail and bus will serve the requirements of the public, and pedestrian access from local streets and from parking areas will be provided by ample grade separation structures so that no one may cross through surface traffic. It is stated that the nearness of this part of the shoreline to the largest concentrations of population in Metropolitan Los Angeles justifies these proposed developments for maximum use by the general public.



Robert Moses, at the end of 1945, made to the Mayor of The City of New York a Report on "12 Years of Park Progress." In graphic tables he presents advances in acquisition of park and playground areas and decrease in juvenile arrests and accidents. Facilities for bathing have been greatly augmented but drownings have been reduced to a minimum. The golfers and the tennis players grow in numbers. Park concessions have become a \$3,000,000 business. Parkways and expressways have greatly facilitated pleasure and business travel. But it is in the postwar Construction Program that imagination has been given free reign. The original City program has been expanded to cover 2,339 projects with an estimated cost of \$967,000,000. In addition \$283,000,000 will be expended by state and Federal governments. The program breaks down into \$100,000,000 for schools and colleges, \$93,000,000 for hospitals, \$87,000,000 for airports and waterfront improvements, \$103,000,000 for parks, parkways, museums and institutions, \$96,000,000 for sewage disposal plants, \$110,000,000 for extension of the transportation system and new subway cars and buses, \$85,000,000 for expansion of water supply, \$195,000,000 for highways and sewers under the jurisdiction of borough presidents, \$212,000,000 for

public housing, over \$100,000,000 for semi-public housing, \$40,000,000 for the Brooklyn Battery Tunnel, and \$96,000,000 of state and Federal funds for parkways and expressways. Planning was well advanced, contract drawings and specifications were completed for 29 percent of the work at the end of 1945. All in all a most impressive report.



*The Agricultural and Industrial Development Board of Georgia* during 1945 issued a series of Reports on *Public Improvements*, each volume covering a group of counties, including the towns in the area. The listed improvements are accompanied by financial statements and predictions of ability to pay. They form an excellent working library for the town and county governments to consider their financial responsibility together with what state and Federal Aid may be expected. *The State Engineering Experiment Station at Georgia School of Technology* also prepared for the *Agricultural and Industrial Development Board* a working list of the manufacturers of Georgia, together with the number of employees.



*The California State Reconstruction and Reemployment Commission* has issued a Report and Recommendations for 1945. California's population is at an all-time high of around nine million. Civilian employment since the war has decreased about as expected; manufacturing has dropped fifty percent; the number of Federal employees has decreased but more conservatively. The Commission has issued a series of factual reports and in its Annual Report makes certain recommendations: The Commission urges the appropriate Federal agencies to complete the basic topographic mapping program; it urges the counties, and the Division of Highways to furnish maps which will aid in acquiring shoreline property abutting state highways; it points out the desirability of acquiring for park and other public purposes properties which the Federal Government may declare surplus; it

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recommends that the Governor include in the call for the next special session of the Legislature the consideration of appropriation for the development of a State Master Loop Riding and Hiking Trails System; it recommends that the Commission take definite steps to assist communities interested in taking advantage of the provisions of the Community Redevelopment Act; that studies and programs be formed on ports and harbors, aviation, beaches and parks, housing for farmers, agricultural prices, farm labor supply, tuna fishing, hospitals, and various other social and educational projects.

In January of 1946, the Commission issued a little pamphlet called *Blighted*. Attention is called to the fact that in 22 cities of from 50,000 to 4,000,000 people, an average of 45 percent of total city area is vacant and it costs money to extend streets, water, sewer lines, gas and electricity to newer sections. And then in popular language the provisions of the Community Redevelopment Act of 1945 are described.

In January of 1946, the Commission also issued a Report on *California Planning* based on the Annual Reports of City and County Planning Commissions. An excellent Roster of City and County Planning Commissions is included.

*The Tri-county Regional Planning Commission* in cooperation with the *Colorado State Planning Commission* has issued a most useful edition of the Uniform Building Code of Colorado, including electrical and plumbing requirements, which is available for adoption by any zoned, unincorporated area or municipality in the State.

*Felix A. Grisette, Managing Director, of the State Planning Board of North Carolina* has issued a mimeographed Report as of March 31, 1946. He states that the Board has stressed the importance of local planning boards and so far as possible assists local communities to establish such boards and provides a clearing house of information for their

benefit. The Board has made a survey of public works needed by state departments and institutions and local units of government. The FWA has made available about \$700,000 with which to finance the cost of preparing plans for needed public works. The total estimated cost of the final completion of these projects is \$19,000,000. The Board has made studies which it is hoped will lead to larger per capita incomes now about 60 percent of the national average. The Board has conducted research in taxes. It has acted as a coordinating agency through the use of interagency committees, and is a source for general information.

*The Washington State Planning Council*, under the chairmanship of Ben H. Kizer, with P. Hetheron as executive officer, has presented a Report entitled *Ten Years of Progress, 1934-1944*, with what seems to many readers a sad subtitle—*Sixth and Final Report of the Washington State Planning Council*. In the introduction it is set forth that the concept of planning followed by the council was to approach each study without prejudice and to base findings and recommendations on objective research. The council's purpose was to call upon any or all government agencies and interested citizens to investigate the problems presented and, working together for the common good, develop the solutions. The council states that it is convinced that its approach has been correct. The accomplishments of the Council are set forth under twelve headings: land, water, minerals, population, transportation, industry, trade and commerce, post-victory employment, community planning, public works, recreation and public services in education and welfare.

*The American City Magazine* has issued a most useful and attractive pamphlet with a 9 × 12 page on *Commemoration through Community Services*. With the legend: *The Unfinished Task of Democracy is to Build the Community at Home and in the World*, the theme is

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developed that America may build a living memorial to those she would honor and carry forward their work for peace among all peoples. Under the title—*Bricks for the New Community*—suggestions are made for recreation, education, arts and crafts, community health and many other activities. Community centers and forums offer many opportunities. Finally, the fine illustrations and brief text, lead to the proposed organization of a Citizens' Council and War Memorial Committee. The brochure is edited by Anne Holliday Webb and eminent community leaders have contributed to the discussions, such as Howard Braucher, President of National Recreation Association; Daniel Danzig, Program Director, United Service Organizations; Edward T. Hall, Director Universal School of Handicrafts; Mark A. McCloskey, Director, Community War Services, Federal Security Agency; Paul H. Sheats, Educational Director, The Town Hall, New York; George D. Butler of the National Recreation Association.



*The Nancy Hanks Lincoln Memorial* has been issued by the Indiana Lincoln Union and the Indiana Department of

Conservation to cover the period of 1940-44, completing the record of activities. The work of the Union, which was established in 1926, has been devoted to enlisting the interest of the citizens of Indiana in properly preserving the grave of Nancy Hanks Lincoln and to erecting a suitable memorial to both Lincoln and his Mother.

In a foreword to the book, J. I. Holcomb, President of the Union, says that the artistry which has gone into the countless details of planning and execution in order to recreate in stone and wood the very atmosphere of the day when Lincoln as a boy walked the hills beside his Mother, is largely due to the meticulous, painstaking study and effort of the architect, Richard E. Bishop.

The entrance at Gentryville and a partial relocation of that road are still to be completed. There remains also the building of the Lincoln Memorial Way over the route the Lincolns took in coming to Indiana from Kentucky in 1816 and in going to Vincennes and across the Wabash to Illinois in 1830. This road will be a big factor in linking together Hodgenville, Kentucky, Lincoln's birthplace, Lincoln City, where he lived for fourteen years, and Springfield, where he is buried.

## From Generation unto Generation

*Continued from page 10*

by encroachments from the North and from the Southwest. He had become a great believer in National Parks—organized trips into them, wrote articles about their protection, and contributed to civic funds to carry on national-park work. His service on the Southern Appalachian Park Commission was a direct outgrowth of his activities in defense of western parks. To the leadership of Mr. Gregg and his fellow-members of the Commission we owe the selection of the Great Smoky Mountains and Shenandoah National Parks. And to the inde-

fatigable labor of Arno B. Cammerer and the generosity of John D. Rockefeller, Jr., as well as to the public-spirited citizens of North Carolina and Tennessee, we owe the realization of the Commission recommendations and the existence of these two fine parks. Fortunately, Mr. Gregg leaves sons to carry on his manufacturing business and his civic endeavors.

We shall miss these enlightened leaders of the last generation; but we are grateful for the heritage of civic leadership which has fallen on the shoulders of the next generation.

# IN MEMORIAM

GEORGE BANNERMAN DEALEY

1859-1946

In years gone by, when I thought it was lifting the esteem of American communities for themselves through sound planning, and because the first thing I had to do, not infrequently, was to go after hideous billboards, my trips were all in a "Crusade Against Ugliness." It was on such a trip as this, in February of 1910, that I visited Dallas for the second time. (My previous visit had been as an associate of a body of nurserymen, and it had made me keenly conscious of the vast need for civic betterment in and about Dallas.)

On this first civic visit in 1910 I came promptly in contact with the great newspaper man whose field was much wider than his State, great in territory and influence as it is. George B. Dealey was deeply interested in what I was crusading about, because he was already leading in the same work. He brought me into contact with a most vigorous and entertaining reporter, Tom Finty by name, who went with me all about Dallas so that what I was to say to the people who would gather would actually fit the situation. My memory is that Mr. Dealey engaged the then newly changed city government in the simplified form in discussions with me, independent of the address I came to make, and I thus had first-hand knowledge of what a great crusader this tremendous editor was, and how good-naturedly but determinedly he went about it.

It was possible in and after the formal address to make suggestions as to who might help Dallas in her upward, forward course. It seemed to me that Dallas needed George E. Kessler, who had already made over St. Louis and was vigorously effective in the same work for Cincinnati. He "came, he saw, and he conquered," for the great plans he made, supported by Mr. Dealey and everyone with whom he had contact, were used. Dallas was remade.

Having no quality as an entertainer, my "Crusade" contacts left me with a deep and abiding interest in that particular community, which I felt it important to follow up. So I did with Dallas, not only through Mr. Dealey's large work with his newspaper, but by continual correspondence. He was devoted to getting the best through Mr. Kessler for the great city that Dallas rapidly became, under the stimulating leadership thus underwritten.

About this time I acquired another interest beside community ugliness. I found that there could be beauty made for a city, but it had to have an object. That object was provided through contacts which began in Hartford, Connecticut, where there came into existence an extraordinary rose garden as part of the city's park system. My crusades, therefore, were much sweetened and brightened by the roses I told about and suggested for use as part of any city's development.

Texas began to be very prominent



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in rose news because East Texas grew vast quantities of roses. I found them at and about Tyler, and here again the Dealey contacts brought results that were worth while. Always the same comprehensive smile was ready for me when I got into Mr. Dealey's office. I was sure to hear quite promptly of the way the things in which I was interested were doing in Texas, because the whole of that great State was directly his province and he knew it as not many editors know the States in which they work. That he combined an interest in Houston with his efficiency in Dallas only added to the pleasing situation that developed.

I remember very well the occasion when I visited him shortly after he had received an honorary LL.D. degree, as conferred by several colleges. Inasmuch as I had been similarly honored as a Doctor of Humane Letters, I could greatly enjoy addressing "Dr." Dealey.

That he promptly got into the American Civic Association of which I was then President; that we were both enthusiastic Masons as well as printers, and that I believed in the sort of treatment of my associates which he had won after a bitter legal battle in Texas, kept us on a high scale of friendly and confidential intercourse.

He came to Washington at my request, to attend a meeting of the American Civic Association and was there as effective as he always was in conference. This only strengthened the feeling that he had made the *Dallas Daily News* much more than a newspaper; it was an institu-

tion devoted to public welfare and reaching far beyond the great State of Texas. In the time during which I maintained this intercourse, tremendous things had happened in Texas, not only as to civic betterment but as to roses and as to a broad view of its relation to the United States as a whole, which anyone who really wants to know why he did certain things needs to acquire. I got to know how he did it, because very early in our intercourse he had, in my hearing, told the reporter in whose charge I was put that first day, Tom Finty, that there was to be one civic advance article on the *Dallas News* every day. That is, when Mr. Dealey believed in a thing, he believed in it all the way, and he proceeded to put his resources completely and entirely to work in supporting what he did believe in.

As I think over the many visits I had with this great man and draw into the picture the correspondence and the occurrences, I feel deeply regretful that I did not somehow or other manage to get more than twenty-four hours in some of those days, because it was not only "good fun" to be with Mr. Dealey, but I was at that time always in the presence of active power for the good of mankind. He had a quality of working that was new to me, and from knowledge of which I greatly profited. He didn't do things in a hurry. His associates did them for him, because they liked his way of making known the job he had set for them.

After George Kessler's solution of some of the hard problems that reached him about Dallas I had a

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very pleasant visit with Mr. Dealey when he showed me what had happened, not boastingly, but in deep satisfaction that it had happened.

Perhaps it is a daring thing to write, but it is the truth as I feel it. Mr. Dealey, working right up to the last hour, has just gone on, and I cannot think of him in a future state of existence which he was not helping, not only by his cheery presence, but by his constructive genius. The

Heaven of harp-playing and streets gummy with milk and honey has never appealed to me, but in that Heaven this grand man, who did so much for the whole Nation while he was doing even more for Texas, is carrying on just the same sort of an existence, under commission from the blessed Master whom he adequately and continually served without cant or useless ceremony.

—J. Horace McFarland, Harrisburg, Pa.

### **WILLIAM C. GREGG**

**1862-1946**

On January 22, 1946, William C. Gregg passed away at his home in Hackensack, New Jersey. He was in his 85th year. For nearly 30 years he had been an active member of the American Planning and Civic Association and had supported financially both its general activities and its special projects. He was primarily interested in conservation of natural resources, especially national and state parks.

The son of pioneer parents, he was born in Nebraska on a newly settled farm. As a young man he began business in Minnesota and was very successful. Later he removed to New Jersey, where he engaged in railway car building and other heavy industry with a branch plant in Brussels, Belgium. In 1919, Mr. Gregg with members of his family, made a long trail trip through Yellowstone National Park, penetrating some of its most remote and wildest regions. He became deeply interested in the park's history and problems. In the following winter, when deep snows

crowded close on a year of unprecedented drouth and wild animals, particularly elk, fled to the lower valleys and it was necessary to feed them there, Mr. Gregg generously came to the rescue of the Park Service when its funds for hay purchase were exhausted.

It was this same winter of 1919-20 that the series of insistent demands for reservoir construction in Yellowstone were made on Congress. There were both Montana and Idaho projects which contemplated a dam at the outlet of Yellowstone Lake, that great expanse of water in the upper Park that has been one of its most beautiful features. Another project promoted skilfully and with great force was one that, if successful, would have destroyed the great forests and meadows of the Bechler River basin in the wilderness of southwest Yellowstone Park.

Mr. Gregg returned to the Park in 1920, employed a pack train and thoroughly explored the Bechler River country, making the first photographs of many of its out-

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standing scenic features and compiling authentic data which were of immense value in combating successfully the dangerous program of exploitation of the Idaho irrigation interests. Mr. Gregg's article on the "Cascade Corner" of Yellowstone was published in the *Saturday Evening Post* with many of his photographs and was very effective in warning the Nation of the impending fate of one of its most impressive Parks.

He acquired a controlling interest in the magazine, *Outlook*, which had long supported conservation measures, and for which President Theodore Roosevelt had often contributed articles and editorials both as an editor and as a free lance writer.

In the columns of *Outlook* Mr. Gregg vigorously continued his campaign to protect Yellowstone and other parks from commercial ex-

ploitation in the feverish 20's when irrigation and power projects were being pressed in many parts of the West. The National Park Service, still a youthful bureau and needing strong outside support was most fortunate in having the fighting Gregg, with his resources available, all the time. As the Service was recognized with more liberal appropriations, Mr. Gregg confined his activities to the support of its policies through his writings and activities of our Association which he continued to aid until his death.

He was a conservationist with courage and power and coming into the field of national park protection at a critical time he achieved results that brought him the admiration, affection and respect which brightened his old age when long continued illness confined him closely to his home. —Horace M. Albright, New York, N. Y.

## Watch Service Report

### *National Parks*

H. R. 4703 (Sheppard) introduced November 15, 1945. To reduce and revise the boundaries of the Joshua Tree National Monument in the State of California. Directs revision in boundaries and authorizes the President to revise the boundaries further if necessary. Also authorizes the Secretary of the Interior to acquire by purchase or otherwise all lands and interests not in Federal ownership within the exterior boundaries of the Monument.

H. R. 5125 (Bloom) introduced January 14, 1946. To establish the Castle Clinton National Monument in the city of New York. Authorizes the Secretary of the Interior to accept title to the site, comprising approximately one acre and situated in Battery Park, New York, the historic structure known as Castle Clinton.

H. R. 5732 (Chiperfield) introduced March 11, 1946. To authorize a National Mississippi River Parkway.

S. 1273-H. R. 3865 (Hatch-Peterson) introduced July 17, 1945 and July 20, 1945. Passed Senate February 21, 1946. To provide for the acquisition by exchange of non-Federal property within the Glacier National Park. Authorizes Secretary of the Interior to accept title to any non-Federal lands when the acquisition by exchange would be in the best interests of the United States.

H. R. 3533 (Hoch) introduced June 21, 1945. To authorize revisions in the boundary of Hopewell Village National Historic Site, Pa. Passed House April 15, 1946.

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## National Planning

S. J. Res. 104 introduced October 2, 1945 by Mr. Barkley. Approving the agreement between the United States and Canada relating to the Great Lakes-Saint Lawrence Basin with the exception of certain provisions thereof; expressing the sense of the Congress with respect to the negotiation of certain treaties; authorizing the investigation through the Department of State and with Canada of the feasibility of making the Great Lakes-Saint Lawrence seaway self-liquidating; and for other purposes. Hearings have been held before a subcommittee of the Committee on Foreign Relations.

S. 2070 introduced by Thomas of Utah on April 15, 1946. To authorize the Federal Security administrator to assist the States in the development of community recreation programs for the people of the United States. Opposed by state conservation agencies.

S. 1634-H. R. 4955 (McCarran-King) introduced November 29, 1945 and December 11, 1945. To establish a National natural resources policy; to create a Natural Resources Council; to provide for a National Resources Inventory. (Supersedes S. 923-H. R. 2852.)

## Federal City

S. 1942 (McCarran) introduced March 14, 1946. To incorporate the Federal City Charter Commission. The object of the Commission shall be to prepare a suitable city charter for the city of Washington and to assist in the submission of such charter by referendum to the citizens of the District of Columbia, for their approval or rejection.

Public Law 208. An Act to establish a boundary line between the District of Columbia and the Commonwealth of Virginia. Approved by the President of the United States, October 31, 1945.

S. 1462 (McCarran) introduced September 24 and reintroduced October 19, 1945. To provide for the replanning and rebuilding of slum, blighted and other areas in the District of Columbia. Passed Senate October 18, 1945. Hearings have been held before a House District Subcommittee headed by Rep. Dan R. McGehee of Mississippi who submitted amendments which in the opinion of the proponents of the bill would make it unworkable. The action of the whole Committee has not been decided as this issue goes to press.

## Housing

S. 1962 (Murray) introduced March 19, 1946. To provide public facilities essential for housing. Authorizes the Federal Works Administrator to make grants to States, political subdivisions thereof and other public bodies for the construction or rehabilitation of water facilities, sewer facilities, streets, curbs, and sidewalks for building sites necessary to produce sufficient homes within the financial means of veterans.

H. R. 4761 (Patman) introduced November 20, 1945. To amend the National Housing Act by adding thereto a new title relating to the prevention of speculation and excessive profits in the sale of housing, and to insure the availability of real estate for housing purposes at fair and reasonable prices. This is the administration emergency housing bill which has passed both House and Senate in emasculated form. The House disagreed to the Senate amendments and conferees were appointed. The Senate placed in its bill \$600,000,000 to be used as premium payments to stimulate the production of building materials. This sum was reduced to \$400,000,000 in the House. The feature establishing a ceiling price on old houses was eliminated, but there is provided a government-guaranteed market for prefabricated houses and new type construction materials. President Truman signed the measure on May 22.

## Pollution

H. R. 6024 (Mansfield) introduced April 5, 1946. Relating to the prevention of and control of water pollution. Referred to Committee on Rivers and Harbors. This bill meets the serious objections to the Spence Bill and has been endorsed by the Izaak Walton League because of the inclusion in the bill of the enforcement provision of the old Mundt bill. The new compromise bill provides for compacts between two or more States, surveys and investigations to be conducted by the Public Health Service, and sets up a water pollution advisory board in the Public Health Service headed by the Surgeon General.

## Book Reviews

THE ART OF BUILDING CITIES. By Camillo Sitte. Translated by Charles T. Stewart. Reinhold Publishing Corporation, 1945. Price \$5.50.

The translation of Camillo Sitte into modern English by Mr. Charles T. Stewart should be gratefully received by all students of architecture and site planning for whom the foreign language editions were inaccessible. Sitte's title might well have been "The Art of Designing Enclosures" for in only three of his thirteen chapters does he deal with some of the broader elements of the field of city planning as we think of it today.

The first seven chapters confine themselves largely to an analysis of Mediaeval and Renaissance public squares and plazas of Italy, Germany and Austria, their use, proportions and space relationships to the structures which enframe them and the streets which enter them. His analysis of the effectiveness of the cathedrals and monuments dominating these squares as a result of the inherent excellence of those space relationships is thoroughly convincing. For isolated monumental buildings placed in the center of their sites and surrounded by streets and trees, he has only contempt.

Using the picturesque qualities attained by the early public square as his torch, Sitte launches his attack upon what he terms "Modern Systems" of city building. In this chapter Sitte is at his best—one regrets there is not more. The rectangular, radial and triangular sys-

tems of "modern" street layout are given censure they deserve when carried out as mechanistic T square and drawing board products. The analysis of the "block" system as it relates to traffic movement is worth taking seriously today. Sitte says: "Intersections tend to slow traffic. Those who are accustomed to using vehicles know that it is often necessary to slow down to a walk in modern parts of cities while much greater speed is possible in the busy, narrow streets of the old quarters. That is because the old districts rarely contain street intersections, and, as a matter of fact, their street junctions are relatively infrequent." The traffic engineer will find this early analysis of traffic, collision points, and turning movements of considerable interest.

Sitte becomes confused, however, in his comments on the hexagonal system to which he attributes the greatest street frontage relative to area of the block, and which he states was used in the street plan of Chicago when he must have intended Detroit.

Sitte was a realist, however. He is vehement in his insistence that "we cannot go back through the centuries . . . and reproduce much of the picturesque quality that we associate with old cities. Modern life and modern building methods prevent a servile imitation of old city arrangement. We must never lose sight of that fact . . ." If, however, "we seek out the essential quality of this heritage and adapt it to

modern conditions, we shall be able to plant the seeds of a new vitality in seemingly barren soil."

Sitte's protests came at a time when the art of the "ancients" had given way to a yet unformed and unmanageable infant giant—the industrial revolution. We are still seeking answers to many of the problems this "infant" is still creating as these relate to the art of modern city building. Sitte helps to focus our attention on some of the fundamentals.

—Max S. Wehrly, Washington, D. C.

NEW CITIES FOR OLD, City Building in Terms of Space, Time and Money. By Louis Justement, Architect. The McGraw-Hill Book Co., New York. Price \$4.50.

Washington has long been accepted as one of the most fortunate cities and capitals in the world, having been located and planned *de novo* under auspicious circumstances and guidance. It is most welcome and significant that a leading architect of contemporary Washington has presented the public interested in urban problems with a book which is the quintessence of a long and faithful practice in architecture and housing in the Nation's Capital.

Mr. Justement has for many years not only designed buildings to be erected for his clients but he has given a large part of his time and thought to the exploration of urban decay and redevelopment, to the economic and social questions of housing, slum clearance, etc., particularly as found in his locale—Washington. As a true artist, who is always a humanitarian, he has striven to find the answer to sound community organization and operation as

well as the individual opportunity to have a comfortable home and to be able to pay for it. He has not left the related answers to their respective specialists in sociology, economy, finance, etc. He has studied all related questions as they arose in his practise in his community with the modesty and patience of a physician concerned with the art of healing and helping.

The results are most gratifying indeed and the fact that the author has not hesitated to give us the full and sincere inside of his pattern of thought developments on these vital problems adds only to his contribution, although we might want to take some with certain deductions and recommendations. For instance, Chart I, showing gross national production might connect the breaking point of the curve in 1929 with the high point in 1937 rather than 1943 to give a more realistic presentation of the loss of production, although a less dramatic one. It might be mentioned that the metropolitan region density map and the assessed valuation map, originally prepared in colors, suffer from monotone printing at small scale, but the general ideas are nevertheless well represented.

The author makes no undue allowance or concession to the reader who wants to be entertained with the fascinating and almost fashionable subject of urbanism. He has worked hard himself, and diligently, and he wants his fellow citizens to take some time and effort to study and think about what will happen to our cities and to each and every one of us with and without this serious business of planning.

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Part I of the book is devoted to a study of urban growth and decay as a basis for city planning within the limitations of a system of private enterprise. Part II covers a case study in planning, with the Plan of Washington, as the subject. Part III is a program for city building.

The book will be widely read and appreciated by professionals and will provoke undoubtedly some discussions, which it deserves. With the general public it will find favor for its interesting documentary presentation of Washington's developments, especially its illustrations.

New Cities for Old is a signal to be watched with interest in all American cities but particularly in the city which has furnished its basic material—the old city planned by L'Enfant and the new city of 1946—Washington.

—Eric Menke, Washington, D. C.

**CITIES OF LATIN AMERICA, Planning and Housing to the South**, by Francis Violich. Reinhold Publishing Co., New York. Price \$3.50.

"Cities of Latin America" takes its reader on a tour with a technical expert as to housing and planning. Mr. Francis Violich is one of those rare individuals who uses his professional competence, which happens to be architecture, to tell the story of a continent and its people of many nationalities with agreeable dispatch and convincing clarity. Indirectly it is one of the best books to prepare intelligent interest for our neighbors to the South.

The information to planners, architects and engineers is rich in quantity and quality. Amazing facts and figures are not only stated but explained sympathetically. The

book will serve as a valuable reference book, unimpaired by the fact that it was written during the war. On the whole, the author has justified splendidly the sponsorship of the Columbia Foundation of San Francisco and the Reinhold Publishing Company has presented to the public a book which deserves its wide acclaim.

Any student of a better and peaceful world through understanding and coöperation will be pleased and encouraged by taking this South American tour with Mr. Violich.

It might have added interest if airport design and institutional planning had been emphasized. Also some data on local ordinances, building codes and national legislation in reference to planning and building might not have been amiss, since Latin America is working with codified Roman law and some native Indian influence instead of our Anglo-Saxon common law.

The jacket design is intriguing and very suggestive of the content of the book. Last, not least, the price is well kept in the range for eager students.

**NEW ARCHITECTURE AND CITY PLANNING. A Symposium** by Paul Zucker, published by the Philosophical Library, New York. Price \$10.00.

Even during the war, public thoughts were focussed on new concepts and techniques in environmental planning and new approaches to architectural forms and design in arts and crafts. The post-war world became a fanciful picture varied only by individual wishful thinking.

Mr. Zucker of the New School of

Social Research in New York gathered an impressive galaxy of leading authorities to express individual thoughts and opinions on such subjects as Building Types, New Materials and New Construction Methods, Housing, City and Regional Planning, Problems of New Monumentality and Education.

The variety of the approach, taste and philosophy expressed is stimulating to many readers, especially those familiar with the field of planning and building who can make due allowance for widely divergent and distinct personalities. The average reader interested in the subjects but uninitiated will have a sense of complexity which will interfere with full enjoyment and which might discourage the less hardy ones from persistent study.

It may be questioned why the hospitals of the future are treated only shortly and without illustration while future reformatory and prison design is given wide scope. World Fairs and Ocean Liners seem to be disproportionately treated to prefabricated methods and to the Dy-

maxion House which might prove to be one of the outstanding developments along these lines, as the news of recent date seems to indicate.

Fifty-nine contributors are represented, about half of them architects and landscape architects. The rest are planners of various backgrounds including some editors of technical journals, executives and experts of related fields. The names are for the most part well known in the planning field, some of the contributors seem to be chosen for their familiarity with the subject, as seen by their editor.

"The Symposium" as this collection of articles is called, can furnish weekend reading and conversation for over a year, as these independent articles might be read best with time intervals in between.

The absence of a reference index is regrettable, but the book is probably intended more as a cross section of contemporary thoughts and a starting point for new ideas to be formed by thoughtful readers who are many and enthusiastic in these postwar days.

## Recent Publications

Compiled by Katherine McNamara, Librarian of the Departments of Landscape Architecture and Regional Planning, Harvard University

AMERICAN SOCIETY OF PLANNING OFFICIALS. Planning legislation, 1945. State planning and post-war planning, city planning, county planning, regional planning, etc. Chicago, The Society, Oct. 1945. 22 pages. Mimeographed. (Gen. 45.) Price \$1.00.

BALTIMORE, MD. COMMISSION ON CITY PLAN. Redevelopment of blighted areas in Baltimore: conditions of blight, some remedies and their relative costs. Baltimore, The Commission, July 1, 1945. 102 pages. Illus., maps, plans, tables, charts. Price \$2.50.

Henry V. Hubbard, Consultant.

BEMIS, GEORGE W. Intergovernmental coordination of public works program in the Los Angeles metropolitan area. Los Angeles, Haynes Foundation, 1945. 24 pages. Chart. (Pamphlet Series.) Price 10 cents.

BOSTON, MASS. CITY PLANNING BOARD. Rehabilitation in Boston, vol. III. A progress report on reconditioning. Boston, The Board, Jan. 1946. 81 pages. Lithographed. Illus., maps, plans, tables.

CARTER, E. J., and ERNO GOLDFINGER. The county of London plan, explained by E. J. Carter and Erno Goldfinger.



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- London, Penguin Books, 1945. 80 pages. Illus., maps, plans, diagrs., cross sections, charts. Price 3s. 6d.
- GROPIUS, WALTER. Rebuilding our communities. Chicago, Paul Theobald, 1945. 61 pages. Illus., plans, table, chart. (Institute of Design. Monograph [1].) Price \$1.75.
- Lecture in Chicago, Feb. 23, 1945, under joint auspices of Institute of Design, Chicago Association of Commerce, and Chicago Plan Commission.
- INSTITUTE FOR TRAINING IN MUNICIPAL ADMINISTRATION. Municipal recreation administration; second ed., 1945. Chicago, published for the Institute for Training in Municipal Administration by the International City Managers' Association, 1945. 516 pages. Lithoprinted. Illus., tables, charts. (Municipal Management Series.) Price \$7.50.
- JUSTEMENT, LOUIS. New cities for old: city building in terms of space, time, and money. New York, McGraw-Hill Book Co., Inc., 1946. 232 pages. Illus., maps, plans, diagrs., tables, charts. Price \$4.50.
- LASCH, ROBERT. Breaking the building blockade. Chicago, The University of Chicago Press, 1946. 316 pages. Tables, charts. Price \$3.00.
- MCCALLUM, IAN R. M., ed. Physical planning: the ground work of a new technique. London, The Architectural Press, 1945. 296 pages. Illus., maps, plans, diagrs., tables, charts. Price 21s.
- NEW YORK, N. Y. DEPT. OF PARKS. 12 years of park progress. New York, The Dept., 1945. 63 pages. Illus., maps, plans, charts.
- NEW YORK (STATE). COMMISSIONER OF HOUSING. Report of the Commissioner of Housing to the Governor and the Legislature of the state of New York. [Albany], The Commissioner, 1945. 62 pages. Illus., tables. (Legislative Document, 1945, no. 62.)
- PUBLIC ADMINISTRATION CLEARING HOUSE. Educational preparation for public administration. A list of colleges and universities offering programs of training. Chicago, The House, Jan. 1946. 13 p a g e s . Mimeographed. Tables.
- RANKIN, REBECCA B. New York advancing; victory ed. Seven more years of progressive administration in the city of New York, 1939-1945, F. H. La Guardia, mayor. New York, Municipal Reference Library, 1945. 393 pages. Illus., maps, tables, charts. Price \$1.00.
- SITTE, CAMILLO. The art of building cities: city building according to its artistic fundamentals. Translated by Charles T. Stewart. New York, Reinhold Publishing Corporation, 1945. 128 pages. Illus., plans. Price \$5.50.
- STONE, CLIFFORD H. The "authority" issue, prepared by Clifford H. Stone in collaboration with other national authorities on land and water subjects. [Washington], 31 national and regional land and water organizations and their Coordinating Committee, [1945]. 20 pages. Tables.
- TOWN AND COUNTRY PLANNING ASSOCIATION. Town and country planning policy; a statement on the Town and Country Planning Bill (1944) and White Paper on control of land use, by the Executive Committee. London, The Association, 1944. 6 pages. (Reconstruction Leaflet no. 7.) Price 3d.
- U. S. NATIONAL HOUSING AGENCY. Housing after World War I. Will history repeat itself? Washington, The Agency, Oct. 1945. 41 pages. Lithoprinted. Tables, charts. (National Housing Bulletin 4.)
- U. S. NATIONAL HOUSING AGENCY. Housing goals: finding the facts and measuring the need in American cities. Washington, The Agency, Sept. 1, 1945. 33 pages. Lithoprinted. Advance copy.
- U. S. NATIONAL HOUSING AGENCY. Land assembly for urban redevelopment: objectives of a program, elements of finance, kind and extent of public aid, scope and ultimate cost, place in a community plan. Washington, Govt. Printing Office, Dec. 1945. 39 pages. Tables. (National Housing Bulletin 3.) Price 10 cents.
- U. S. TENNESSEE VALLEY AUTHORITY. TVA—a summary of accomplishments, 1933-1945. Knoxville, The Authority, 1945. 14 pages. Mimeographed.

*A Bibliography of the Reports and Publications of the U. S. National Resources Planning Board, 1934-1943 has been published in the TOWN PLANNING REVIEW, Journal of the Department of Civic Design of the University of Liverpool, Spring, 1946, Vol. XIX, No. 2. It was compiled from material supplied by the American Library, London, and edited by K. Dzewonski. It fills 21 pages of the magazine.*

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*With apologies to William Shakespeare . .*

### THE SEVEN AGES OF TOWNS

- (1) Infantile—no factories, no zoning
- (2) Juvenile—zoning begins, shops separated
- (3) Adolescent—scattered factories
- (4) Early Mature—clear segregation of first-class houses
- (5) Mature—separate commercial and industrial areas,  
four zones of houses
- (6) Late Mature—ordinary industrial city modified by  
town planner's scheme of main arteries and added  
parkways, etc.
- (7) Senile—considerable areas of city abandoned and  
community shrunk greatly in importance.

—Griffith Taylor

# Planning and Civic Comment



Successor to: City Planning, Civic Comment, State Recreation

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## JULY 1946

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# PLANNING AND CIVIC COMMENT

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

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# Planning and Civic Comment

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## Citizen's Organizations for Planning in Small Cities

MIRIAM STRONG, Community Planner, Tennessee Valley Authority

Interest in city planning has increased tremendously during the last few years. Hundreds of official and unofficial city planning bodies have been formed. Municipal funds for planning have increased. The demand for trained planners has outstripped the number available, and private planning consultants have had more work than they could handle. Popular magazines have contained articles on planning. The needs and benefits of planning for cities have become widely recognized. Planning is increasingly accepted and expected by the general public as an essential function of government.

And yet for all this activity and interest, the actual changes brought about in the cities as a result of planning have been disappointingly few. New planning commissions are formed. But particularly in the smaller cities, many of them degenerate into mere zoning boards of appeal or become inactive altogether. In cities where there are paid planning staffs, the technical planners yearly turn out many fine plans, and picture on handsome colored maps how the city will look in the future. But many of the plans still do not get beyond the paper stage into actuality. Plans are made but are

not carried out. Many continue to gather dust in the city engineer's file drawer or remain in the hands of a city council committee. Planning accomplishment increases, of course, with the years, but is not commensurate with interest and activity.

Seeking the causes of these failures, the planners have come to the realization that one of the missing links in the chain that leads from paper plans to plans in action is the citizen. It is true that there is public interest in and demand for planning, that the citizen in many localities has been sold on the necessity and value of planning—perhaps oversold. But he still lacks sufficient understanding of the planning process. Too seldom has he any understanding of, any interest in, the plans after they have been completed. Too often his interest has stopped with the establishment of the planning commission or the hiring of a private consultant.

The citizen has usually taken little part in the making of plans. Many plans have been made in a vacuum, and have taken little account of the wants and needs of the citizen—of the kind of city he wants to live in, the way he wants to live. In recent years, there has come about a realization that if technical

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plans are to be carried into actuality, the citizen must more often have a part in making them from their very inception; the citizen must participate in the whole planning process.

### *Revitalized Concept of Citizen in Government*

At the same time, there has been an increase in general citizen interest in city government due to the depression, the war and the growth of anti-democratic ideas, the growing importance of government, the flight of city populations to areas outside the city limits beyond the city's taxing powers, and the increasing competition among cities caused by the slackening of rapid population increases. The citizen is becoming aware of his responsibilities and powers in government, of the fact that his responsibilities extend beyond the mere casting of his vote to actual participation in the government process. There is a revitalized concept of the citizen's place in city government—that it is not enough for him to "kick the rascals out of city hall" and then go about his business; that it is not enough to secure the adoption of a city manager form of government, or the establishment of a planning commission, and then forget the whole business, leave things up to the expert, and expect everything to take care of itself. There must be a follow up; there must be continuous sustained participation in the governmental processes by the citizen.

There has, also, recently grown up among citizen groups an awareness of the need for coordination of

the many dispersed, overlapping and duplicating citizen activities. The earlier awareness of the need for coordination of government functions and activities that resulted in planning at the government level is now taking place at the citizen level. The war helped to create this awareness of need for coordinated activity. Local civilian defense, postwar planning, and economic development groups often united many separate civic groups, and approached city problems from an overall point of view.

There has been, then, a growing awareness on the part of professional planners, and on the part of citizens in general, of the need for greater citizen participation in the planning process. The question which needs answering is: How can the citizen most effectively take part in the planning process?

### *Need for Development of Standards and Procedures*

In many of the large cities, citizens planning organizations are working successfully with official planning bodies. Considerable attention has been given to the organization, functions, financing, and methods of operating of such organizations, and some standards and procedures have been developed.<sup>1</sup>

But is the form and functioning of such organizations applicable to the small community? Should the small community have a separate citizens planning organization? Or can the citizen take part in planning through existing organizations? If so, by what procedures and tech-

<sup>1</sup> See article by Charles Eliot on "Citizen Support for Planning and Development," in *Planning and Civic Comment*, April, 1945.

niques can this be done? If existing organizations are used, who should coordinate their activities? How should the official planning body, if one exists, fit into the picture?

The small community has different conditions from the large city and presents different problems for citizen participation in planning. Planners in many parts of the country are working on these problems, but there has been little public discussion of them. There is a need for sharing thought and experience on the subject.

In this article is presented some of the exploratory thinking of the staff of TVA—thinking which has grown out of experiences with planning problems in small communities in the Tennessee Valley.<sup>1</sup> It is presented for the comment and suggestions of others working in the field. Three main points are discussed: the citizen's function in the planning process; the desirable principles of any citizen's planning organization; and finally, the most effective form of organization.

Small communities present a particularly fruitful field for citizen participation in government and public affairs. Community problems in small cities are less complicated, more easily understood by the average citizen than they are in large cities. The citizen is nearer to them and sees more clearly than the big city dweller, their relation to his life. In the large city, much of planning must of necessity consist of undoing mistakes already committed. But in the small growing

city, there is more opportunity to prevent mistakes before they occur. *What Part Should the Citizen Have in Planning?*

Any citizens organization should exist to do more than support and promote the planning commission. Just how much of the actual planning can the citizens take part in? Just what part should the citizens have in the planning process? There has been considerable discussion, and controversy, over these points.

In order to take part in the planning process, the citizens must, of course, understand what planning is—why there is a need for planning, what are its aims and methods. One of the principal functions of the citizen organization should be, then, the educational one. However, it should be noted that it is not a separate function, since the citizens will of course learn best by doing.

There seems to be general agreement that the citizen should make the final decision on the kind of city he wants to live in, the way he wants to live—the final decision, then, on the goals of planning. But this does not mean that the technical planner will not influence the citizen in his decision. He has ideas of what the city might be, of possibilities for good living that the citizen has not envisioned. It is up to the technical planner to transmit these concepts through the official planning commission to the citizen. But there will be times when the citizen will not want to live the way the planner thinks he should live and in such cases, it is up to the planner to concede the point.

In the actual making of plans groups in the small town can

<sup>1</sup> For further discussion of TVA's program of technical planning assistance to Tennessee Valley communities, see "Community Planning in North Alabama," by W. O. Dobbins, Jr., and R. F. Leonard, *Public Administration Review*, summer 1944.



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properly assist in the inventory stages and select the course of action to be undertaken, but the technician is needed to advise on types of studies and investigations required, to analyze findings and suggest alternative courses of action.

Under the direction of technicians, citizens can assist in the collection and in some of the analysis of data. In Decatur, Alabama, as in many other towns, Boy Scouts have assisted in taking traffic counts. In the same city a group of citizens under the direction of the technical staff made a land-use survey of the city. In many communities, educational institutions have assisted in conducting research. Many economic and industrial surveys have been made during the war by chambers of commerce and other business and industrial groups.

To bring the citizen in on the making of decisions on the course of action to be taken will delay the plan making process. It will make the process more painful, and the plans, when completed, will not be as perfect or utopian as if all the decisions were made by the planners. But their adoption and carrying out will be just that much quicker.

One example of this type of procedure was the making and adoption of the zoning plan in Clinton, Tennessee. The town has no citizens planning organization. But the whole zoning question was publicized and publicly discussed for nearly a year before an ordinance was presented for adoption. The newspapers made full reports of the activities of the local planning commission, and carried detailed stories on the purposes of zoning and the

types of regulations anticipated. There was much informal discussion among citizens on the proposed ordinance. Citizens attended commission meetings. Citizen suggestions and recommendations from all sources were cordially received by the commission. The ordinance was finally adopted without questions or protest.

It is probable that if plans have been given publicity during their making and if a representative group of the public, or a large segment of the public itself, has taken part in the making of the plans, they will, when completed, not need much publicizing for their adoption. However, where it is necessary, citizens groups can be very effective in presenting and explaining the plans to the public and in putting pressure on the governing body to adopt them.

### *Principles of Organization for Citizen Participation in Planning<sup>1</sup>*

What should be the principles of any type of organization for bringing citizens into the planning process? By what criteria can one determine its merits for effectively enlisting the cooperation of the citizens in the planning process?

If the organization is to be democratic, if it is to effect the comprehensive, over-all "planning" approach to the community, and if it is to bring citizen participation in planning, it should, first, be representative of all groups, organizations, and individuals in the community—social, economic, political, cultural, or religious—

<sup>1</sup>Much of the material in the remainder of the article is based on a research study undertaken for TVA by Betty Palamountain during the summer of 1945.

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that have any concern with or responsibility for the welfare of the community. Not only should it represent the whole community, but it should bring as large a proportion of the public as possible into its activities. The more nearly representative and the wider is the public participation in its program, the closer it will come toward fulfilling its objectives.

If financial support is required, its base should be as broad and democratic as possible. The organization will be more truly representative, less subject to pressure—or suspicion of pressure—by a small group of people, the more nearly its financial support is contributed equally by all its members. It is better to have many small contributions than a few large ones.

The Washington County (Virginia) Development Association has applied this principle. Believing that equal financial contributions help to insure equal representation from all groups in the county (of about 38,000 population), and minimize any chance of obligation to individuals or special interest, the Association has specified annual dues of \$10 per member. In its first year, the Association has attracted 500 members. Membership support plus appropriations to the organization made by the county and municipalities in the area provide sufficient funds to permit employing an executive secretary.

Inherent also in the definition of planning and the planning approach is the idea of coordination of interests. The organization should, secondly, then, bring about a coordination of the many interests and viewpoints

of the whole community—the views of business and labor, private and public interests, different political viewpoints and economic and social interests, the interests of minority segments of the population. The broader the base of understanding which the organization is able to effect among varying and divergent viewpoints, the more effective it will be, the more nearly it will attain its objectives.

Third, the organization should be voluntary and unofficial.

### *Existing Citizen Organizations*

In even the very small communities, there already exist dozens of citizens groups and organizations. Most of these groups come under the heading of special interest groups. Some of them exist primarily to further the interests of their members—of a particular professional or occupational group, or of some other segment of the population. They include such organizations as the chambers of commerce and better business bureaus, labor unions, taxpayers' associations, veterans' groups, youth groups, and organizations for protecting and advancing the rights of minority groups. Other organizations coming under the heading of special interest groups have as their object the promotion of the welfare of the whole community, but only in respect to one particular phase or aspect. Such groups include educational, cultural, housing, good government, city beautiful, health and recreation organizations.

Some of these latter groups especially have been able to unite

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many divergent viewpoints of the community for action toward one objective or interest, and to this extent have applied the planning approach of coordination. Citizens housing committees, for example, have included representatives from labor, real estate interests, architects, government, veterans, and the general public—all working together for better housing for the city. Project groups of various sorts, organized temporarily for carrying out a particular project, such as the adoption of the city manager form of government or the raising of money for a community building, also succeed often in cutting across and uniting other interest groups in carrying out a common purpose. In the same way, neighborhood councils get together citizens of many other organizations and of many divergent interests for the furtherance of neighborhood welfare.

But, although some of these groups are broad in their interests and representation, no one of them attempts to represent all the groups and individuals of the community, nor to bring together all their interests. No one of them sees the community as a whole, with all the parts interrelated. And most of them which are interested in the community welfare at all are working on separate projects unrelated to and uncoordinated with projects of other organizations, or to any comprehensive plan for the city. Activities by different organizations are haphazard, unrelated, unintegrated; show no indication of an understanding of the community as a whole, or of the close relation be-

tween its various parts and problems.

In many cases, in fact, separate organizations are working on many aspects of the same problem, but with no attempt at integrating their efforts. The Lions Club works for the sight conservation of children, the PTA for better teachers for the children, the recreation association for better recreation for the children; another group is working on child delinquency, another on the problem of crippled children. Interest, effort, and energy may be duplicated and wasted. At the same time none of these groups may have been made aware of the importance of the relationship between the location of a playground and the children who will use it, the location of a school to the streets the children must safely cross—or should be able to avoid crossing—in getting to the school. And in many cases, neither the planners nor the citizens groups have made any effort at coordinating their mutual efforts and objectives.

### *Organizing for Citizen Participation in Planning*

In different cities, different means have been tried to bring about this over-all approach to community problems by citizens groups, to integrate their activities with those of the official planning body, to bring citizens into the planning done by technicians.

In some cities, citizens advisory committees have been set up in an effort to bring citizens into the planning process. Although there are some exceptions, these groups are usually appointed by the mayor, the council or the planning commission,

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and are attached to the planning commission. They are not truly representative of all the public, may be hampered by certain political influences, and draw only a few citizens into their activities. They lack the vitality and interest that comes from a group that has organized and developed a program of its own volition. A purely advisory group takes little part in planning, is usually called upon to pass on plans already completed. Although they have been effective in bringing the citizens' viewpoint into planning, they are ordinarily not very effective in taking planning to the citizens.

In very small communities, the town-meeting type of organization has proven effective in uniting community efforts. And, of course, it can be the most truly representative of the whole community since it is open to every citizen, and every citizen can take part in its activities. But it is obviously an impractical type of organization except in very small towns where its membership is not unwieldy.

### *Coordinating Councils*

In some small cities, citizens coordinating councils or citizens planning groups, similar in organization to that of the typical planning organization in larger cities, have been organized and are operating successfully. They represent all the citizens; membership consists of both representatives of other organizations and of individual citizens. They are concerned with the welfare of the whole community, and coordinate and integrate the interests and viewpoints of all

groups. They usually integrate citizen activity with the work of the official planning body if one exists.

Their activities are usually carried out through various committees, each of which is composed of representatives of groups concerned with the work of the particular committee. The committees in turn recommend action to appropriate member organizations. The council itself undertakes programs when they lie outside the province of the existing organizations or when they are of a coordinating, integrating character which is more appropriate for general council sponsorship. Some of these councils have been able to support a paid staff, and have succeeded in obtaining their support from a wide base.

The Washington County Development Association mentioned above is an example of this type of organization. The provision for equal financial contributions from all members has been mentioned, and the fact that the organization has been able to hire an executive secretary. So that all sectors of the county will be represented in the policy forming and programming of the association's activities, provision is also made for election to the Board of Directors of members from each of the magisterial districts of the county. The work of the association is carried out through nine committees—agriculture, industrial development, recreation, health and welfare, roads and utilities, education, religion, legislation, and publicity. An executive committee of the Board coordinates committee activity.

Although such a citizens co-

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ordinating council is ideal if it can be properly set up and can sustain interest, in many small communities it is questionable whether any new separate organization can or should be set up. Loyalties to existing organizations are strong, and most community leaders are already devoting a great part of their time and energy to these organizations. It would be difficult in most such towns to obtain continuing financial support for one overall group. Without a paid staff or continuing outside stimulus, such as is supplied to branches and chapters of national organizations like the Kiwanis or Rotary clubs, it is questionable whether interest could be sustained in an elaborate organization of the community council type. There is, too, in many of these communities already a maximum of organization. There is the danger that with one or more organizations which would hold not primary but secondary loyalties, the whole structure would topple from overweight.

### *Broadening Existing Organizations*

It is possible that in some communities, in initiating a citizen planning program, it is better, at first, not to attempt to set up any coordinating machinery among the various citizens' organizations. As the citizens grow to understand more clearly the relationship among the elements of the community and the function of the planning process in integrating them, they themselves may demand such machinery. In initiating a citizens' participation program, the scope of the programs of existing groups might be broadened and integrated to that of the

official planning body.

Recent cooperation between the planning commission and the Kiwanis Club of Florence, Alabama, illustrates this approach. The Kiwanis Club was for many years interested in the development of a park site owned by the city. There was a great deal of discussion of the project but little direction. The club had no concept of the recreation needs of the community or of what kind of development was needed for a park in this particular locality. The planning commission in developing an over-all recreation plan for the city discussed the park project with the club, pointing out how it could be fitted into the over-all picture of recreation facility needs for the community, and how it could be most usefully developed to fit these needs. A sketch plan for the park was worked out by the two groups, which has since been developed accordingly. The Kiwanis Club of Florence, Alabama, thus has gained an understanding of the whole planning process by taking part in it. And the commission has experienced the value and importance of the citizen's part in carrying one of its paper plans into actuality. As this type of cooperation is repeated with other organizations in Florence, a large portion will be drawn into the planning of the city. And eventually the citizens may feel the need of a citizens' coordinating group to integrate their efforts. To attempt to impose such a group upon this town now when there is inadequate stimulus either from without or within to sustain interest, might hurt planning more than it would help it.

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In some cities, another arrangement has been tried which does not involve immediately setting up a new organization. Separate plans for schools, for recreation, for traffic and transportation, for land use and other elements of the city have been made by existing citizens' groups or committee representing these groups and the separate plans have been brought together into an over-all community plan by the official planning commission.

In some cities, the most effective organization might be a coordinating committee of some sort composed of representatives of each citizens' organization and of unorganized groups. It would act as an integrating, steering, and planning committee for these primary groups which would be responsible for carrying out all activities and programs. In such an arrangement, as well as in all other such informal organization, some method would have to be devised for representing unorganized individuals in the community. And care would have to be taken that special interests did not dominate the organization.

As mentioned before, existing war-borne postwar planning groups, local civilian defense groups, and economic development groups, although usually having one special interest or objective, have in many cases served as coordinating bodies for other citizens' organizations. Some of these groups are representative of the whole community and have already demonstrated an understanding and application of the over-all planning approach. Now that the war is over, many are floundering for lack of direction,

although anxious to continue existence. These organizations could well serve as the nucleus for a citizens' planning group. Some of these, however, are not representative, are dominated by political or other special interest groups. Their use as the nuclei for citizens' planning groups would not help the cause of planning.

### *Fitting the Community Pattern*

Whether a new organization is set up or not, existing organizations should be used as the base of citizen planning participation. Most of them serve a useful purpose, which needs only to be given direction, and correlated with the over-all community objectives. Just what organization should be adopted in any particular community at any particular time will depend on the community—its present organizations, the present relationships among them, the attitudes and habits of the people and their leaders. The job of fitting the organization to the community is an art which can be applied only after careful study of the community and its individual social structure and characteristics.

The ideas presented here are far from final answers to the questions posed. Many of them are only embryonic and need to be further thought through, and tested by experience.

There are also many questions not covered here which need to be answered. For instance, how should the working committees of a citizens' organization in a small city be organized? How should the program be carried out? What should be the

relationship between the official planning body and the citizens group? By what means can fi-

nancial support be obtained? All these questions need consideration and study.

## EDITORIAL COMMENT

### A Mistaken Idea!

We think that those who believe that billboards are a good form of advertising are mistaken. We are sure that the resentment against the huge *bond-advertising* billboard in the yard of the U. S. Treasury which furnishes the vista at the west end of Pennsylvania Avenue would have reacted against the product if it had not been that patriotism outweighed opinion. How far

into peacetime sales this tolerance will go we cannot tell at the present time. But it is good news that, after the next drive to sell bonds, the Secretary of the Treasury has promised to have the board taken down. We hope that it will never reappear. And it would have been better news if the board had come down on *principle* before instead of after the drive.

### Concessions in National Parks

Long before there was a National Park Service, visitors to the pioneer parks were served through concessioners. When Stephen Mather became Director of the National Park Service, he could not secure appropriations from Congress to provide hotel and bus accommodations (and realistically the prospects seem little better today) and so he used his influence with business men to persuade them to invest considerable capital in buildings and equipment—capital which in the early days brought little or no return. In order to insure continuous service during the short seasons when most of the parks were then open, he found it necessary to designate a single concessioner, for he had to secure a *guarantee* of regular service. He could not depend on different bus operators, for instance,

who would operate *only* when they could secure a paying load.

The aim was to give accommodations to the public on different levels of cost and to regulate prices so that there could be a return on the investment; but not to make money for the Government. Patrons of the park, from time to time, as contracts were rewritten, were to be given the benefit of decreasing per capita costs as they developed.

Supplementing the hotels, lodges, cabins in the national parks, the National Park Service itself operates camping grounds where motorists, with or without trailers, can find suitable places to camp. Park visitors may choose the kind of service they prefer at the rate they are willing to pay. Those of us who have visited the national parks find, ordinarily, unusually good meals and

we are made comfortable in whatever type of accommodation we choose. The only objections we hear are that, like city hotels, the parks are all crowded—more people want to come than can find a place to stay.

The National Park Service has

always made term contracts so that every few years the terms can be adjusted to changing conditions. We extend our congratulations to the National Park Service and to the industrious concessioners who are serving the public!

## FREDERIC A. DELANO: Catalyst

Catalyst—a catalytic agent. *See catalysis.*

Catalysis—a chemical change brought about in a compound by an agent that itself remains stable. Catalysis is usually accelerative or positive. Funk & Wagnalls New Standard Dictionary

David Cushman Coyle has written about Mr. Delano in the July 1946 *Survey Graphic*, using the above title for an entertaining, elaborate and highly informative sketch. He refers to Mr. Delano as a catalyst as he attempts to estimate his influence in the field of planning, saying, "It is hard to define what he [Mr. Delano] did, but by being there he caused things to happen. This may sound like the record of an extremely subtle, not to say Machiavellian character, but in fact it is just the opposite. The catalytic effect seems to have been that a great many influential people, some of them rather difficult, were so attached to Frederic Delano that they worked amicably together and accomplished great things." Mr. Coyle further notes that Mr. Delano is "a modest man who has changed the face of three great American cities and played his part in applying good sense and foresight to national economic affairs."

Basically a biographical account, with accent on Mr. Delano's planning activities, the author begins by saying that "writing about Frederic Delano is both heart warm-

ing and difficult. The heart warming part comes first, when one goes around talking over the project with Mr. Delano's other friends. As they search their memories for facts and dates, and look through their bookshelves for city plans and committee reports, the atmosphere is always the same. We all feel the same way—a warmly affectionate admiration for the man himself that goes a long way beyond the facts and dates. And that is where the hard part begins. Mr. Delano's most important contributions to American life are intangible and cannot be documented. . . .

"As for his own attitude about his life and works, it is quite simple. With his delightful chuckle, he denies everything. Yes, he was there, but the elder Burnham, and Charles Norton, and the others, did it all. He happened to be in Chicago when the Chicago plan was conceived; and in New York when the Russell Sage Foundation started on its New York regional plan. In Washington, after he arrived, the Park and Planning Commission was born. The fact is that Mr. Delano did a lot of hard work, which on the



surface was much like any routine organization work—but clearly there was something in his accomplishments that was not done by work alone.”

And here Mr. Coyle, clever analyst that he is, adapts a chemical term to describe what took place. It is extremely apt, and more so when one pursues the dictionary for a specific definition of terms.

The article is a historical inventory of Mr. Delano's activities and accomplishments, carrying through from his connection with the C. B. & Q. Railway in 1885, just after his graduation from Harvard, to the work of the National Resources and Planning Board in 1943.

Of especial interest to readers of *PLANNING AND CIVIC COMMENT*, is the account of Mr. Delano's influence on the plan of Washington. Mr. Coyle writes: "In 1921 it was high time for Washington to start planning in earnest. The American Civic Association (now the American Planning and Civic Association) asked Mr. Delano to head a Committee of One Hundred in Washington, while the Association set up committees in other parts of the country to urge that Congress give more intelligent consideration to the needs of the national capital. It was not enough to have a static plan; the city needed a continuous organ of guidance for its growth. Mr. Delano organized the Committee of One Hundred in 1922, and was its chairman for twenty years. As a result of the Committee's work Congress passed an act setting up the National Capital Park Com-

mission in 1924, and two years later made it the National Capital Park and Planning Commission. Mr. Delano was appointed to the later Commission by President Coolidge in 1926 and later became its chairman. . . .

"On the national scene he was called to act as chairman of the National Planning Board, an institution that came before its time, and died, not without issue, but without making any comparatively great changes in the nation. The National Planning Board was appointed by Franklin Delano Roosevelt in 1933 under the National Industrial Recovery Act. Mr. Delano happened to be the President's uncle, but he had also been head city planner for the capital under President Coolidge and President Hoover. He was the natural choice for the unpaid and thankless job of trying to set up a sensible planning agency for the Federal Government." Mr. Coyle then traces the fate of the national planning agency.

This article bears complete reading by all who are associated in any way with planning, and by all members of the American Planning and Civic Association which Mr. Delano served as President from 1925 to 1937. In 1937 he became Chairman of the Board and has since served in that capacity.

Mr. Coyle concludes his delineation with a statement that requires no elaboration: "Mr. Delano has never shown signs of wanting to get credit for anything. . . . The result: a good life."

## Westward Ho!

After the Dallas Conference Harlean James stopped over in *Santa Fe*, New Mexico, where the picturesque headquarters building of Region III of the National Park Service fits into the *Santa Fe* scene like a native. Director Tillotson, who attended the Dallas Conference, was in Chicago; but Assistant Director Scoyen played host at a picnic given for a departing member of the staff. The George Wheeler Olcotts brought together a planning and conservation group and a dinner at *La Fonda* was attended by Mr. and Mrs. Scoyen, Mrs. Tillotson, Mr. and Mrs. Olcott, Jesse Nusbaum, Mr. and Mrs. Eric Reid, Mr. and Mrs. Howard Young, George Grant, Mr. and Mrs. Harvey Cornell, Mrs. Lyle Bennett, Mr. and Mrs. Francis Wilson, Mr. and Mrs. John Davis and Mr. and Mrs. John Meem.

The town of *Santa Fe* was quite excited about a threatened danger to the Old Plaza and historic houses. The Old *Santa Fe* Association which had been revived is keeping posted on the different elements of the Comprehensive Plan which Harland Bartholomew & Associates are preparing in order to make sure that they can be realized. The proposals which gave concern to *Santa Fe* concerned an express highway which would cross a ravine at high level and barge right into the 18th Century Plaza. However, we are glad to report that a compromise location has been agreed upon between the State Highway Commission and the staff working on the city plan which will protect the Plaza and leave in-

tact a group of very old houses of historic value.

At *Phoenix*, Corwin Mocine, since his separation from the armed forces, has been in charge of planning. On May 9, Miss James met with Mr. Mocine and his staff at lunch, Ed Fraederich, Tom Zabriskie, Jack Katz, Dick McGrew, and Mary Phillips. She met the members of the Commission at dinner. The Commission consists of Mayor Ray Busey, City Manager Odd Halseath, Bill Richards, Don Scott, Ben Ferguson, Al Williams, Robert W. Grant, Wilbur McGinnis, Robert Lescher and Glenn Taylor, Chairman.

At *Boulder Dam*, Guy Edwards, Superintendent, and Ben Thompson arranged a two-day trip on Lake Mead. The spectacular walls of the canyons and the huge scale of the entire scene make the mark of the draw-down on the cliffs seem negligible. For the gentler slopes there are floating docks and bath houses, and, now that the war is over, there will be regular boat trips scheduled for visitors.

Just before Memorial Day weekend a small group in Los Angeles gathered to honor President Albright—among them Howard Hayes, Walter Leimert, who brought two guests, one the Chairman of the State Highway Commission, Charles Bennett, Ann Mumford, Werner Ruchti, Will G. Norris, and a number of others.

On July 20 Pearl Chase arranged a lunch in *Santa Barbara* for Harlean James which was attended by Chaster Carijo, Elsie L. Krucker,

C. L. Vivian, Etta Glahn, Otis G. Powell, N. Whetteman, Dr. and Mrs. H. L. Schantz, Col. Oscar C. Warner, Genevieve N. Shipman and Josephine Murray.

In August, Miss James paid a visit to Shasta Lake, where she found the George L. Collins family living in two houses in order to accommodate their family of five. A trip on the Lake, where recreational facilities are being planned, a picnic with the National Park staff and a trip to Lassen National Park which included a visit to Butte Lake, high in the mountains, demonstrated that the valley dwellers in north central California have a choice of places to go for rest and recreation.

A visit to the Frank Kittredges in Yosemite, found the facilities in the valley fully used and all agreed that the roadways, revamped in Colonel

Thompson's time, really did provide routes for automobile tourists who need not, if they did not wish to do so, approach the congested areas on the floor of the valley. Miss James was fortunate enough to find the Yosemite Advisory Board in the Valley and made a number of trips with the William S. Colbys, the Duncan McDuffies, the Joseph LeContes, the Walter Starrs and Mrs. Miller. Parts of the old Tioga Road must still be driven on the way to Tuolumne Meadows, but there is charm in these sharp curves, where the up-grade driver has the right-of-way. The modern highway up to Glacier Point, though replete with curves and grades, can be driven easily at uniform speed. Yosemite is still a Queen in the National Park System!

## **President Albright Visits San Francisco**

On June 8, Bay Region members of the American Planning and Civic Association gathered to honor President Horace M. Albright at the Palace Hotel in San Francisco. Mr. Albright outlined the recent activities of the Association, and, as always, when two or three Civic Association members meet, national parks and conservation policies came in for a good share of the discussion. During the depression and the war, it seems, a new generation of park visitors has grown up and a new crop of Congressmen have come to Washington. Some of the old standards which we have taken for granted and which in the past commanded many firm friends are now endangered by those who are not familiar

with the history of the national parks. Organizations like the APCA, the Sierra Club, the Save-the-Redwoods League, the California Conservation Council and others can help bring the current generation up to date.

Citizens organizations are increasing in number in local communities, too, because successive administrations in city and county government weaken in their support of sound planning principles. Like housework, civic service is never done. New duties take the place of old. Election to office is not enough. Citizen organizations are needed to keep track of their elected and appointed officials.

Among those present at the lunch, most of whom stayed all afternoon to exchange ideas and experiences, were: Horace M. Albright, Ansel Adams, Mr. and Mrs. Bernarr Bates, Arthur H. Blake, Mr. and Mrs. Ronald Campbell, Miss Pearl Chase, Mr. and Mrs. George L. Collins, Aubrey Drury, Prentice French, Francis Farquhar, Harold J. Gross, Bryant Hall, Harlean

James, Frank Kittredge, Richard M. Leonard, Mr. and Mrs. Herbert Maier, Charlotte E. Mauk, Francis J. McCarthy, Helen M. Norman, Major O. A. Tomlinson, L. Deming Tilton, Mrs. Helen Van Pelt, H. L. Vaughan, and Herbert L. Voight. Miss Evangeline Porter, practically a charter member of the old American Civic Association wired a congratulatory message.

## Rebuilding of Slum Areas in the District of Columbia

Legislation to provide for the re-planning and rebuilding of slum, blighted and other areas in the District of Columbia passed Congress in July. Chief support for the bill which has been enacted into law was led by the National Capital Park and Planning Commission with the support of many civic organizations. The original legislation was drawn by the late Alfred Bettman, retained by the Commission as special legal consultant.

This act is the culmination of more than two years of intensive effort to produce a bill which will make at once adequate provision for clearing the slums in the District of Columbia, and at the same time, so far as possible, reconcile the conflicting views long held by public and private housing advocates, with regard to how the job should be done.

The act follows the theory of providing for the assembly and acquisition of land by a new public agency to be known as the District of Columbia Redevelopment Land

Agency. This Agency is especially intended to assemble slum property, substandard housing, or vacant land in such manner as to make it available for development for low-rent housing by private enterprise. This will supply a public authority to do what has not been possible in the past, namely, assemble appropriate property for redevelopment by private enterprise as a low-rent housing project.

This Agency is to have five members, two appointed by the President and three by the District Commissioners. One of the Presidential appointees may be an official of the United States Government and one appointee of the District Commissioners may be an official of the District of Columbia government. The initial appointments are for terms varying from 1 to 5 years. Thereafter all appointments are for 5 years, each overlapping the others. The members receive no salaries as such but those who hold no other salaried position shall be paid a per diem of \$20 for each day of service

## *Planning and Civic Comment*

at meetings or on the work of the Agency. Each nonofficial appointee to the Agency shall have been a resident of the District for at least the five next preceding years, and shall have been engaged during such time in private business or industry, or the private practice of a profession, in the District. The Agency shall elect its own Chairman who shall preside at its meetings, and shall employ its own Administrator and staff.

This Agency may acquire, by condemnation or otherwise, land, the disposition of which shall be by sale or lease under redevelopment plans which shall be adopted for each project by the National Capital Park and Planning Commission and, after a public hearing, approved by the District Commissioners. These redevelopment plans shall not only cover the uses to be made of the land but also the maximum rentals which may be charged to tenants of the housing on the properties. It is contemplated that these projects shall be developed by private enterprise if possible.

Section 16 (b) authorizes the appropriation of \$20,000,000 for this purpose. It is clear that the acquisition and redevelopment of property in Washington to clear it of its slums would cost substantially more than \$20,000,000. It is necessary, however, to recognize that such clearance cannot all take place simultaneously. Reliance must be placed upon future authorizations to carry the plan through to full realization.

It is not contemplated that the new land agency shall build or operate housing on the land it acquires or elsewhere. It is contem-

plated that this shall be done by private parties who will be encouraged to undertake such building and operation through this program.

It is recognized, however, that private capital may fail to meet this opportunity fully and in that event public redevelopment corporations are given an opportunity to build and operate such projects. If low-rent housing is provided through a public redevelopment corporation, such corporation may be aided by funds made available under Federal housing legislation. In that event, the District of Columbia merely would be taking advantage of Federal legislation as would be any state or city of the United States. If private capital does not meet the opportunity offered under this act, and if a public redevelopment corporation is to try to meet that opportunity, then this act proposes that the National Capital Housing Authority (formerly known as the Alley Dwelling Authority) shall be the agency authorized to do so. This agency already owns or operates numerous public housing projects. Under this act it would continue its present functions (subject to certain limitations as to the acquisition of lands) and, in addition, it would be available under certain conditions to build and operate low-rent housing projects on lands acquired under this act but which private capital had not undertaken to develop.

Section 19 (a) is designed to encourage private enterprise to meet the needs of low-rent housing by expressly authorizing Federal savings and loan associations of the District of Columbia, building as-

sociations, and building and loan associations operating under the laws of the District of Columbia, to make loans for the improvement of homes and other improved real estate in the District without security, provided that no such loan without security shall exceed \$2,000.

Section 19 (b) authorizes any financial institution or other lending organization operating under the laws of the United States or the District of Columbia, notwithstanding any other law or regulation, to make loans to redevelopment corporations to finance the improvement of any project areas as provided in this act.

In substance, it is the purpose of this bill to provide private enterprise in the District of Columbia with an opportunity to meet the need here for low-rent housing. It seeks to supply those deficiencies in Government cooperation with private industry which were indicated in the testimony before the subcommittee on this subject. It is intended as a constructive measure.

It preserves whatever progress has been made in low-rent housing, with a view to falling back upon public housing in the event and to the extent that private enterprise, with the assistance of this act, is not able to remedy the crying needs of Washington for the elimination of its slums and its great numbers of substandard dwellings by substitution for them of safe and sanitary housing adapted to the limited means of the tenants and conforming to the minimum standards which should be permitted to exist in the Nation's Capital.

The act provides the necessary governmental machinery to assemble land and to sell or lease it to private owners for low-rent housing purposes. It places great reliance upon the adequate discretion of the National Capital Park and Planning Commission, subject to the approval of the District Commissioners, to prescribe appropriate plans and rental specifications which shall control the development project areas.

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### Strictly Personal

Lewis Mumford, formerly Professor of Humanities at Stanford University, received the Howard Memorial Medal in England during this summer. This Medal in honor of the late Ebenezer Howard, renowned planner of Great Britain, was established in 1938 when it was presented to the late Sir Raymond Unwin.

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Francis Dodd McHugh has announced his resignation as City

Planning Director, New York City to open his office at 23 East 26th St., New York 10, for the practice of city planning.

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Edward Ballard, formerly a captain with the Army Air Forces, is now with the National Recreation Association and will be engaged in making surveys of the recreational activities of various State Agencies.

## Planning and Civic Comment

Dillon S. Myer is the new Commissioner of the Federal Public Housing Authority, succeeding Philip M. Klutznick. The new Commissioner formerly served as executive director of the Coordinating Committee of the Interior Department.

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Ernest J. Bohn, Director of the Cleveland Metropolitan Housing Authority, was one of four recipients of the annual American Design Awards established in 1937 by Lord & Taylor, of New York. The award is \$1,000 and Mr. Bohn was honored for his contribution to better housing.

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Thomas H. Desmond of Simsbury, Conn. substituted for Mr. Earle Draper at the meeting of the Conservation Committee of the Garden Club of America, as announced in our issue for April-June, 1946. Mr. Desmond spoke on the same scheduled subject, "Subdivision Planning."

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Harold W. Lautner, head of the Dept. of Landscape Architecture of Michigan State College, reports that the State Board of Agriculture has approved one half-time graduate assistantship in the Dept. of Landscape Architecture for the academic year 1946-47 at the rate of \$800 for candidates for the Master's degree and \$1,000 for those who have the Master's degree and who are candidates for the degrees of Doctor of Philosophy or Education. Appointment is to be based on scholas-

tic record and promise as a graduate student. All inquiries should be addressed to the Dept. of Landscape Architecture, Michigan State College, East Lansing, Michigan.

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Hon. G. L. Pepler, who retired from the Ministry of Town and Country Planning in July 1946, will resume practice as planning consultant at 110 Old Brompton Road, London, S. W. 5.

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Mrs. Florence Stewart, formerly Director of Group Services, N. H. A. has left the Office of Administrator to move to Morgantown, West Va., where her husband will take up his duties as President of the University of West Virginia.

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Leon H. Keyserling, general counsel of the National Housing Agency, has been appointed by President Truman to the three-man economic advisory council which will administer the Full Employment Act.

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Tom Wallace, Vice-President of the APCA and Chairman of the Board of the NCSP was unanimously elected to the national presidency of the Izaak Walton League on March 29, 1946.

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Don C. Weeks, director of the Michigan Planning Commission, was elected president of the newly organized Association of State Planning and Development Agencies.

## Replanning in Rye, N. Y.

The town of Rye, N. Y. is a prosperous suburban satellite of New York City. Under the chairmanship of Arthur W. Packard of New York, the Planning Commission of Rye has recently published a new planning report on Rye which is attracting widespread attention.

Dr. Homer Hoyt and Frederick J. Adams have completed an analysis of the business district of Rye which has suffered from traffic congestion and inadequate parking facilities. Their analysis has been written up in *The Architectural Forum* for August, 1946, interestingly illustrated with photographs and plans. The scheme for solving Rye's problems was developed under the supervision of Morris Ketchum, Jr. and Vincent Furno. The gist of the *Forum* article is as follows:

In the economic and physical analysis made by Dr. Hoyt and Mr. Adams, it was found that in 1944, at least \$3 million worth of retail trade—a third of the annual \$9 million retail trade spent by Rye people—went to stores outside of Rye. A vicious circle had been established: people couldn't shop conveniently in the main business center so they bought out of town. The principal thoroughfare—Purchase Street—is five blocks long. At its north end is the station, used every week-day by a large proportion of the population which commutes to work in New York. Its south end empties into the heavy traffic of the Boston Post Road. Since most of the town's residential section lies across this road to the east and south, along the shore, Purchase Street becomes the most

direct route for commuters. This leads to heavy traffic jams morning and night, and during shopping hours.

The Rye plan provides for a radical revision of this traffic flow with a surprisingly small disturbance of the business section itself. In effect, the business district will be converted into an island. Purchase Street will be closed off at both ends and planted in grass; the buildings which front on it will find it profitable to develop new faces at the rear and a ring of tree-shaded, municipally owned parking lots will enclose the entire island. Traffic will be deflected around this central plot, with traffic circles at both the station and the Post Road.

The active support of the property owners was essential to the success of this plan which involves so large a degree of physical replanning. The scheme is designed so as to require a minimum of property condemnation with no compulsion over the design of individual buildings contemplated. The proposals of the architects call for continuous, covered sidewalks along the entire length of Purchase Street. This architectural device, together with the landscaping of the mall, will automatically unify the inner perspectives of the development.

The *Forum* article points out that the most admirable quality of the Rye project is its modesty and simplicity. It relies upon no monumental devices, calls for no grandiose alterations to the town center. Rather it proposes to eliminate merely those buildings and streets which are past their usefulness.



# *New York Times* Editorial Condemns Parking Under Parks

The following editorial in the *N. Y. Times* of July 5, 1946, is an interesting commentary on the proposal to build public parking garages under public parks in New York. Similar proposals are being advocated promiscuously in many American cities without full consideration of the implications. The *Times* points out the fallacy of the proposals.

## PARKING UNDER PARKS

An interesting suggestion recently made by the Regional Plan Association, in urging immediate creation of a Traffic Authority, proposed the building of public garages under some of our city parks. The association said that similar plans had been successfully tried in Buenos Aires and San Francisco and had been authorized for Boston Common. It hoped for prompt official consideration of the matter.

Undoubtedly the plan will be considered by the City Planning Commission in its pending traffic survey, if for no other reason than that the association's report is signed by Gano Dunn, who stands among the country's foremost city planners and is one of the three men the Commission wants to conduct its own survey. There is doubt, however, that the plan will be adopted, because of the difficulties it involves.

Manhattan is the most congested borough in the city. But in the areas where congestion is heaviest there

are few parks. One of these open spaces, a typical example, is Bryant Park, back of the Public Library. To burrow under it through the network of subways, water systems and book stacks by which it is virtually surrounded would be a gigantic engineering job, the cost of which might well be prohibitive for highly limited traffic relief. Somewhat similar considerations apply at Madison and Union Squares. Lower Central Park, in the Zoo area for example, dips up to thirty feet below street level. Underground garages might be excavated beneath the park along upper Fifth Avenue, where there is no particular traffic congestion, though the damage to a beautifully designed park would be heavy. An underground garage of sorts might be built at the Civic Center near the Tombs in lower Manhattan by raising the street level, but it would only accommodate about 200 cars. In Queens, the Bronx and many parts of Brooklyn it would be cheaper to buy parking land than to build underground garages.

The city has already built one type of underground garage at Seventy-ninth Street and Riverside Drive which accommodates 150 cars. But it is really only a filled-in railroad cut. Here and there, in topographically favored locations, this successful experiment might be repeated. But general traffic relief from garages dug beneath our parks does not seem to be in sight.

# International Congress and Exhibition

at

Hastings, Sussex, England

October 7-12, 1946

The International Federation for Housing and Town Planning through its Provisional Committee, now located at headquarters 13 Suffolk St., Haymarket, London, S. W. 1, have announced a Provisional Programme for a meeting at the White Rock Pavilion, Hastings, early in October. This is to be the first postwar Congress to convene in seven years. The Rt. Hon. Lewis Silkin, M. P., Minister of Town and Country Planning, will open the Congress.

Subjects scheduled for consideration are: Replanning the Centres of Cities; Housing Technique; Decentralisation; Housing Economics; and Replanning the Centres of Cities. Local visits from Hastings are being arranged, as well as tours to other parts of England.

Writing in the July edition of the *Journal of Housing*, Mr. Herbert Emmerich ably brings Americans up to date on the fate of the Federation during the war years. He says: "Before the war, the Federation was located in Brussels, where it operated a joint secretariat with the International Institute of Administrative Sciences and the International Union of Local Authorities. During the war, the Germans took the headquarters of the Federation bodily and moved them to Germany,

including Frau Paula Schafer, who was a member of the Secretariat. She reports that the Federation's collection of records, documents and books is intact in the town of Gaildorf near Stuttgart, Germany. It is understood that she is planning to leave the headquarters to become associated with a German planning and housing group and that she will turn over the headquarters to the American military authorities until such time as arrangements can be made to return them to Brussels.

"In the meantime, a provisional committee has been acting in London and it is this committee that has planned the Congress. Mr. George Pepler has been chairman of the Committee since the outbreak of the war and the capture of the Brussels headquarters by the Germans. . . . Steps are being taken to see what assistance can be given to the secretariat by the United Nations through the instrumentality of the United Nations Educational, Scientific and Cultural Organization and the Economic and Social Council."

The American Planning and Civic Association will be represented at the Congress by Mr. John Ihlder, Executive Officer, National Capital Housing Authority.

# Watch Service Report

## *National Parks*

H. R. 6335 (Johnson of Okla.) introduced May 7, 1946. Approved June 3, Pub. Law 478. This appropriations bill for the Interior Department made available \$18,330,000 for construction in the National Parks and authorized the Park Service to contract for an additional \$2,500,000 of work. Of this amount \$6,000,000 was allocated for roads and trails; \$11,000,000 for parkways and \$1,330,000 for repair of buildings and other improvements. Park construction expenditures would be limited to around \$8,000,000 for the year ending June 30, 1947 less than half of what was anticipated.

H. R. 2851 (Bradley) introduced April 5, 1945. To provide for investigating the matter of the establishment of a national park in the old part of the city of Philadelphia or the purpose of conserving the historical objects and buildings therein. Passed House Sept. 18, 1945; passed Senate Sept. 18, 1945. House concurred in Senate amendments Aug. 1, 1946. Approved Aug. 9, 1946.

H. R. 4435 (Lemke) introduced October 18, 1945. To establish the Theodore Roosevelt National Park; to erect a monument in memory of Theodore Roosevelt in the village of Medora, N. Dak. Vetoed by the President Aug. 9 as not having the scenic qualifications to justify the establishment of the area as a national park, nor any historical associations with Theodore Roosevelt. The land within the area is now part of the Theodore Roosevelt National Wildlife Refuge and is better fitted for use as a wildlife protection and management area in the opinion of the President.

H. R. 4486 (Sikes) introduced October 24, 1945. To abolish the Santa Rosa National Monument and provide for conveyance to Escambia County, Florida. Passed House June 31; passed Senate July 17.

H. R. 5125 (Bloom) introduced January 14, 1946. To establish the Castle Clinton National Monument in the city of New York. Passed House July 25, 1946; passed Senate, July 30, 1946. Approved Pub. Law No. 721. The site was first used as a fort defense for New York Harbor. More recently it has been occupied by the New York Aquarium.

S. 2266 (Magnuson) introduced May 29, 1946. Excludes from the Olympic National Park certain privately owned lands which were added to it by Executive Order. No action.

S. 2395 (Johnson) introduced June 29, 1946. Establishes the National Elks Scenic Area and Park in the San Juan Range in the Rocky Mountains in Colorado. No action.

## *Federal City*

S. 1462 (McCarran) introduced September 24 and reintroduced October 19, 1945. Passed Senate Oct. 18, 1945; passed House July 22, 1946. Senate concurred in House amendments July 24, 1946. Approved by the President (Pub. Law No. 592) on Aug. 2, 1946. See p. 15 this issue.

S. 2286 consolidated with S. 2402 (Andrews) introduced June 3, 1946. To amend an act entitled "An Act for the acquisition, establishment and development of the George Washington Memorial Parkway along the Potomac from Mount Vernon and Fort Washington to the Great Falls, and to provide for the acquisition of lands in the District of Columbia and the States of Maryland and Virginia requisite to the comprehensive park, parkway and playground system of the National Capital," approved May 29, 1930. This bill amends sections of the original act to eliminate from it much of the language which prohibits the expenditure by the United States of any money for the construction of the Parkway on the Maryland side of the Potomac River and authorizes the acquisition of additional property. Passed Senate July 20, 1946; passed House Aug. 1, 1946. Approved Aug. 8, Pub. Law No. 699.

## *Housing*

S. 1592 Wagner-Ellender-Taft bill was not passed by Congress, since it was never reported by the Banking and Currency Committee.

President Truman's plan to establish a permanent NHA was defeated in July by disapproval by both houses of Congress of his Reorganization Plan No. 1.

# Recent Zoning Cases

Compiled by FLAVEL SHURTLEFF

## Variances

The plaintiff, a cemetery corporation, bought 176 acres of land which had been zoned for residence and petitioned for a variance on the ground that its only use for the land was for cemetery purposes. Board of Appeals denied the petition and the court unanimously upheld this action for the following reasons:

(1) If the plaintiff had owned the land before the adoption of zoning, the hardship would have been proved, but this plaintiff buying with eyes open, "created the hardship."

(2) The land could be sold without loss.

(3) Even if a peculiar situation amounting to hardship were shown, such hardship must be balanced against the rights of other owners. Development for residence might be affected adversely by the cemetery.

Holy Sepulchre Cemetery v. Board of Appeals of the Town of Greece. Appellate Division of New York Supreme Court 60 N. Y. Supp. 2nd, p. 750, March 1946.

The Zoning Board of Review granted a variance to operate a boarding and rooming house in a residential zone where such use was forbidden, but stipulated "such variation and exception shall not run with the real estate in question and shall not pass to his (the applicant's) heirs, devisees, lessees or assigns."

The court held that the condition imposed was beyond the power of the Board. "It amounts to a licence or privilege to an individual and

does not relate in its proper sense to the use of property and the zoning thereof."

Olveson v. Zoning Board of Review of Town of Narragansett. Rhode Island Supreme Court 44 Atl. 2nd, p. 720, November 1945.

The city government granted to one Davis the right to operate a funeral home in a residence district in violation of zoning regulations and the superior court sustained the action of the city, but the supreme court, after saying that ordinarily it would not substitute its judgment for that of the city or its Board of Adjustment, found that there was no reason for the city's action except the personal interest of Davis. Since there was no evidence on the essential issue of the *public* interest, decision of the Superior Court was set aside.

Scott v. Davis. Supreme Court of New Hampshire 45 Atl. 2nd. p. 654, February 1946.

## Words and Phrases

Where the building inspector had refused a permit for a skating rink in the business district under the provision prohibiting "merry-go-rounds, ferris wheels and similar amusements," he was ordered by the court to issue a permit. "Similar" was interpreted by the court to be "generally resembling." Skating rinks do not resemble ferris wheels or merry-go-rounds and to refuse a permit in this case might put all amusements under the ban.

Piaget-Del Corp. v. Kulik. Supreme Court of New Jersey 45 Atl. 2nd. p. 125, April 1946.

## Piecemeal Zoning

This was a decision that neither an entire municipality nor an entire

## Planning and Civic Comment

county need be zoned at one time, and zoning regulations need not be uniform throughout the county. The court recognized that writers on the subject generally condemned "piece-meal zoning," but said the wisdom of the method was for the legislature to decide.

County Commissioners of Anne Arundel County v. Ward. Maryland Court of Appeals 46 Atl. 2nd. p. 689, April 1946.

### *Undertaking Business*

Where one in the undertaking business prepares a body at his business place and takes it to his home (in residential zone) for the ceremony, it is a violation of the prohibition against business in residential zones. Here the act was an incident of the business and is to be distinguished from the many instances where the deceased is taken from undertaker's business place to his late home for burial service.

Ulrich v. Maryland. Maryland Court of Appeals 46 Atl. 2nd. p. 637, April 1946.

### *Form of the Ordinance*

The brevity or simplicity of the ordinance will not make it invalid. Here the area was restricted to residence and farming by the following three paragraphs:

(1) The area shall be utilized for private residence and farming only.

(2) No mercantile, manufacturing or trade activities are permitted except for the purpose of sale of farm products or for clearing and developing the land for building purpose.

(3) Private residences or farms may be rented at the discretion of their owners.

Board of County Commissioners of Anne Arundel County v. Snyder. Maryland Court of Appeals 46 Atl. 2nd p. 689, April 1946.

### *Divisibility of Applicants' Plant*

One Musser had a showroom (in business zone) contiguous to shop (in industrial zone). He was refused, both by building inspector and Board of Appeals, a permit to change the front and raise the roof of the showroom, on the ground that showroom was part of an industrial use and there could be no enlargement of a non-conforming use.

Board of Appeals was overruled, since the showroom was a distinct business apart from the shop and was a conforming use.

Musser v. Board of Adjustment of Newark. New Jersey Supreme Court 46 Atl. 2nd p. 657, April 1946.

### *Twenty-Percent Protest*

The Plan Commission of New York City adopted a general amendment imposing greater restrictions on height and bulk of buildings. Provisions as to percentage of lot coverage varied in the different use-districts. There were protests by more than 20 percent of the area of land in all the retail use-districts. The city contended that the protests were insufficient to require the unanimous vote of the Board of Estimate: first, because right of protest is inapplicable to an amendment of such broad scope; second, protests should be required from 20 percent of all the area in all the districts affected by any provision of the amendment.

But the court held that since the retail use districts had been differently affected by the amendment, they could be separated from other use-districts and 20 percent protests from retail use-districts alone were sufficient.

431 Fifth Avenue Corp. v. City of New York. Appellate Division of New York Supreme Court. 59 New York Supp. 2nd, p. 25, December 1945.



**PARKS**

*The need of an orderly program for the acquisition of private in-holdings in the National Park System has increased considerably since July 1945, when this problem was presented to our readers by Director Newton B. Drury of the National Park Service.*

*Since the end of the war, the demand for summer homesites within the parks, increased interest in the harvesting of timber, and other influences have forced up the asking price for these non-Federal lands very materially. At the beginning of the war the approximately 600,000 acres of these in-holdings were valued at approximately \$20,000,000.*

*As an example of this increase in land values, some 300 parcels of privately owned land in Rocky Mountain National Park, comprising approximately 6,800 acres, could have been purchased in 1933 for \$500,000. Ten years later the lands and added improvements were valued at over \$800,000. Today it is estimated that they could not be purchased for less than \$1,200,000.*

*It is conservatively estimated by the National Park Service that not less than \$1,000,000 should be available each year for land acquisition if all privately owned lands needed to round out existing areas are to be acquired within the next 20 years. As a beginning for such a program a \$350,000 land acquisition item was placed in the 1947 fiscal year Interior Department appropriation estimate. Although this item was approved by the Bureau of the Budget it was rejected by Congress.*

*Until this acquisition program can be undertaken vigorously, the American people, to whom the National Park System belongs and which they have entrusted to the National Park Service for protection and administration, must face the consequences of the depletion of the scenic and recreational values of our parks and monuments because of the lack of control of certain lands inside of their boundaries.*

*A few more of the problems involved are illustrated on the following pages.*

*The cover page shows a typical Douglas Fir forest along Sol Duc Hot Springs road in Olympic National Park, Washington. On the opposite page is shown what has happened to similar areas located on privately owned land in this park.*





*Wood cutting above and logging below on privately owned land near Lake Crescent in Olympic National Park, Washington.*







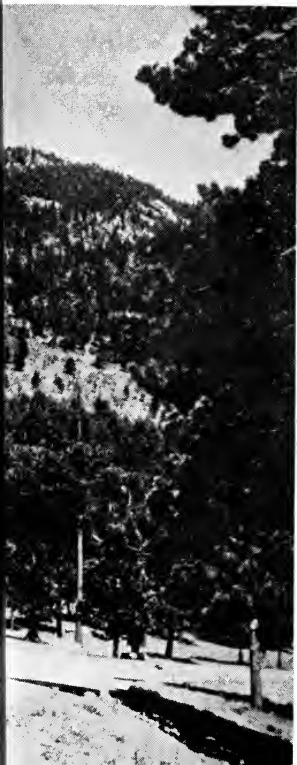
*Scenes on privately owned property in Cedar Breaks National Monument, Utah. Shown above is a general view over private property which extends completely over the rise in the background. On the opposite page are shown the remains of an old dance hall and an outbuilding.*

*Through the generosity of the people of Iron County, Utah, the Board of County Commissioners of that County have practically completed negotiations for the acquisition of the entire 120 acres of privately owned land in that area for the purpose of donating it to the United States for addition to Cedar Breaks National Monument. This gesture is genuinely appreciated.*



*The sharp curves in this primary highway in Rocky Mountain National Park, Colorado, are the result of the privately owned lands on either side of the highway.*





*This junction of three main highways in Rocky Mountain National Park, Colorado, is completely surrounded by privately owned land. The large building at the left is a hazard to automobile traffic because of its nearness to the roadway. The triangle of land between the roads is cluttered with gasoline pumps.*



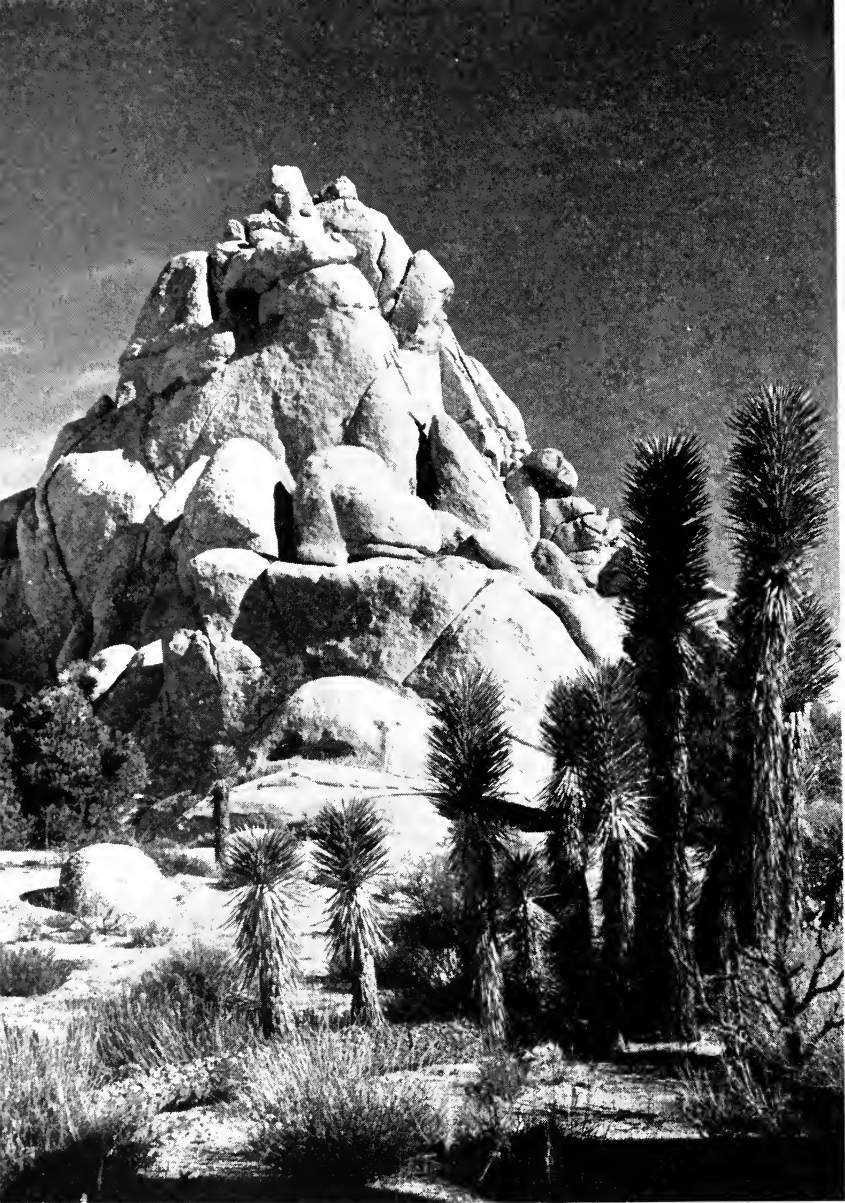
*There are many cases where the private landowner is not only willing but anxious to sell his holdings to the Federal Government for addition to the park or monument.*

*This beautiful meadow land lying along a main highway in Rocky Mountain National Park, Colorado, is privately owned. The owner would like to sell to the Federal Government to eliminate*



*any commercial enterprise being started here. Since funds for its purchase are not available and the owner is not in position to donate the land, he may be forced to sell for commercial purposes. This would result in not only the loss of this beautiful spot for scenic and recreational purposes, but would greatly increase its ultimate cost to the Federal Government.*





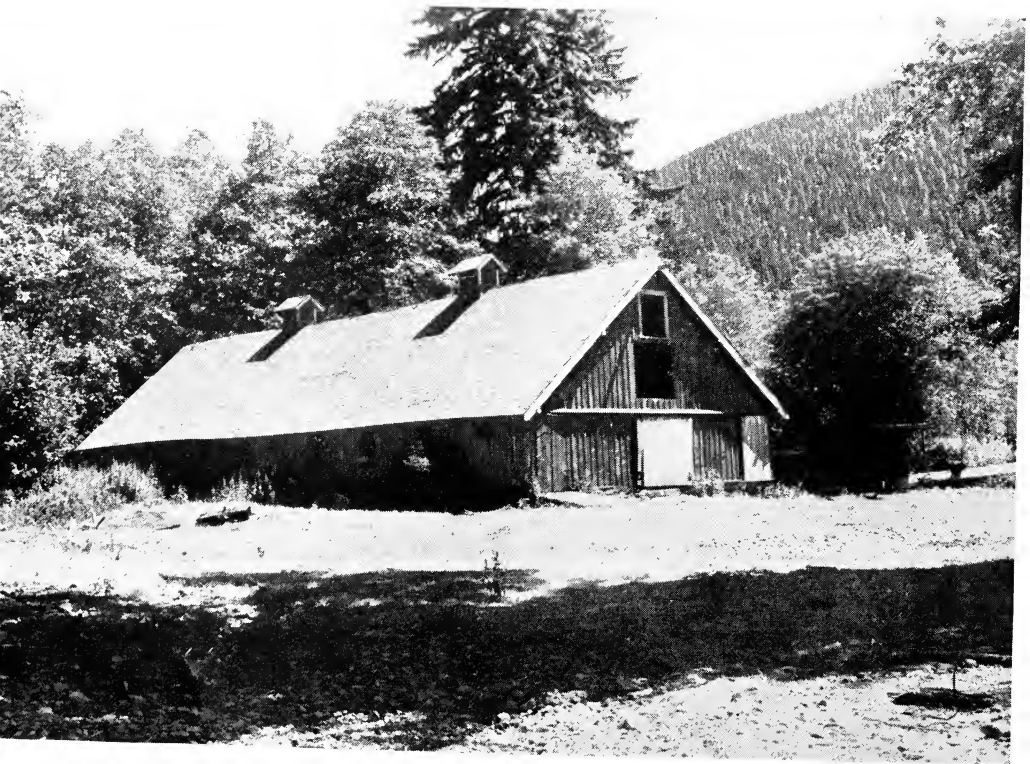
*Scenes on privately owned lands in Joshua Tree National Monument, California. On land such as that shown above, on which cattle can be grazed, young Joshua trees suffer a high death rate. The unusual rock features shown on the right are located on property owned by the Southern Pacific Railway Company.*



*Above is shown an overgrazed goat pasture on privately owned land in Carlsbad Caverns National Park.*







*Typical developments on private property in Olympic National Park, Washington.*

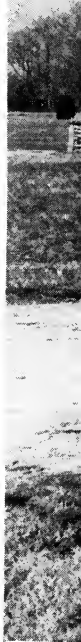


*The above dilapidated buildings on privately owned land in Jackson Hole National Monument, Wyoming, certainly detract from the view of the Teton Mountains.*

*Shown below are privately owned cabins and summer homes in Rocky Mountain National Park, Colorado. These are only a few of hundreds of such structures located on private property totaling thousands of acres of the most desirable lands in several of our national parks. Private ownership of these lands hinders development, protection and administration of the areas.*



*The historical areas of the National Park System, which lie chiefly east of the Mississippi River, have been established primarily for the purpose of preserving or restoring the historical scene as far as possible. Private property within the boundaries or encroaching on the borders of these areas hinders the fulfillment of this purpose.*





*The above view is taken from the front yard of the Moore House, in which the terms of surrender of the British General, Cornwallis, were drafted on October 18, 1781, and which is one of the principal points of interest in Colonial National Historical Park, Virginia. The three houses, shown here, which are entirely out of keeping with the colonial atmosphere of the old Moore Plantation, have been built on privately owned lots in recent years. Others will be built unless the property is acquired by the Federal Government.*

*On the left is shown a view of the reconstructed trench leading to an important battery in the Revolutionary War earthworks erected during the siege of Yorktown in 1781. The house is located on the site of the battery and is typical of the many places where private in-holdings prevent the completion of the battlefield exhibits planned for Colonial National Historical Park, Virginia.*



*Typical scenes on private property along U. S. Highway No. 211 in Shenandoah National Park, Virginia.*

*The scene on the right shows the beginning of a new real estate development on private property in the Lee Hill area in Fredericksburg and Spotsylvania National Military Park, Virginia.*





# State Park Notes



## PACIFIC COAST PILGRIMAGE

By the time this issue of **PLANNING AND CIVIC COMMENT** reaches its readers, the Pacific Coast Pilgrimage of State Parks will be over; but an account of the ten-day journey, with its meetings along the way, must await the October issue. Suffice it to say that reservations have been made by pilgrims from 21 States, the District of Columbia and Canada. There will be evening meetings in Los Angeles and Santa Barbara, dinners in San Francisco and Gearhart, Oregon, a camp fire at Richardson's in the Redwoods, and many picnic lunches in the state parks. Director Henning, Secretary Covington, Pearl Chase, Aubrey Drury, Major Tomlinson and Herbert Maier are arranging for groups to meet the pilgrims at various points, and Sam Boardman will have quite a delegation to greet the party at the Oregon line on the second Sunday, and drive through to Gearhart, where the pilgrimage will end.

Among those who have made reservations are:

Mr. and Mrs. Frank Quinn, Austin, Texas; Mr. and Mrs. V. W. Flickinger and Mrs. Addison Parker, Des Moines, Iowa; Mr. and Mrs. T. Arnold Rosenfeld, Akron, Ohio; Tom Wallace, Louisville, Ky.; Mrs. M. H. Startweather, Mrs. S. L. Kingman, Mrs. Herbert Drachman and Mrs.

Edna Miller of Tucson, Ariz.; Mr. and Mrs. Fred Dent, Baton Rouge, La.; Mr. and Mrs. J. Spencer Smith, Tenafly and Miss Eleanor Pommerencke, Guttenberg, N. J.; Mr. and Mrs. Fred J. Adams, Omaha, Neb.; Chas. P. Bickford, Augusta, Maine; Mrs. Maud Schollenberger and Mrs. Jack Spines, Wichita, Kans.; Mr. and Mrs. William W. Wells, New Orleans, La.; Mr. and Mrs. W. A. Rosenfield, Samuel Saner, A. R. Kugler and Geo. W. Williams, Springfield, Ill.; Mr. and Mrs. J. F. Maddox, Hobbs, New Mexico; Mr. and Mrs. Lewis Scoggin, Tallahassee, Fla.; Mr. and Mrs. James L. Segrest and Miss Dora Matthews, Montgomery, Alabama; Mr. Ed. Jameson and F. M. Herndon, Fulton, Mo.; F. M. Wilson, Platte, Mo.; Mr. and Mrs. William M. Hay, Nashville, Tenn.; Mrs. E. W. Frost, Fayetteville, Ark.; Robert Wirsching and Milton Matter, Indianapolis, Ind.; Harold Lathrop, Minneapolis, Minn.; James F. Evans, Albany, N. Y.; R. H. Bickford, Leamington, Ontario, Canada; and Harlean James, and Conrad L. Wirth, Washington, D. C. There will be a group of Californians, including Mr. and Mrs. F. L. Olmsted, Mr. and Mrs. A. E. Henning, Mr. and Mrs. Jack Covington, Miss Pearl Chase, Mr. and Mrs. David Bohanan, Mr. and Mrs. Ronald Campbell, Major and Mrs. O. A. Tomlinson, Mr. and Mrs. Herbert Maier, Aubrey Drury and Mr. George P. Larson. Sam Boardman will have a similar group at the Oregon line, but most of the Californians, expect to make the Oregon trip.



Harold W. Lathrop is resigning his position as Director of the Division of State Parks in Minnesota to join the staff of the National Recreation Association to cover the Western and Northwestern States.

He assumed his new duties on September 1, but plans to attend the Pacific Coast Pilgrimage of the National Conference on State Parks throughout the trips and will attend the Board Meeting, which is scheduled for September 26, in San Francisco, in connection with the Pilgrimage. L. E. Fiero, of St. Paul, will succeed Mr. Lathrop.



On April 1, Secretary of Agriculture Clinton P. Anderson amended a regulation governing the national forests to provide that areas set apart and reserved for public recreation use shall be closed to any inconsistent use or occupancy. The amended regulation in its entirety is as follows:

By virtue of the authority vested in the Secretary of Agriculture by the act of June 4, 1897 (30 Stat. 35, 16 U.S.C. 551), and the act of February 1, 1905 (33 Stat. 628, 16 U.S.C. 472), I, Clinton P. Anderson, Secretary of Agriculture, do hereby amend Regulation U-3 of the rules and regulations governing the occupancy, use, protection, and administration of the national forests, which constitutes S251.22, Chapter II, Title 36, Code of Federal Regulations, to read as follows:

S251.22. RECREATION AREAS. Suitable areas of national forest land, other than wilderness or wild areas, which should be managed principally for recreation use may be given special classification as follows:

(a) Areas which should be managed principally for recreation use substantially in their natural condition and on which, in the discretion of the officer making the classification, certain other uses may or may not be permitted may be approved and classified by the Chief of the Forest Service or by such officers as he may designate if the particular area is less than 100,000 acres. Areas of 100,000 acres or more will be approved and classified by the Secretary of Agriculture.

(b) Areas which should be managed for public recreation requiring development and substantial improvements may be given special classification as public recreation areas. Areas in single tracts of not more than 160 acres may be approved and classified by the Chief of the Forest Service or by such officers as he may designate. Areas in excess of 160 acres will be classified by the Secretary of Agriculture. Classification hereunder may include areas used or selected to be used for the development and maintenance as camp grounds, picnic grounds, organization camps, resorts, public service sites (such as for restaurants, filling stations, stores, horse and boat liverys, garages, and similar types of public service accommodations), bathing beaches, winter sports areas, lodges, and similar facilities and appurtenant structures needed by the public to enjoy the recreation resources of the national

forests. The boundaries of all areas so classified shall be clearly marked on the ground and notices of such classification shall be posted at conspicuous places thereon. Areas classified hereunder shall thereby be set apart and reserved for public recreation use and such classification shall constitute a formal closing of the area to any use or occupancy inconsistent with the classification.

In testimony whereof, I have hereunto set my hand and caused the official seal of the Department of Agriculture to be affixed, in the City of Washington, this 29th day of March 1946.

(Seal) CLINTON P. ANDERSON,  
Secretary of Agriculture

The June issue of *Recreation*, published by the National Recreation Association, is devoted entirely to "State Recreation Services." Included are articles on parks, forests, highways, extension services, youth authorities, libraries, universities, conservation, educational authorities, and planning boards.



*Connecticut:* Donald B. Alexander has resigned as Administrative Director, Connecticut State Park and Forest Commission, to accept the position of Chief of the Division of Planning and Budget for the Veterans' Administration at Richmond, Virginia. He will continue his interest in state park activities.



*Florida:* Administration of the Overseas Highway, formerly under control of the Overseas Road and Toll Bridge District, has been taken over by the Florida State Road Department. This Highway is a section of the road from the Florida mainland to Key West.



*Illinois:* George W. Williams, Superintendent of State Parks, in the Summer issue of *Illinois Public Works*, reports the acquisition of several new parks as part of a plan to have a park or memorial within

50 miles of every person in the State. Illinois Beach State Park on Lake Michigan will preserve the unusually fine dune flora and fauna and yet offer the maximum of recreational features. This development will accommodate 72,000 bathers, and will have bathhouses, refreshment stands, suit, towel and umbrella rentals, picnic areas, camping areas, playgrounds, and a "boardwalk," the first in the mid-west. Other new areas include three historic sites, two areas noted for their geologic formations, two areas that are well known for their medicinal springs and two areas of outstanding recreational value.



*Indiana:* In the July issue of *Outdoor Indiana*, Robert F. Wirsching, Director of State Parks, discusses the principles governing development of the Indiana State Park System and outlines plans for its future expansion.

Shakamak State Park was host for the Women's Senior AAU National Outdoor Swimming and Diving Championships on August 16, 17 and 18. Splendid facilities for swimming and diving, together with excellent accommodations for spectators and officials, provide an ideal setting for outdoor swimming meets.



*Kentucky:* The following is a partial quotation from a form letter of June 12 from Director of State Parks Russell Dyche to his park personnel concerning one phase of his public relations program:

It is now time for each employee of all the parks to become active salesmen and saleswomen of Kentucky's entire State Park System—their own and all the other parks. . . . Learn about other points

of attraction, especially in your own immediate section, so that you can talk interestingly about them, as one having authority. Let us do what we can to make a better Kentucky by advancing Kentucky State Parks. We can do this in a number of ways, but in no way better than to see that our visitors have the very best service possible, to the end that they will go away happy and with a longing to return. . . . 1946 should be the greatest year in the history of Kentucky State Parks. . . . What we—you and I—do and the way we do it will determine in a great measure the extent of that success.



*Montana:* The State Park Commission has granted an exclusive concessions contract to Link Brothers of Billings. The State is to receive 10 percent of the gross income from all sources. When improvements have been completed, title will be conveyed to the State which agrees to pay their full cost without interest. It is thought that this can be accomplished within 10 years although the contract runs for 25 years.



*Minnesota:* Harold W. Lathrop was the author of an article, "New Park on the St. Croix" in the Minnesota bulletin, *The Conservation Volunteer* for May-June, 1946. The area is a gift to the State by Miss Alice O'Brien of Marine-on-the-St. Croix in memory of his father, the late William O'Brien, pioneer Minnesota lumber man. The area donated by Miss O'Brien is two miles north of Marine-on-the-St. Croix and as Mr. Lathrop writes, is "Nature wrought" for recreational purposes. It comprises a wooded area covered by a beautiful growth of deciduous trees and a low woodland area through which a stream flows and a flat meadow extending to State Trunk Highway No. 95. Mr. Lathrop writes also in the July-August 1946 issue of the same magazine on other new state parks in Minnesota.



*New Jersey:* C. P. Wilber, Director of the Division of Forestry, Geology, Parks and Historic Sites, reports in the March-April issue of *Pennsylvania Park News* that New Jersey has added 2,343 acres during the war period to its park areas. This consists of one entirely new park of 802 acres to be known as Farny State Park and additions to seven existing parks. New Jersey has also been progressing steadily in the acquisition of tax delinquent land from the municipalities by action of the municipalities. To date there are 54,000 acres in this category.

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Thomas W. Haigh has been promoted from Assistant Chief to Chief of the Bureau of State Parks of the New Jersey Department of Conservation. He has served with the Department for 12 years in forestry and park work, including the superintendency of Ringwood State Park. He replaces J. G. Borton. Supt. J. J. Truncer of Parvin State Park has been appointed Assistant Chief of the Bureau replacing Mr. Haigh.

*New York:* Kenneth B. Disher has resigned as Executive Secretary for the Allegany State Park Commission, effective October 15. DeForest A. Matteson, Forester, has been designated to serve as Acting Executive Secretary pending selection of Mr. Disher's successor.

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Allegany State Park is to benefit from a fund of \$817,495 for a huge construction program which will include a scenic highway over

South Mountain from Salamanca to the Red House lake area to be the main entrance to the park, cabins, camps, picnic grounds and pool for children.

*South Carolina:* P. R. Plumer has been named State Park Director to succeed R. A. Walker who resigned shortly after his return from the Army to enter private business. J. H. Gadsby, who served as Acting State Park Director during the war, has returned to the National Park Service in the capacity of a park planner.

*Texas:* The June issue of *Sparks* reports that, "The Parks Board has a college president and former governor as one of its park managers—Pat M. Neff, President of Baylor University and Manager of Mother Neff State Park."

In order to aid the large number of tourists coming to Texas this year, the State Highway Department is operating four border information stations, at which each tourist receives a free copy of the Texas Highway Map, a list of tourist courts and a list of state parks.

*Virginia:* The former Swift Creek Recreational Demonstration Area of 7,605 acres was transferred from the National Park Service to the State on May 31, 1946, for administration as part of its state park system. Its new name, Pocahontas Memorial State Park, was selected by means of a local contest. The area contains three organized camps

of 56-camper, 80-camper, and 96-camper capacity and day-use recreational facilities which, before the war, attracted approximately 160,000 visitors annually.



Washington: Miss Jennie Weeks, Secretary of the State Parks Office

of Olympia, Washington, has written a number of articles, booklets, and pamphlets on the parks of her State, the latest of which is "An Invitation to Washington's State Parks" published by the State Park Committee. It is an attractive presentation of the scenic features of the state park system of the Evergreen State.

## For Better Roadsides

By FLAVEL SHURTLEFF

### *The Outdoor Advertisers Promise*

The State of New York is building a super-highway across the State. It will have all the modern improvements for moving traffic rapidly and safely, including the control of access to the road from abutting private land. It will cost plenty, but will be worth it.

Now comes the Outdoor Advertising Association of New York in annual convention (May 1946) and resolves that *its members* will refrain from constructing billboards along the *non-business areas* of the throughway.

Let us not forget that outdoor advertisers have promised at other conventions and that performance has been slim. One well-remembered resolution and statement of policy adopted at a national convention in 1933 put the advertisers on record as favoring zoning of the state highways by a state agency. But the record shows only consistent opposition to all zoning proposals by outdoor advertising interests either in their own name or in the name of some of their creatures like the

"Highway Property Owners Association."

What will the performance of this last promise accomplish? It binds only members of the New York Outdoor Advertising Association. Independent advertisers can display their wares. And it leaves to be defined "non-business areas." At other times and in many places it has been held by the advertisers that *one* business, no matter how small, or how temporary, makes a business area.

This last adventure in cooperation between the public as represented by the highway commission and the advertisers will be keenly watched. Maybe it's just good business to keep billboards off these super-highways, in spite of the great temptation to use them. Maybe the advertisers are listening and are sensitive. Certainly their offer to cooperate was not made because they feared action by the New York Legislature, which had before it an excellent bill. "No person shall erect or maintain within five hundred feet of any point in the border of any

throughway or controlled access highway in the State any billboard or other outdoor advertising device." That was the gist of the bill. But New York legislatures have a long record of smothering all anti-billboard measures.

We are inclined to believe that the rather limited promise will be carried out, but real accomplishment in protecting the new road from the billboard nuisance will depend not so much on the action of the advertisers as on community action and the action of the New York Highway Commission. Communities can zone. That is the way the Merritt Parkway in Connecticut is protected. The Highway Commission can control by the full use of the non-access principle the location of "business areas."

### *Express Highway Planning in Metropolitan Areas*

Joseph Barnett, Chief of the Urban Road Division of the U. S. Public Roads Administration, has written an excellent paper on a vital subject. It is in the *Proceedings* of

the American Society of Civil Engineers for March, 1946. The factors that influence the location of arterial routes in the city and their effect on the city plan are discussed. The advantages of by-passes are conceded, but Mr. Barnett points out that they do not go where 80 to 90 percent of the traffic is heading for. Only in small communities, 2500 or less in population, does the by-passable traffic reach 50 percent of the total traffic. In the larger cities there is found to be a pattern which approaches standard for arterial routes in the city. It consists of a "close-in circumferential route from which arterial roads to the outskirts of the city and beyond radiate in several directions. The pattern may twist, bulge, or be cut off on one or more sides; the inner circumferential route may be round, square or elongated; the radial routes may be somewhat circuitous—but the pattern is apparent." The relative merits of different types of expressways are presented and the need of factual data, preliminary engineering reports, and an economic analysis is stressed.

# Three National Parks Dedicated

The National Park Service has announced the dedication of three national parks during the summer. Secretary of the Interior, J. A. Krug, dedicated the Olympic National Park on June 15, 1946. Isle Royale National Park, Michigan, was dedicated on August 27, with ceremonies held at Mott Island, headquarters of the Park, and Mammoth Cave National Park, Kentucky, was dedicated on September 18.

In his address made at the dedication of Olympic National Park, Secretary Krug said:

This is the twenty-sixth national park established by Congress. It is one of the great areas of America, and has already become one of the most important of the reservations that have been set aside for the enjoyment and inspiration of all our people for all time. It is the greatest asset of the Olympic Peninsula and will become increasingly so with the passing of the years. But it has far more than local significance. It belongs to the Nation; and therefore the Nation has the responsibility so to protect and administer it as to keep its beauty and its greatness unspoiled, and to assure its enjoyment by countless generations of our people. . . . .

Usually inventories are cold things; but an inventory of the things that give Olympic National Park its greatness is something to stir the spirit.

South of Lake Crescent, behind the mountains that stand guard over it, lies the heart of the Olympics which culminate in the grandeur of Mt. Olympus itself, surrounded by its satellite peaks. Through the valleys and on the upper meadows ranges the largest surviving herd of the Roosevelt elk, one of the outstanding mammals of the North American continent. With them, favored as to food supply and the climate, flourish other animals native to the region, living their own lives protected from interference by man.

On the lower slopes to the westward is that marvel of growth, the "rain forest," a prime example of the once vast virgin

stands of Douglas fir and hemlock, cedar and Sitka spruce. Product of good soil and the abundant moisture borne in from the Pacific, the assemblage of forest giants, rising from undergrowth that is almost tropical in its luxuriance, is a natural spectacle the like of which is contained in no other national park.

Can we preserve too much of this kind of beauty in America?

There are those, I know, who say that the Olympic National Park is too large—that it takes in too much merchantable timber which, if released, would prolong the life of the logging companies and mills of the region. That issue, it seems to me, was decided by Congress in 1938, when, after prolonged debate, it authorized the preservation of a maximum of 898,292 acres. Congress, which also has decreed "the preservation from all injury or spoliation of all timber" in the park, alone possesses authority to modify its decision of eight years ago.

I have been asked to make some of this forest available for commercial use, but, of course, I have no authority to take it, under the law. I am convinced that such forest as that which gives Olympic National Park such outstanding distinction must be preserved, if future generations of Americans are to have the privilege of savoring fully and deeply its wilderness grandeur. This is one of the remaining great stands of virgin timber, and we should be very slow to deprive succeeding generations of the best example of primeval forests that once were so extensive.

It has been suggested that the park be selectively logged for the utilization of its "ripe" timber; that the park forests would be improved by such cutting. Even if the basic park act would permit it, I cannot concede that for park purposes, this forest would thus be "improved." The national park concept—the maintenance of natural conditions—precludes those practices which are designed to produce the greatest returns of commercial products. We have also to consider the problem of how the cutover area would be left and whether or not its condition would be suitable for park purposes. And, too, once logging is introduced—no matter how selective—the delicate balance of nature is disrupted and the forest no longer exists in its superlative natural state.

I recognize, of course, the importance of the lumber industry in the Northwest, as well as in other parts of the United States. I know that by far the greater portion of our forests must be subjected to logging, in order to meet the pressing needs of the Nation. I know, too, that no fair decision on such matters can be made which refuses to give due consideration and proper weight to its local effects. However, I wish to declare, unequivocally, my conviction that, where questions affecting a national park are concerned, the interest of the Nation as a whole is paramount. We have no choice but to think of the rights of future generations. Had earlier generations not been thinking and planning for us, we might not today have had the unspoiled wonders of Yosemite and Yellowstone.

Having in mind the Nation's needs, it is only the really extraordinary examples of virgin forest, such as we have in this park, that we can justify setting aside for preservation and enjoyment of their scenic grandeur. There is included in all the National Park System only a little more than one percent of the forested lands of the United States, while the entire System contains only 85/100 of one percent of our total land area. Surely this fraction of one percent is not too much of our native landscape to hold intact as the forces of nature created it. I doubt if it is nearly enough. Other countries, realizing the value of this concept of land use, are seeking advice from us as to how to establish national parks. Some of these countries are starting too late: much of their perishable natural beauty has been long destroyed. We in America have not started too late, as Olympic National Park attests. But the endeavor—much of which I must recognize as honest and sincere,—to reduce the gains made by the great conservationists of the past, requires us today at least to match their vision and determination and courage by defending what they have won for us and for our children.

The preservation of scenery, or of sites of scientific or historic interest does not, of course, always require ownership or

administration by the Federal Government. Quite the contrary. Important as the National Park System is, it derives this importance not from the number or size of the areas it contains, but more from the fact that it contains the supreme examples of each type that are of special concern to the entire Nation.

The Department of the Interior, of which the National Park Service is an important part, and I, as Secretary of the Interior, have a deep concern that in the management of the Department's affairs, which touch at so many points on the utilization of our natural resources, all resources shall be wisely used. That is the essence of conservation. I am profoundly certain that the lands and their resources that have been included in national parks and monuments are not "locked up."

Isle Royale National Park contains 138,838 acres in northern Lake Superior, including some 200 islands and islets. It is noted for its wild-life, especially moose, and has several historic sites of early Michigan. The area was authorized by Congress in 1931 and was established in 1940.

Mammoth Cave National Park contains 50,547 acres and its chief feature is Mammoth Cave, with its many miles of underground passages, spectacular limestone formations, Echo River and fishes and insects peculiar to the Cave. The Park was authorized by Congress in 1926 and established in 1941. Lands within the area were purchased by the State of Kentucky through the Kentucky National Park Commission and the Mammoth Cave National Park Association.

# A Citizen Looks at Planning\*

By LEE J. NINDE, Ft. Wayne, Ind.

*A citizen looks at planning.  
What does he see?*

Planning means different things to different men. To some it means wider streets and boulevards. To others it means parks and playgrounds and a more beautiful city. But to many it means only a protection for their individual property through zoning. It's because they don't want a junk yard across the street or a boiler shop outside their bedroom window. But when the same threat is made to a distant part of town, they sit back comfortably and say it is none of their business.

Speaking of zoning, we might say that zoning, in the mind of the citizen, was the eye opener on the subject of planning. In our rapidly growing cities during the past fifty years, he saw many evidences of loss to property and business by helter-skelter methods of building. It was not difficult to convince the citizen that zoning, which was synonymous with planning in his mind, was necessary to his happiness, peace and prosperity.

The larger aspects of planning, however, have presented a different and more serious question. Established businesses, narrow highways, rigid railroad systems, do not yield readily to control or change. Politicians do not welcome the controversies brought about by new ideas. Community planning is a long time process and provides no immediate credit to brag about and

help in winning elections. While streets, sewers, water systems and bathing beaches furnish visible evidence of concern for the community's welfare, the larger problem of coordination in city planning, bringing agreement out of contention and harmonizing a multitude of varied opinions is not a task sought by anyone, least of all by the office holder or professional politician.

The citizen looks with apathy, tinged with skepticism, at the efforts of the few who seek to bring order out of chaos and present an over all plan which can be dignified by the name of Master Plan.

The subject of citizen interest in planning also has a history. In 1904 at the Louisiana Purchase Exposition, a group of citizens met in St. Louis and organized the American Civic Association. Its president for 21 years was J. Horace McFarland of Harrisburg, Pennsylvania. His successor for 12 years was Frederic A. Delano. Among many other accomplishments of that organization was the saving of Niagara Falls from the power interest which would have reduced that magnificent natural wonder to a mere trickle. The organization brought about the establishment of the National Park Service, and recently the Potomac River was saved from the encroachments of the power interests. Those two things were great in themselves but from the activities of the members of that organization have sprung innumerable projects which have brought planning constantly

\*Address given at Economic Council Meeting, Bedford, Ind., July 31, 1946.

closer to the citizen. The annual meetings in different sections of the country carried valuable information and great inspiration to local civic leaders. Under the banner of public interest in planning, its literature and high minded leadership prepared the way for another step in planning which took place in 1935, establishment of the National Planning Board. . . . .

It has been recognized all these years by the professional city planners and by the public generally that planning must be supported by citizen interest. In 1940 the Indiana Civic Association was organized for the purpose of supporting State Planning. The citizens of our State had already displayed an interest in planning but three and a half million people are not educated to new ways over night. The rich farm lands in the northern section of the State do not generate the same interest as the hills and mines in the south. The industrial region around Gary and its varied population do not think the same thoughts as the river people down south. Planning is not a static affair. It must adjust itself to the local needs and ideals.

In 1941 the lack of knowledge and interest in planning on the part of the rural representatives in our Legislature nearly resulted in the repeal of the county and state planning acts. It was only by an emphatic demonstration on the part of both public officials and private citizens at a meeting in Indianapolis at which more than half of the legislators were guests that the effort to repeal the statutes was blocked.

In 1942 a significant interest on

the part of the citizens of Indiana was demonstrated. In response to an invitation from Gov. Schricker, a thousand people attended the National Conference on Planning at Indianapolis. Eighty-nine counties and 142 communities were represented. The effect of the Conference was felt the following year when the Legislature voted an appropriation of \$25,000 per annum, for the maintenance of the Economic Council, which took over the functions of the State Planning Board. Following this evidence of supporting interest on the part of the Legislature, the appropriation in 1945 was raised to an approximate figure of \$50,000 per year. . . . .

There are three forces which control community action; the public officials, the business men and the citizens.

The citizen at the present time, however, is aware only of the major problems of the state and community. His thinking is limited to a few subjects and even in political matters is too likely to be led by mass thinking and party considerations. But organized thinking and logical conclusions can be reached in community matters as well as in private business, or in politics. The question before us today is how to marshal the potential strength and intelligence of the citizen toward still higher accomplishments in community living.

In every community there are civic minded men and women who, sooner or later, will take hold of its problems as citizens and work zealously to improve the community. That kind of civic ambition now has its opportunity and support

through planning. There is work in the community for the citizen to do. Even in the large cities, citizen organizations have brought about notable political reforms. The citizen organization is steadily progressing and is becoming recognized in many cities as a stabilizing influence in municipal affairs and a constructive force in their upbuilding. New York, Philadelphia, Cleveland, Chicago, Cincinnati, and St. Louis are only a few of the larger cities which owe much to their citizen organizations. There are

many smaller communities which have profited in that way. Citizen organization, as a part of our American way of life, has acquired a definite status.

A local citizen organization in the larger cities should have at all times an experienced staff. It would act as a coordinating body between the different groups toward the making of a Master Plan and could bring to a realization through the years all the benefits that combined interest and effort would make possible.

## **New Plans for Development of the George Washington Memorial Parkway**

The new legislation adopted August 8, 1946, amending the act of 1930 which provided for the establishment of the George Washington Parkway along the Potomac River from Mount Vernon and Fort Washington to Great Falls has eliminated much of the language which prohibits expenditure by the U. S. of any money for the construction of the Parkway on the Maryland side of the Potomac, except as part of the Federal-aid highway program. The prohibitions contained in the original act were applicable only to the construction of that part of the Parkway on the Maryland side of the Potomac River, and did not apply to the portion of the Parkway in Virginia.

The amendments eliminate from section 1 (a) of the George Washington Memorial Parkway Act the proviso which bars the expenditure

of Federal Funds for construction except as part of the Federal-aid highway program, and would eliminate from section 1 (b) the last sentence which likewise prohibits any share of the cost of the roads mentioned except as Federal-aid highways. These inhibitions apply only on the Maryland side and not to the portions of the Parkway on the Virginia side. As this discrimination has operated to defeat in large measure the development of the Parkway, the new legislation was enacted to remove the cause of the difficulty.

Certain additional stream valleys are to be included in the area, through the new act, for development by the National Capital Park and Planning Commission. Cooperation between the Maryland National Capital Park and Planning Commission and the National Capi-



tal Park and Planning Commission will provide for the acquisition of the Anacostia Park system up the valley of the Anacostia River, Indian Creek, The Northwest Branch and Sligo Creek. Substantial progress has been made in the acquisition of lands designated in the law during the 16 years of its operation. Experience of the Maryland Commission and the National Commission has demonstrated that certain other stream valleys should be added to the law. The new legislation therefore adds: "Paint Branch and Little Paint Branch" which are tributaries of Indian Creek, "Little Falls Branch and Willet Run" which are tributaries of Cabin John Creek. Further, the two Commissions have included the Oxon Run Parkway from the District to Marlboro Road. Oxon Run

Parkway within the District has been acquired by the National Commission and is now one of the District's Parkways. The new legislation extends the Parkway as far as the Marlboro Road, thus giving this part of Prince Georges County a very desirable parkway.

The waters from all these stream valleys flow into the Potomac and Anacostia Rivers and the acquisition of the stream valleys carries out the plans and purposes of the basic law. Maryland has spent substantial sums in the development of the lands and the Maryland authorities will cooperate in carrying out the plan.

The new legislation should materially hasten the development of the George Washington Memorial Parkway.

### NEW ANNUAL DISTRIBUTED

*By this time, all members have been sent the American Planning and Civic Annual. The significant papers delivered at the Dallas Planning Conference in April are the chief feature of the volume. The Annual, formerly issued in the Spring, has been published somewhat later than usual in order to include those papers.*

# TREASURY BILLBOARD TO BE REMOVED THIS YEAR

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## THE COMMISSION OF FINE ARTS WASHINGTON

Dear Mr. Secretary,

July 30, 1946

Some years ago your predecessor in office arranged for the erection of a large billboard on the south side of the Treasury building in the District of Columbia for the purpose of advertising bond drives.

The Commission of Fine Arts have always looked upon this billboard with disfavor, but have never before raised the question concerning the propriety of a billboard in such a prominent place on public lands. Now that the War is over, the Commission feel that this billboard should be removed. It is exceedingly embarrassing to the Commission of Fine Arts, more particularly since we are the agency which carries out the provisions of the so-called Shipstead-Luce Act aimed to control the appearance of private property bordering upon the public lands in the National Capital. Unless the Government itself can keep its house in order, it is readily understandable how we may find difficulty in dealing with private corporations and individuals.

Therefore, I would respectfully urge that this billboard on the south side of the Treasury Department Building be removed at the earliest possible date.

For the Commission of Fine Arts:

The Honorable  
The Secretary of the Treasury  
Washington, D. C.

Respectfully yours,  
(Signed) Gilmore D. Clarke  
Chairman

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## THE SECRETARY OF THE TREASURY WASHINGTON

Dear Mr. Clarke:

Aug. 12, 1946

This will acknowledge your letter of July 20, addressed to former Secretary Vinson, concerning the billboard by the south side of the Treasury building.

As you observed, the board was erected during the war. Former Secretary Morgenthau considered it an important item in calling attention to the War Loan Drives, although he was personally not in favor, nor am I, of a display which might be considered unsightly.

The wartime purpose of the board has passed, but it is still essential to direct public attention to Savings Bonds in a forceful yet dignified manner. With our former volunteer force of six million bond salesmen largely dissipated, and the danger of inflation still great, it is most important to keep the Savings Bond message before the public, especially in the capital city.

This fall, from about November 11 through December 7, the Treasury will conduct its second peacetime, peak promotion of Savings Bonds, through which period the board will continue to be most useful. At the conclusion of this drive in December we will make arrangements for the removal of the board.

Thank you for bringing the matter to my attention.

Mr. Gilmore D. Clarke  
Chairman, The Commission of Fine Arts  
Interior Department Building  
Washington 25, D. C.

Sincerely yours,  
(Signed) John W. Snyder  
Secretary of the Treasury

# Commentaries

*Seattle Landscape Architects* have organized as the "Washington Society of Landscape Architects" to work more effectively as a group in furthering better design, construction and maintenance standards for garden owners and for all other landscape projects.

The immediate aims of the Society are to differentiate professionally trained Landscape Architects from members of other fields of gardening, to maintain high standards of professional practice, to collaborate with the other planning professions, and to study collectively all current problems of garden design and community planning.

The W. S. L. A. will have its headquarters in Seattle. The following officers have been elected for the coming year: Cash M. Beardsley—President; Willard E. Morgan—Vice President; Roberta Wightman—Secretary-Treasurer. The following committee chairmen have been appointed: Noble Hoggson—Legislation and Publicity; Edwin W. Grohs—Architect and Engineer Representative; Otto E. Holmdahl—Nursery Liaison Representative; Mrs. John Hanely—Education and Lectures; Linley Janzen—Civic Improvement; Robert J. Hansen—Membership.



*Eugene Sternberg, Czech architect and town planner*, has been appointed to the staff of the Department of City and Regional Planning of Cornell University. Mr. Sternberg will begin his teaching duties in September.

Since the war, Mr. Sternberg has been active in the replanning of bombed areas in London. While preparing detailed studies of London neighborhoods, he served as senior assistant architect to Sir Patrick Abercrombie, eminent British town planner who prepared the new County of London Plan.

Working at the same time on schemes for the reconstruction of Czechoslovakia, Mr. Sternberg participated in the international competition for the replanning

of Lidice, Czech village destroyed by the Nazis.

A student of architecture at Prague University from 1936–38, Mr. Sternberg continued his studies at the University of London School of Architecture, where he qualified for the Royal Institute of British Architects in 1943. From 1943 to 1946, Mr. Sternberg taught at the University of London, at Cambridge University, and at Regent Street Polytechnic institute.

As assistant to Sir Patrick Abercrombie, Mr. Sternberg has aided in the preparation of replanning schemes for Cambridge, Bournemouth, Winchester, and other English cities. He has also worked on the conversion of historic buildings, including St. Catherine's College, Cambridge, and the Guildhall at Winchester.



*General reorientation of the landscape architecture field at Michigan State College* is being undertaken by Harold W. Lautner, new head of the department of landscape architecture and formerly of the department of city and regional planning, Graduate School of Design, Harvard University.

A broad program is being mapped for strengthening all courses in design and construction on a high professional level with emphasis aimed at techniques in keeping with progress in modern architecture, urban development and landscape architecture.

The point of view of space planning in functional design in these fields, as reflected in the work of the best modern designers is being incorporated into the revamped courses and schedules. Commencing with the fall term intensified work will be given in the functional aesthetic approach.

Lautner will be assisted by Charles Barr, well known for his horticultural and design writings, and Carl Gerlach, both formerly of Massachusetts State College. Recently added to the staff also

was Milton Baron of the Graduate School of Design of Harvard University. When available, visiting practicing designers in these fields are to conduct discussions, to aid students in getting a broad outlook of the professions in practice.



The University of Florida announces an elective course in City and Regional Planning for senior civil engineering students commencing with the first semester of the 1946-47 academic year. The course is outlined as follows:

### Part I—INTRODUCTION TO CITY PLANNING

- (1) Meaning of city planning
- (2) Physical characteristics of cities
- (3) Historical development of cities
- (4) Trends in city planning

### Part II—THE CITY AND ITS INTEGRAL PARTS

- (5) Street systems and traffic control
- (6) Transportation systems:
  - (a) Railway and Railroads
  - (b) Water and Air Ways
  - (c) Vehicle and Other
  - (d) Combination (Air-Ground-Water)
- (7) Utility Systems:
  - (a) Water
  - (b) Power
  - (c) Heat
  - (d) Light
  - (e) Communications

### Part III—THE CITY AND ITS INHABITANTS

- (8) Subdivision
- (9) Zoning
- (10) Housing
- (11) Public Buildings

### Part IV—REGIONAL PLANNING

- (12) The City
  - (a) Legal Authority
  - (b) Financing
  - (c) Educational and Promotive Functions
- (13) County, State and Federal
  - (a) Coordination of City Plans (Metropolitan areas)
  - (b) Standardization of Regional Planning

A *Master Plan Committee* for the Fort Wayne Civic Association, Inc., has been appointed by President Worthman. With Alvin M. Strauss, Architect, as chairman, the following members have accepted the assignment: A. G. Burry, Property owner; W. C. Dickmeyer, Member of the City Planning Commission; A. K. Hofer, Engineer; H. J. Mammoser, Chairman, Civic Affairs Committee, of the Chamber of Commerce; R. S. Perry, Attorney; G. A. Poag, Realtor; A. H. Schaaf, Housing; R. Nelson Snider, Educator; Dr. W. C. Warner, Health; A. C. Wermuth, Contractor. There is much important work to be done by this committee.



R. M. Hattie of Halifax, Nova Scotia, has graciously sent to the APCA library a copy of a new planning report, *The Master Plan for the City of Halifax*, as prepared by the City Planning Commission, November 16, 1945. He wrote that the city had spent \$16,000 for the preparation of this planning scheme, and that it is a very comprehensive report, though the City Council has been in no great hurry to implement it.

Much of interest is presented in the volume. Halifax was founded in 1749 and its location was governed by its strategic military importance rather than by its economic possibilities. It, therefore, presents many difficulties as a city, to efficient modern planning. Halifax was originally planned on a London drafting board to consist of 35 blocks, roughly 320 feet long and 120 feet wide, with 55-foot streets. These were laid out of what is now the Citadel without regard to topography and certainly with no expectation of serving a city of today's proportion. The planning recommendations of the present report are therefore to be examined with great interest. Despite the limitations of the principal business section which is confined to the original area as laid out, there are many favorable features. It is pointed out that Halifax may easily become a great summer playground. Halifax harbor, Bedford Basin and the North West Arm and an almost continuous chain of lakes

give it a natural endowment which is a challenge.

During the past two wars, the worth of the city to the Empire has been proved as it has served as the principal port through which Canada poured her products. The folly of haphazard planning has been realized and the city has taken advantage of its powers under the Nova Scotia Town Planning Act for establishing a Planning Commission. The preparation of a Master Plan emphasizes the need for present and long range planning of public works, zoning, and the use of the land generally.



Lawrence M. Orton, Commissioner of the New York City Planning Commission, in sending out the Commission's new publication, Program for the Public Libraries of New York City, wrote: "Once in a while a planning agency finds it has to do a somewhat special study as ours just issued on Public Libraries." The foreword of the publication which was prepared under Mr. Orton's direction by Alfred Morton Githens and Ralph Munn, goes on to say that the study was made for very specific and practical reasons.

The survey has been appropriately limited to general public use of the library system and does not make a comprehensive study of library service and administration. The principal purpose of the study has been the development of a long-term building program for meeting the city's public library needs. The study admits distinct limitations but it is stated that time and funds prevented fuller investigation. It is admitted that future library service for the city of New York is not merely a matter of building more branches after the general pattern of those already in existence. Consideration was given to the possibility that future library service may include such media as radio, motion pictures and television.

City planners will find it a useful contribution to this field of planning.



From Manila comes a most interesting communication over the signature of

Louis P. Croft, Adviser to the President on Planning, which deals with the preliminary plans and reports of the Major Thoroughfares of Manila and its Downtown Area. Also sent was a copy of the Executive Order which established the National Urban Planning Commission in the Philippines. This order is substantially the bill which was passed by both Houses of the Philippine Congress but was given Presidential veto on a technicality. The bill will be reintroduced again in the next session. Meanwhile the Executive Order provides the Commission with the much needed legitimacy. C. McKim Norton was largely responsible for the drafting of the bill while he was on duty in the Philippines, being on loan from the Army for this purpose.

Public meetings have been held on the two plans presented, writes Mr. Croft, and as soon as the various committees have submitted their reports, the plan of the Downtown Area will be submitted to the City Council for adoption.

Some forty cities are crying for planning help but except for the larger ones, the Commission is unable to do justice to their pleas. The District Engineer and local authorities and citizens are doing everything possible to incorporate planning principles into these cities before they are rebuilt. Mr. Croft says that when the emergency of the urban problems is under reasonable control, more attention can be devoted to rural, regional and national planning.



The City Planning Commission of Richmond, Va., through Charles L. Reed, Chairman, has presented to the citizens of Richmond and the Mayor, a Master Plan for the Development of the City. A foreword warns that: "Traditions are for the most part static, but progress is dynamic. . . . So, Citizens of Richmond read your Master Plan, read it with an open mind, a mind that is on the march."

The volume is a comprehensive presentation of 280 pages covering population, land use, zoning, housing, major street plan, transportation—rail, water and air, local transit facilities, park

playground and recreational facilities, public schools, public buildings and publicly owned lands, appearance and administrative policy and practice and capital expenditure program. Preliminary reports on each of these subjects have been released. Final revision of all the reports resulted in the publication of the present volume which is to be a guide for private enterprise fully as much as for public officials.



*Off-Street Parking Study*, made for the City of Pomona by Gordon Whitnall, consultant, deals not only with the problem of off-street parking, but also with the real problem of stagnating business districts which give evidence of withering and in some cases of actually disintegrating.

Mr. Whitnall considers all the efforts which have been made to grapple with the problem of off-street parking. His conclusions bear devout attention. This report is concerned primarily with dynamic parking, as he calls it, and one of his important conclusions is that it is essential to establish the same relationship between the off-street parking facilities and the business establishments served as in the past have existed between the business establishments and the curbs upon which they relied for access.

While the problems of Pomona are under consideration, this is a report which all cities may read with great benefit. The author is an expert and his analysis of the problem is the nearest thing to a solution which can be found.

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### IN MEMORIAM

#### VANCE C. McCORMICK

1872-1946

We regret to announce the death on June 16th of Vance C. McCormick of Harrisburg, Pa., a member of the Association since 1904. Mr. McCormick supported the work of the Association generously, being especially interested in the preservation of Niagara Falls and the Federal City.

During his term of office as Mayor of Harrisburg, 1902-05, Mr. McCormick acted as the spearhead of the civic improvement program which developed Harrisburg into the well ordered city it is today.

National, State and civic leaders paid tribute to him for his outstanding contributions in politics and journalism. He was the publisher of the *Harrisburg Patriot* and the *Harrisburg Evening News*, and a member of the Associated Press.

In 1916, Mr. McCormick attracted nation-wide attention when he led the fight for the re-election of Woodrow Wilson as President, in the capacity of chairman of the Democratic National Committee.

A graduate of Yale University, Mr. McCormick received the degrees of Ph. B. and M. A., and LL.D. from Dickinson College in 1934.

He headed the War Trade Board 1917-19 and was a member of the war mission to Great Britain and France in 1917, having kept in close touch with the Government's activities during World War I. He accompanied President Wilson to the peace conference and served as a member of the committee on reparations. His association with President Wilson continued until the death of the war Chief Executive.

## Planning and Civic Comment

Mr. McCormick's membership in the American Planning and Civic Association covers the entire period of the life of the Association from the time of its organization in 1904 as

the American Civic Association. We give him grateful thanks for the understanding service he gave to the art of planning throughout his long and useful life.

### THEODORE W. NOYES

1858 - 1946

As we record the death of Theodore W. Noyes, it may be said of him if it were ever said of anyone, that no man ever showed more constructive devotion to the development of the National Capital.

Mr. Noyes died in his 89th year on July 3, 1946, at his home in Washington, after a long illness. He was editor-in-chief of the *Evening Star*. Nearly 70 years ago he came to the *Star* to work under his father, the late Crosby S. Noyes, and became editor at the death of his father in 1908. Mr. Noyes was born and educated in Washington, graduating with honor from Columbia College, now George Washington University, in 1877.

His civic affiliations were too numerous to mention in detail. Few men had more intimate acquaintance with the plans for the development of the Nation's Capital. None was more closely identified with the growth of Washington since the Civil War to the present time. To the end of his life, despite his illness, he was absorbed in the physical development of Washington. In fact, his career as a publicist was distinguished by his devotion to the improvement and beautification of the city.

He sponsored campaigns throughout the years for the elimination of

railroad grade crossings, removal of railroads from the Mall, the building of Union Station, the removal of the old Long Bridge over the Potomac River and the construction of its successor, the removal of unsightly overhead trolleys for the street car system, and the development of an extensive park and playground system.

He was the promoter of the citizen association movement and long waged a fight for political equity for the citizens of Washington and to secure representation for the District of Columbia in Congress and the Electoral College.

He was a staunch supporter of the Organic Act of 1878 which established the relationship between the District of Columbia and the Federal Government for the support of the Federal City on a 50-50 basis, to maintain and improve the Capital. Among Mr. Noyes' writings are two significant works entitled, "Fiscal Relations between the United States and the District of Columbia," published in 1916, and "Representation of the District of Columbia in Congress," published in the same year. His writings in the *Star* on these subjects were prolific and numerous.

As one of the original members of the Committee of 100 on the Fed-

eral City of the American Civic Association, he threw the full weight of the news and editorial columns of the *Star* behind the movement to establish the National Capital Park and Planning Commission. His membership in the Association has continued throughout the past thirty

odd years and the influence of his newspaper was ever at the disposal of those who worked for civic improvement.

The National Capital will be a perpetual memorial to him throughout the life of the Nation.

### Financing Community Planning\*

By JOHN D. MORRISON, Auditor-General of Michigan and member of the Michigan Planning Commission

It has been said that we Americans are a money-minded people. Whether this charge is justified or not, it is certainly true that one of the first questions that is asked whenever any new civic undertaking is discussed is, "What will it cost?" The subject of community planning always raises the problem of finance. This is a sound attitude. It is always well to look ahead before engaging in any new governmental venture.

In dealing with the subject of financing community planning, there are three factors to be considered: (1) the establishment of a planning commission, (2) financing the operation of planning, and (3) the costs of carrying out the planned program. Since popular misconceptions seem to predominate about these factors, let us examine each of them carefully.

In the mere establishment of a planning commission, whether for a county or a municipality, there is no cost involved. Whenever a city or village council or a county board of supervisors feels that sufficient community interest and support have developed for the creation of a

planning commission, that governmental body can act swiftly and easily. The legislative steps in establishing such a commission are simple and can be carried through with no cost, except the publishing of the ordinance.

In order that a planning commission, once established, may carry out its functions, certain costs are involved. These are of a twofold nature: the cost of operating the commission as an agency of local government, and the cost of making the plans. In the first instance, it is evident that the planning commission's operating costs will depend upon the extent of the planning program to be undertaken. The commission will need office space, secretarial help, and at least one technically qualified employe on a part-time or full-time basis. This technician will be the city or county planner or planning consultant.

A number of cities employ a city planner on a full-time basis and include his salary and other expenses of the planning commission as a normal item in the annual city budget. Other communities, smaller in size, have found it practical to

\*Address given at Local Planning Institute at Escanaba, June 10, 1946, in condensed form.



## *Planning and Civic Comment*

hire a planning consultant, either for several months of intensive work or for a specified number of days per month.

A third practice is for several places in the same area to pool their financial resources for planning and employ a planning technician full time, his work being apportioned among the local units of government involved. This procedure should be more widely practiced in view of the scarcity of planning technicians and the limited means of smaller cities.

The actual cost of preparing plans will vary considerably from community to community according to the nature of the surveys to be made and the kind of projects and improvements planned for. The preparation of a master plan for development of a community or a county involves months of work and sometimes several years. It has been estimated that the cost of preparing a master plan runs from 25c to \$1.00 per capita on the basis of the size of the community and according to the degree of voluntary assistance given by the citizens of the community in making the studies and surveys and participating in the formation of the plan.

Some helpful figures from the State of New Jersey throw light on planning expenditures. A survey of the various cities of that State revealed that the planning costs ran as follows:

Cities 2,500 to 5,000 population,  
\$2,500 to \$4,000 a year

Cities 5,000 to 10,000 population,  
\$3,500 to \$6,000 a year

Cities 10,000 to 25,000 population,  
\$4,500 to \$8,500 a year

Cities 25,000 to 50,000 population,  
\$7,500 to \$15,000 a year

It should be remembered that the cost of preparing a master plan is usually spread over a period of time. In larger communities, the work cannot be achieved in a single year, and hence the cost is spread over several annual budgets.

One of the major assets of community planning is its comprehensiveness. It is costly and wasteful to make unrelated surveys and do unrelated planning for simple projects.

Any community of any size can afford to have a planning program. The work done by the planning commission does not increase the rate of expenditure for city or county improvements. Public works projects come into existence as they are advanced by the various agencies and departments of city or county government. Without a comprehensive plan, they may be chosen unwisely, may be poorly integrated, badly timed and may become obsolete too soon. Both the municipal and the county planning commission acts provide the legislative body that creates the commission with the power to make appropriations for its work. The right of the commission to accept and use gifts for the exercise of its function is also embodied in each act. It is not uncommon for civic organizations to make contributions for the work of city and village planning commissions. Such manifestation of community interest is both helpful and healthy, but should not be depended upon as the major source of support for a planning commission.

## *Planning and Civic Comment*

The outright expenditure of money for planning is considerably reduced if the active participation in studies and surveys can be obtained from many persons and agencies within the community. The cooperation of various professional groups and associations can be enlisted.

It is in the financing of improvements and projects recommended by the planning commission that the greatest expenditures are involved. The planning commission is charged with the responsibility of recommending to the appropriate public officials, from time to time, programs for public structures and improvements and plans for financing such enterprises. The Municipal Planning Commission Act requires further that each year the city planning commission shall prepare a planning program covering public structures and improvements for the next six years in general order of their priority, specifying that the projects and improvements shall be those needed or desirable and capable of being undertaken within the six-year period. The approval and construction of such projects are normally handled on an individual basis by the legislative body and the detailed blueprints and specifications are usually presented by the particular agency or department of local government within whose province they fall.

Before the first section of a city or county development plan is ready for adoption, work should be under way on a financial study of the municipality or county and preparation of a program for financing the various sections of the plan. Progressive counties and cities, like

intelligent families, not only budget for the year, but plan their finances for several years in the future. Financial planning is the coordinating guide for all community improvements and construction. Usually the basic factor that controls any such project is the ability of the department, municipality or county to finance the enterprise without undue burdens on present or future taxpayers.

The financial program for the realization of planning projects involves much more than a statistical study of the financial structure of the city or county, its revenues and expenditures for previous years, and its probable future ability to pay for new projects. What is called for is a detailed study of the financial resources, budget operation, and financial needs of local government, just as detailed studies are made on such problems as housing, transportation, recreation, or any other part of the planning program.

On the basis of this intensive study, an analysis of the facts, trends, and needs revealed should be made. From this work, an over-all financial policy for the community should be developed. This is a step for the city or county governing body to take. The resulting policy should reflect both the will and the ability of the people to meet the costs and solve the special problems of the community. Encompassed by such an over-all policy will be such matters as: the use of general and special funds; kinds, purposes, and retirement of bonds; current and future sharing of costs by state and Federal Government; possible change in the legal limits on reserves or

maximum debt; the necessity for capital budgeting, and the effect of business cycles on income and financial structure.

As far as the financing of special projects and improvements is concerned, five major methods of obtaining the needed funds are available: 1. *Pay as-you-go*; 2. *Bonds*; 3. *Special assessments*; 4. *Legalized reserves*; and 5. *New sources of revenue*. The general property tax has been the traditional source of

municipal revenue in Michigan as in other States, but many of our cities are now operating under drastic tax rate limitations. Other sources to be considered are: parking meters, increased license taxes on wholesale and retail commercial enterprises, street rental from water and electric utilities where these are municipally owned, and city services, such as garbage collection, on a utility basis.

### ALFRED BETTMAN'S PAPERS PUBLISHED

Within a year after his death, the important contributions made to city planning literature by Alfred Bettman have been published. The assembling and organizing of the material and the preparation of the manuscript were sponsored by the Alfred Bettman Memorial Fund Committee and published by the Harvard University Press as No. 13 of the Harvard City Planning Studies. Arthur C. Comey served as editor and John Lord O'Brian wrote the foreword, which is a superlative tribute to Mr. Bettman.

This collection of Mr. Bettman's papers, assembled in this new volume for the first time, covers the principal controversial planning issues down to this very day. The issues are dealt with one by one and yet in such a manner as to fit together as a composite statement, thus bearing out Mr. Bettman's own repeated insistence that park planning, major street planning, even zoning were not in themselves city planning, but only became so when integrated with one another in a comprehensive or master plan.

The papers included in the volume are: *A Beginning and a Prophecy—Cincinnati, 1916*; *City Planning Vital to Individuals and Community Growth*; *From Planning to Reality*; *City Planner and City Engineer Relationships*; *The Planning Commission: Its Function and Method*; *Planning Principles Applied to the Federal City*; *Master Plans and Official Maps*; *The Master Plan: Is It an Encumbrance?*; *The Fact Bases of Zoning*; *The Decision of the Supreme Court of the United States in the Euclid Village Zoning Case*; *Recent Trends in Zoning Legislation*; *A Backward Step in Zoning*; *Zoning of Roadsides*; *Legal Phases of Street Development*; *How to Acquire Park and Other Open Spaces*; *Is Housing a Public Use?*; *Housing Projects and City Planning*; *Statement to the Sub-Committee on Housing and Urban Redevelopment, Committee on Postwar Planning, U. S. Senate*; *Requirements of a Sound Urban Redevelopment Statute*; *Urban Redevelopment Legislation*; *Constitutionality of the District of Columbia Redevelopment Bill*; *How*

to Lay Out Regions for Planning; Legal and Practical Difficulties in Carrying Out Regional Plans; Planning as a State Function. The Law Briefs include the Village of Euclid *et al. v. Ambler Realty Company* and the United States of America *v. Certain lands in Louisville, Kentucky, et al.* The legislative forms include the draft of an act to Zone Highway Protective Areas; and the revised draft of an Act for Urban Development and Redevelopment.

Of the papers, four were culled from the printed records of the American Planning and Civic Association, and its predecessor organizations. These are: The Planning Commission: Its Function and Method; Planning Principles Applied to the Federal City; Urban Redevelopment Legislation and constitutionality of the District of Columbia Redevelopment Bill.

A Bibliography of Mr. Bettman's published writings on planning and housing has been compiled by Miss Katherine McNamara and is a valuable feature of the volume. Miss McNamara has arranged the writings chronologically from 1917 to 1945.

In concluding his foreword, Mr. Comey says, "It is hoped that the contents of this volume will make clear the distinctive and constructive character of his pioneering achievements in this all-important field of social improvement. It is hoped further that it will serve to keep alive and help to continue the influence of the basic ideas and principles of sound planning, zoning, and urban development, which he perceived so clearly, believed in so profoundly and advocated so ably."

The volume is a priceless reference work for all planning libraries, large or small.

## Recent Publications

Compiled by Katherine McNamara, Librarian of the Departments of Landscape Architecture and Regional Planning, Harvard University

- CANADA. DOMINION BUREAU OF STATISTICS. The future population of Canada. Ottawa, The Bureau, 1946. 61 pages. Lithoprinted. Tables, charts. (Bulletin no. F-4.) Price 50 cents.
- COLEAN, MILES L. Your building code. New York, National Committee on Housing, Inc., Feb. 1946. 29 pages. Price 35 cents.
- DAYTON, OHIO. CITY PLAN BOARD. Annexation study: Dayton metropolitan area, January 1946, prepared by the Dayton City Plan Board for the City Commission, Dayton, Ohio. Dayton, Ohio, The Board, 1946. 73 pages. Mimeographed. Maps, tables.
- FEDERATION OF SOCIAL AGENCIES OF PITTSBURGH AND ALLEGHENY COUNTY. BUREAU OF SOCIAL RESEARCH. Mobility of public housing residents. Pittsburgh, The Federation, Feb. 1946. 29 pages. Mimeographed. Tables. (Pittsburgh Public Housing Reports, no. 5.)
- FROESCH, CHARLES, AND WALTHER PROKOSCH. Airport planning. New York, John Wiley & Sons, Inc., 1946. 250 pages. Illus., maps, plans, diags., cross sections, tables, charts. Price \$7.00.
- GRAY, GEORGE HERBERT. Housing and citizenship: a study of low-cost housing. With a foreword by C. E. A. Winslow. New York, Reinhold Publishing Corporation, 1946, 254 pages. Illus., maps, plans, diags., cross sections, elevations, tables, charts. Price \$6.50.
- HOWARD, EBENEZER. Garden cities of tomorrow. Edited with a preface, by F. J. Osborn; with an introductory essay by Lewis Mumford. London, Faber and Faber, Ltd., 1946. 168 pages. Illus., maps, plans, diags. Price 6s.
- KIDD, JOHN P. Community centre. Ottawa, Canadian Council of Education for Citizenship, [1945]. 116 pages. Illus., plans, chart, tables.
- KINGSBURY, LAURA M. The economics of housing as presented by economists, appraisers, and other evaluating groups. New York, King's Crown Press, 1946. 177 pages. Price \$2.50.
- KRUG, J. A. Production: wartime achievements and the reconversion outlook;

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- a report to the War Production Board. [Washington, The Board], Oct. 9, 1945. 113 pages. Lithoprinted. Tables, charts. (WPB Document no. 334.)
- LOS ANGELES COUNTY, CALIF. REGIONAL PLANNING COMMISSION. Report on the revised master plan of shoreline development as amended by the Regional Planning Commission . . . the Board of Supervisors . . . Los Angeles, The Commission, Feb. 1946. 31 pages. Illus., plans, cross sections, tables.
- MCALLISTER, GILBERT, AND ELIZABETH GLEN MCALLISTER, eds. Homes, towns and countryside; a practical plan for Britain. With contributions by Sir Patrick Abercrombie [and others]. Illustrated from photographs, plans, etc. London, B. T. Batsford, Ltd., 1945. 169 pages. Illus., map, plans, diags. Price 18s.
- NEW YORK (STATE). SPECIAL COMMITTEE ON SOCIAL WELFARE AND RELIEF OF THE NEW YORK JOINT LEGISLATIVE COMMITTEE ON INTERSTATE COOPERATION. Integration of public welfare services in the state of New York; the revised plan. Albany, N. Y., The Committee, 1946. 38 pages. Table.
- NICHOLAS, R. City of Manchester plan, prepared for the City Council, by R. Nicholas. Preface by William Philip Jackson and by Ottiwell Lodge. Norwich, printed and published for the Manchester Corporation by Jarrold & Sons, Ltd., 1945. 273 pages. Illus., maps, plans, cross sections, tables, charts. Price 12s, 6d.
- PLANNING AND RECONSTRUCTION, 1946. Advisory ed., F. J. Osborn. London, Todd Publishing Co., Ltd., 1946. 769 pages. Illus., tables. Price 21s.
- REGIONAL PLAN ASSOCIATION, INC. Foundation conditions, Borough of Manhattan, as indicated by depth of soil to bed rock. New York, The Association, 1946. 3 pages. Mimeographed. Map.
- RHYNE, CHARLES S., and PHILIP H. HILL. Legal and statutory materials for city use in meeting the veterans housing emergency. Washington, National Institute of Municipal Law Officers, 1946. 24 pages. (Report no. 133.) Price \$2.00.
- RICHMOND, VA. CITY PLANNING COMMISSION. A master plan for the physical development of the city. Richmond, The Commission, 1946. 280 pages. Maps (part folded), plans (part folded), diags., cross sections, tables, charts.
- SCHAUFFLER, MARY. The suburbs of Cleveland; a field study of the metropolitan district outside the administrative area of the city; a part of a dissertation submitted to the faculty of the Division of the Social Sciences in candidacy for the degree of Doctor of Philosophy, Department of Sociology, June 1941, [University of Chicago]. Chicago, The University, 1945. Various paging. Lithoprinted. Maps, tables.
- SHARP, THOMAS. Exeter phoenix; a plan for rebuilding. London, published for the Exeter City Council by the Architectural Press, 1946. 153 pages. Illus., maps, plans, diags., tables, charts. Price 10s.
- SLEEPER, HAROLD R. A realistic approach to private investment in urban redevelopment applied to East Harlem as a blighted area. The Manhattan Development Committee . . . New York, The Architectural Forum, Time Inc., 1945. 89 pages. Lithoprinted. Illus., maps, plans, tables. Price \$2.50.
- G. Harmon Gurney assisted the author.
- STUART, JOHN. Wings over America: the future of air power. New York, Public Affairs Committee, 1946. 31 pages. Diags., charts. (Public Affairs Pamphlet no. 114.) Price 10 cents.
- TAX INSTITUTE. Tax-hungry cities. New York, The Institute, Mar. 1946. 9 pages. Tables. (Tax Policy, vol. 13:3.) Price 25 cents.
- THE TRUSTEES OF PUBLIC RESERVATIONS. Fifty-fifth annual report, 1945. Boston, Mass., The Trustees, 1946. 60 pages. Illus., maps, tables.
- U. S. FEDERAL PUBLIC HOUSING AUTHORITY. Public housing: the work of the Federal Public Housing Authority. Washington, [Govt. Printing Office], Mar. 1946. 45 pages. Illus., tables. Price 20 cents.
- U. S. FOREST SERVICE. National forest areas. [Washington], Govt. Printing Office, 1946. 15 pages. Map, tables.
- U. S. NATIONAL HOUSING AGENCY. Community goals for emergency housing. Washington, The Agency, Apr. 1946. 30 pages. Lithoprinted. Illus., chart. (Veterans' Emergency Housing Program. Community Action Bulletin 1.)
- WICHITA, KAN. CITY PLANNING COMMISSION. Comprehensive plan, city of Wichita, Kansas. Wichita, The Commission, 1946. Various paging. Illus., maps, plans, cross sections, tables, charts. Price \$2.00.
- WYATT, WILSON W. Veterans emergency housing program; report to the President. [Washington], Govt. Printing Office, 1946. 13 pages.

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**DAVID E. LILIENTHAL,**  
Chairman TVA.

An address delivered in Buffalo, June 21, 1946

# Planning and Civic Comment

Successor to: City Planning, Civic Comment, State Recreation

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# Planning and Civic Comment

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## New York Tackles Traffic Congestion

The New York City Planning Commission on November 13, presented to Mayor O'Dwyer and the Board of Estimate a ten-point program to reduce traffic congestion. The program consists in the main of recommendations made to the Commission by Gano Dunn, W. Earle Andrews and Gilmore D. Clarke, engineering consultants, as part of a traffic survey made for the Commission. Robert Moses, City Construction Coordinator, estimates the cost of carrying out the program at \$125,000,000.

Major proposals endorsed by the commission were:

1. Construction in 1947 of six parking garages, four of which would be situated in Manhattan, with a capacity of 6,233 cars, and eventual construction of thirteen others.

2. Installation of 8,500 parking meters in congested areas to limit and regulate parking.

3. Construction of an elevated expressway across Manhattan at Thirtieth Street that would involve widening the street by about 100 feet.

4. Widening of Second Avenue from East Thirtieth to East Fifty-ninth Street and possibly to East 125th Street.

5. Improving and rearranging the Manhattan approaches to the Queensboro Bridge.

6. Advancement of Manhattan highway improvements previously proposed such as the Crosstown Expressway, Miller (elevated West Side) Highway extension, East River Drive completion and the Harlem River Drive.

7. Construction of pedestrian sub-surface walks in Forty-second and Thirty-fourth Streets.

8. Conversion of Eighth Avenue, between Fourteenth and Fifty-ninth Streets, and Ninth Avenue, between the same limits, into one-way traffic arteries and requiring buses to operate in lanes next to the curbs.

9. Amendment of the zoning law to give the City Planning Commission control over the location of new bus terminals.

10. Zoning law changes giving the commission greater authority over parking facilities of all kinds whether developed by public, semi-public or private agencies.

We are indebted to the *New York Times* for the following digest of the proposals:

### OFF-STREET PARKING

With respect to off-street parking, the Commission approved for immediate advancement the following projects:

A new parking garage, with a capacity for 2,000 cars, to be built in conjunction with a new Madison Square Garden in the vicinity of

## Planning and Civic Comment

West Fifty-eighth and West Fifty-ninth Streets to be financed by the Madison Square Garden Corporation and the Triborough Bridge and Tunnel Authority under an agreement with the city.

A new parking garage on the east side of Third Avenue between East Fifty-ninth and East Sixtieth Streets with a capacity for 1,045 cars.

A new parking garage on the west side of the Avenue of the Americas between West Thirtieth and West Thirty-first Streets with a capacity for 728 cars.

A new parking garage at the Manhattan entrance to the Brooklyn-Battery Tunnel to be built as part of the tunnel project with a capacity for 1,000 cars.

A new parking garage with a capacity of 960 cars to be built in connection with the Brooklyn civic center improvement.

Inclusion of parking facilities for 500 cars at the St. George Ferry Terminal, Richmond, which is now being reconstructed.

Acquisition of three outdoor parking areas in Queens, with facilities for 2,300 cars. One would be located adjacent to the main line of the Long Island railroad on New York Avenue, Jamaica, another near the Bayside Station of the Long Island railroad and the third in the Flushing business districts near the Flushing subway terminal and Main Street station of the Long Island railroad.

### SPACE FOR 7,000 CARS

Of the remaining thirteen parking garages suggested by the consultants ten would be located in

Manhattan with a capacity of 7,000 cars, one in the Bronx with a capacity of 590 cars and two in Brooklyn with a capacity of 1,100 cars. The commission recommended that \$130,000 for studies and preliminary plans for these buildings be included in the 1947 capital budget.

In recommending that construction of these garages be undertaken by public authority, the consultants said:

"Adequate off-street parking facilities have not heretofore been provided by private enterprise and consequently this matter has become one of public necessity which now demands immediate attention."

Such garages, they said, would be self-supporting only if the city acquires and donates the land needed and waives taxes on the property.

They recommended that a fee of 25 cents for the first two hours be charged for parking in such garages and that the buildings be so constructed as to provide space for stores on the first floor and the usual facilities for selling gasoline, oil and garage services. On this basis the consultants estimated revenues at \$3,660,700 a year and costs at \$2,265,700 for all sixteen garages in their program. This would leave \$1,395,000 for interest and amortization.

While this would not be enough in itself to amortize construction costs in thirty years, it could be made sufficient by the addition of the revenues from the 8,500 parking meters proposed, the consultants added. The report estimated net revenues from parking meters, based

## *Planning and Civic Comment*

on a charge of 5 cents for the first half-hour, at \$1,105,000 a year.

An amendment to the Triborough Bridge and Tunnel Authority charter would be necessary before it could undertake the construction. The report recommended that such a change be requested of the State Legislature at its next session.

### PARKING METERS

In endorsing the consultants' recommendations for installation of 8,500 parking meters, the commission urged that this be undertaken at once "in order to offset the adverse effects on business of complete exclusion of parking and that the program for the installation of parking meters be extended to various sections where such parking is consistent with the general program of traffic relief."

The initial cost of the meters, estimated at \$425,000, would be met, under the Commission's plan by the Triborough Bridge and Tunnel Authority, thereby providing a basis for pooling the revenues from the meters and parking garages.

In submitting their recommendations the consultants indicated a belief that Police Commissioner Arthur W. Wallander had gone too far with his orders barring all parking in mid-town Manhattan. They expressed a view that congestion could be eased by limiting parking to one side of one way streets and making provision with parking meters for greater turnover in cars using the remaining side.

When they began their investigations, the consultants reported all three were opposed to parking meters.

"We have been to many other cities where parking meters have been installed," they continued "and it is the overwhelming opinion of the public officials who have installed them that they are successful in their operation and are the most realistic method of controlling curb parking."

They suggested that the meters be so regulated that a motorist might leave his car in the first instance for two half-hour periods by inserting two nickels or a dime in the meter. If he preferred he could pay only a nickel and thereby buy the right to remain a half hour.

The consultants said they had considered suggestions that have been advanced from time to time for the construction of underground garages in Manhattan but rejected them as not feasible. For one thing, in most areas where space is needed there are huge quantities of conduits, aqueducts and other facilities underground, they said. For another, the cost would be higher than could be justified, in their opinion.

### EXPRESSWAY

If the Commission's 4 to 3 recommendation is accepted by the Board of Estimate, \$255,000 for preliminary design and mapping of the Thirtieth Street Expressway will be included in the 1947 capital budget. The eventual cost was estimated by the consultants at \$42,000,000.

The fight against the recommendation was led by Commissioner Cleveland Rodgers who attached to the Commission's report a separate memorandum arguing in favor

of a crosstown tunnel linking the Lincoln Tunnel and the Queens-Midtown Tunnel.

In their report the consultants said that 90 percent of the traffic entering Manhattan through existing tunnels has the midtown area for its destination and only 10 percent goes from tunnel to tunnel.

Describing the proposed expressway the consultants' report said:

"The proposed expressway along Thirtieth Street will require the acquisition of one row of lots for a depth of about 100 feet along the south side of the street between First Avenue and a point midway between Seventh and Eighth Avenues, where it will pass along the north side to a point just west of Tenth Avenue where it again returns to a right-of-way along the south side of the street extending west to Twelfth Avenue. At this point connections to the Miller Highway, by means of new ramps designed to accommodate all traffic movements, are proposed. Direct and convenient access between the midtown area and the Miller Highway is desirable at this point since the nearest existing points of access are at Twenty-third and Fortieth Streets.

"It is proposed to provide a connection with the East River Drive by constructing the Expressway in a depressed and covered section between Bellevue Hospital and the proposed New York University Medical Center. It will pass under First and Second Avenues and, rising gradually to grade midway between Second and Third Avenues, will ultimately become an ele-

vated structure over Third Avenue. The Expressway is planned, however, in a manner to permit the temporary crossing of Third Avenue at grade until such time as the elevated railroad structure now there is demolished. The Expressway elevated structure will extend westerly across the borough, passing over all avenues to a point halfway between Eighth and Ninth Avenues, where it will descend to grade and pass under Ninth, Tenth and Eleventh Avenues to meet Twelfth Avenue, the westerly terminus, at grade.

"This Midtown Expressway will occupy a right-of-way having a total width of about 160 feet, made up of the new taking of approximately 100 feet and the sixty-foot width of Thirtieth Street. The elevated sections of the Expressway, for the use of both passenger cars and trucks, will provide for six lanes of moving traffic, three in each direction, between Second Avenue and Ninth Avenue. The end sections, Second Avenue to East River Drive and Ninth Avenue to Twelfth Avenue, will provide for four lanes of moving traffic, two lanes in each direction. On the surface it will consist of two streets about forty feet wide for three lanes of moving traffic and one parking lane in each direction separated by a central mall fifty feet wide and will serve both passenger cars and trucks. Altogether twelve lanes of moving traffic and two parking lanes will be provided. The fifty-foot mall under the elevated portion of the structure will also be used for parking."

## *Planning and Civic Comment*

### SECOND AVE. WIDENING

The widening of Second Avenue proposed by the consultants and endorsed by the commission would provide for eight moving lanes of traffic and two parking lanes between the Queensborough Bridge and Thirtieth Street, where it would have connections to the suggested Expressway. The widening would be achieved by taking eighty feet of property on the east side of the avenue, making the avenue 180 feet wide.

While the scope of the report they were asked to submit only covers the midtown area, the consultants nevertheless urged that the widening be continued beyond the bridge approach to 125th Street. Such a highway, they said, would provide ready access to the Triborough Bridge, the Deegan Expressway, the Boston Road Expressway, the New England Thruway and the Bronx and Hutchinson River Parkways.

In connection with this improvement the consultants recommended that a number of roadways below Thirtieth Street be restricted to one-way traffic. Third Avenue below Thirtieth Street would be restricted to southbound traffic; Chrystie Street and Second Avenue would handle only northbound traffic.

Discussing the proposal the consultants said:

"In proposing the widening and landing of Second Avenue we took account of the subway route planned by the Board of Transportation to serve ultimately as a substitute for the Third Avenue Elevated structure. By separating the

traffic in each direction by a mall forty feet wide, the construction of the subway may be carried on more effectively and without serious interruption to vehicular traffic on the avenue. Where the proposed subway is close to the surface it may be constructed in an open cut within the width of the mall and roofed over in a manner to provide more adequate ventilation than if constructed wholly under the pavement of Second Avenue."

### BRIDGE APPROACHES

Changes in the approaches to the Queensborough Bridge urged by the consultants were estimated to cost \$13,154,000, of which \$6,154,000 is for needed land.

Improvements recommended include (a) the reconstruction of an upper-deck driveway for westbound traffic on the north side of the bridge, on a portion of the bridge structure, formerly used by the "El" spur that extended over the bridge from the old Second Avenue elevated railroad, a project already studied by the Department of Public Works; (b) the construction of new connections between the upper level on the north side of the bridge and the street system, including a new driveway to First Avenue; (c) the designation of the existing south upper driveway for eastbound traffic and the improvement of the approach of one section of the approach to this upper level; (d) the elimination of the grade crossing of Second Avenue and the approaches to the Bridge from Fifty-ninth and Sixtieth Streets by depressing the approach

roadways and by the construction of suitable ramps; (e) the construction of a terminal for Queensborough buses so that they may discharge and take on passengers conveniently in an adequate covered space.

#### PEDESTRIAN UNDERPASSES

The cost of installing the pedestrian underpasses at Forty-second and Thirty-fourth Streets recommended by the consultants is \$2,750,000. The Forty-second Street underpass would follow the north side of the street from Grand Central Terminal to Broadway. Moving stairways would be installed in the existing subsurface passageways in the vicinity of Thirty-fourth Street. Such changes, the consultants said, would eliminate some congestion caused by pedestrians crossing busy highways at grade and would also develop new shop frontage.

#### CURBS ON BUSES

A bus regulation proposed by the consultants and endorsed by the Commission would require all franchise buses to follow a marked lane next to the curb except as they are required to deviate by parked cars. Such a regulation, it was noted, has worked very successfully in Rochester, N. Y.

In transmitting this recommendation, the Commission added to it a unanimous request that Eighth and Ninth Avenues be restricted to one-way traffic: Eighth Avenue northbound and Ninth Avenue southbound. A similar regulation was attempted under Mayor Fiorello H. LaGuardia but was voided in the courts on application of the

Eighth Avenue Coach Company which operates a franchise line along Eighth Avenue.

One of the separate opinions in the Commission's report noted that the franchise involved comes up for renewal soon and suggested that the change could be made then without danger that it could be invalidated a second time.

As part of their discussion of West Side traffic, the consultants reported that the Port of New York Authority is contemplating a second large truck terminal in the area bounded by Washington, Houston, Spring and Greenwich Streets.

#### BUS TERMINALS

The consultants said they had given special attention to bus terminals in Manhattan and had reached the conclusion, following conferences with many interests involved, that there should be three bus terminals on the west side, north of Twenty-third Street.

"It is our firm conviction," they added "that the concentration of all or of a majority of the bus lines entering Manhattan Island into a single huge terminal is not in the best interests of relieving traffic congestion or of serving the patrons of the bus lines."

Recommending that permission be granted to expand the existing Greyhound Bus Terminal just east of Eighth Avenue, between Thirty-third and Thirty-fourth Streets, the consultants said they had been advised that, in such an event, the operating companies would agree:

1. To continue only their own lines and those long-haul lines that now use the terminal.

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2. Discontinue the Capitol Terminal at Fiftieth Street between Seventh and Eighth Avenues.

3. Discontinue using a garage in Long Island City, thereby eliminating substantial bus traffic through the congested midtown area.

4. Eliminate short-haul tenants which account for 40 per cent of total bus departures.

Commissioner Lawrence M. Orton of the Bronx, in a dissenting opinion, said that the arguments against a central union bus terminal were "specious." If properly connected with rapid transit a combined terminal, in his opinion, would relieve congestion instead of increase it as the consultants argued.

Commissioner Goodhue Livingston, taking a similar view, said that "the bus situation from all

practical standpoints remains as much up in the air as it was before they (the consultants) undertook their labors."

Commissioners Edwin A. Salmon, John C. Reidel and Robert Moses, in a separate statement, said they did not want their vote in favor of the consultants' bus recommendations construed as a commitment on their part to approve an expanded Greyhound terminal. An application for expansion, they said, will be considered on its merits when it is submitted. They added:

"In the light of all the conditions, personalities, history and legal rights involved, it will prove impossible to bring all the companies into one Port Authority Terminal."

## Mr. Bassett Warns Against Illegal Variances

Edward M. Bassett, who knows more about the law of zoning than anyone else, sent us this communication:

There is a great deal of criticism all over the country against zoning because boards of appeals make changes in the guise of variances. For instance, a board of appeals will authorize a permit for a change of a one-family house in a one-family residence district into a two-family house. This is equivalent to making an amendment to the zoning ordinance. The board of appeals is not a legislative body and it cannot amend the law. It can do two things to help out property owners and must not go beyond them. It can make variances in *cases of prac-*

*tical difficulty or unnecessary hardship.* This does not mean changes. A wise judge in the early days of zoning said it means variations in the *application* of the words of the ordinance. The other place where the board can act is when the ordinance provides specifically for an exception. For instance, like the New York City ordinance exception that in a business district the board of appeals can permit a public garage in a street between two intersecting streets where a garage existed before the ordinance passed.

These two are the only cases where the board can act in a valid manner.

The danger of making changes under the guise of variances—a



practice which is justly criticized—is because the result is bad as well as unlawful. The public hearing is sparsely attended, whereas a change in the actual words of the ordinance calls out whole neighborhoods. Dangerous changes in the ordinance will not slip through so easily as if made as variances by a board of appeals. The council or the board of trustees (the legislative authority) is more deliberative and usually has a greater feeling of responsibility. Then too, a variance requires one hearing and one act by the board of appeals, whereas a new *exception* must be preceded by a change in the ordinance made by the legislative authority with its hearing—followed by all the routine of making the specific exception by the board of appeals. I have no hesitation in saying that five times as many permits are granted under this short-cut and dangerous method than is the case where a deliberate exception in the ordinance is passed, under which the board of appeals can make lawful permits as exceptions.

Lawyers for municipalities can help to prevent these unlawful practices.

I know a town near a large city where in a one-family house residence district a considerable number of apartment houses were newly erected. I noticed that in the apartment district no such buildings were recently constructed. I inquired for the reason and was told that builders found it more profitable to build apartment houses in one-family districts than in apartment districts. The board of appeals on this showing would permit an apartment as a variance, the ordinance not containing any provision for an exception. The town was being permanently injured *because it had a poor zoning ordinance.*

Although such a permit is unlawful, the building is allowed to stand when erected. Vacant lot owners near by do not protest because they want to sell for apartments. Owners of private houses are indifferent or do not know that they can prevent it. The provisions allowing exceptions for apartments might require two or three times larger lots than otherwise, thus paving the way for garden apartments in proper locations.

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### THE 1947 CITIZENS PLANNING CONFERENCE

The Citizens Conference on Planning organized by the American Planning and Civic Association will be held in Milwaukee, Wisconsin, April 28-29-30, 1947, with headquarters at the Hotel Pfister, on invitation of Clifford A. Randall, President of the Greater Milwaukee Committee. Mr. Randall is forming a city and county-wide Committee on Arrangements. A trip to the State Capitol at Madison may be arranged for May 1. Save the dates!

# Replanning and Rebuilding Cities

## Report on International Conference in England

By JOHN IHLDER, Executive Officer, National Capital Housing Authority and Representative at the International Congress of the American Planning and Civic Association

Will the western European Nations take full advantage of the opportunity provided by "war damage" drastically to replan and rebuild the centers of their cities? This was the foremost question among those presented at the 18th Congress of the International Federation for Housing and Town Planning (Hastings, England, October 7-12, 1946). As to planning the answer is affirmative. The plans are now being made; in tentative form at least, they have been made and were exhibited during the Congress. Incidentally, plans from the United States were conspicuous by their absence. But, whether rebuilding will be in accordance with plan is still an unanswered question.

Yesterday I bought an old map of London showing the area devastated by the great fire of 1666. That fire made a cleaner sweep than did the blitz—whose effects are astonishingly spotty to one who had read little of them since the current descriptions in 1941-42 and whose ideas had been unconsciously magnified by what our block-busters did in Germany in 1944 and '45 and then by the effects of the atomic bomb. The total destruction in London by bombs was very great, but except in the slum areas near the wharves and in the region back of St. Paul's—which stands almost intact—the Nazis seemed able to destroy only

one or two buildings at a time and those often in the interior of squares. So, as one walks through the perfectly repaved and well-cleaned main streets of Britain's metropolis he wonders until he goes into the little by-streets and begins to count the number of exposed cellars in which weeds now are growing.

Allowing for the fact that many important buildings along the main streets have been repaired and that the outer walls of the substantially built West End buildings still stand and give an illusion which is dispelled when one looks through their vacant windows—allowing for all this, the destruction is not as great as expected.

Even in the areas of greatest destruction, such as those behind St. Paul's and in the boroughs of Poplar and Stepney, areas of cheap building, bombs spared much that is now proving a handicap to planned rebuilding. There are, of course, exceptions to this generalization. In some cities, as in Coventry and perhaps in Plymouth and Southampton, which I did not see, the destruction was more thorough. But in Coventry, which I did see, destruction was in an old area which the planners would probably have kept as a sort of museum piece. Most of the Coventry slums remain.

I am emphasizing this because the English and some of the western

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continental Nations, have large-scale plans for rebuilding their cities which involve not so much new buildings in place of old, but more important, comparatively few buildings in place of many. Population is to be drastically reduced. Industries and the employees of those industries are to be removed to "new towns" quite outside the orbits of the existing cities—the term "satellite town" is vigorously combated—and new street systems, new parks and other open spaces are to be created. For all this the "war damage" has given great but not full opportunity; remaining buildings are a handicap. The seriousness of this handicap is increased by the shortage of buildings—due to cessation of construction during the war more than to demolition.

So the English cities are facing the same kind of pressure that San Francisco and to a lesser degree, Salem, Massachusetts did after their fires—in fact the same kind of pressure that London itself faced after its "great fire" of 1666, the pressure to resume business as usual as quickly as possible. The compensating and to some extent reassuring factors are: 1, that there is also a shortage of labor and materials which makes immediate rebuilding impossible; 2, that the plans for redevelopment not only are ready but they have been printed, distributed, discussed and made the basis for legislation which already has been enacted.

Because their plans were ready, because they have been discussed often and at length, because legislation has been enacted, the English cities may do better than did ours

and may make use of bomb-clearance to provide more adequate public open spaces and a more nearly adequate street system.

When I put these two together, open spaces and street system, without indicating preference, it is because they are complementary. This was made evident in discussions at the Hastings Congress. None of the western European cities has such dense population concentration as our skyscrapers plus land overcrowding made possible in American cities. Yet many have a traffic congestion—despite comparative scarcity of automobiles—that seems to them an inexcusable and stupid extravagance. So while we are seeking to relieve our traffic congestion by dealing with one phase of the problem and ignoring the other, increasing traffic facilities without controlling the causes of traffic, they are dealing with both. They are proposing new systems of roads, conspicuous among which are not only radiating arterial highways but also ring streets, sometimes three or four of them even in the smaller cities, designed to divert through traffic from the downtown areas. That, of course, we too are proposing, so there is nothing startling to us about it. But they also are reducing or rather distributing the causes of traffic. That is a task we have not yet begun to face seriously.

The London County government proposes drastically to reduce the population within its borders by removing both industries and two-thirds of a million workers in those industries, most of them to "new towns" outside the limits of a broad

“green belt” which will surround the whole metropolitan area. These new towns are not to be satellite communities dependent upon the parent city for their continued existence, but are to be self-dependent. In this the National Government is whole-heartedly coöperating and even going further by establishing new industrial communities—transplanted London or other big-city industries—in Scotland and Wales.

The New Towns Act of 1944 contemplates the establishment of some 20 of these self-dependent communities in Britain, 10 of them in the London area. Of the latter, four are now definitely planned for, and one, Stevenage, has reached the inquiry stage. Stevenage is at present a little town of some 6,000 population. The plan contemplates it shall have 60,000, period. The “period” is because when it reaches 60,000 it will be full. It will be surrounded by a green belt and its population density will be definitely limited. These 60,000 persons and the industries from which they gain their livelihood, are to be moved from the two of London’s 28 boroughs which lie nearest to Stevenage. These two boroughs, so relieved of excess population and industry, will then be rebuilt in order to provide a better life and greater opportunity for the remaining population and industry.

All this sounds quite simple and theoretically admirable, the difficulty comes in carrying it out. First, of course, is finance. The London County Council actually will spend money in order to get rid of industries and people. This certainly would be a startling proposition to an American city government, not

to say an American Chamber of Commerce. It will help to finance the development of areas outside its own borders and not subject to its political jurisdiction, and it will subsidize those of its expatriates who need financial assistance so long as these particular expatriates need the financial assistance. The National Government also contributes to this financing. *But*, Stevenage and its county do not go scot free; they must pay for schools, police, fire-protection and other public services the cost of which probably will be more than the taxes (rates) paid by the newcomers. Of course it is expected that in years to come the “new town” will become fully self-supporting, as Welwyn has done in the twenty odd years since it was founded. But the money now spent by the London County Council and the National Government will not be repaid in kind. Their profit will come from having substituted good areas for areas of slums, and from having improved the health and efficiency of the English people.

So the Government through the Ministry of Town and Country Planning, having made the plans for a ten-times expanded Stevenage, last week, called for an expression of Stevenage opinion. At a referendum on the general proposition last spring, Stevenage voted 1,100 against, 900 for. Despite this vote, the Ministry went ahead with the plans which it has now submitted for local comment. Under the accepted policy only those opposed are invited to the inquiry. The assumption seems to be that the project is going through, but the Minister would

like to know how to improve it. The results were interesting. First, the newspaper publicity gave an impression that everyone in Stevenage was opposed, because no one appeared in support. Second, the kinds of opposition expressed. The great majority of opponents just wish their town to continue as it is. They like it and they don't wish it changed. But a farmer whose farm will be covered with houses, was quite contemptuous of the technical planners. Those fields, he said, have a bleak exposure open to the chill winds off the North Sea. Never since the dawn of history—which in that particular locality antedates the landing of Angles and Saxons under Hengist and Horsa—had anyone thought of building a house there. He admitted, however, that the land produces good crops.

Another objector began by saying that he has long been an ardent and a leading advocate of the principles of the New Towns Act. But he does not like the application of those principles to Stevenage where it affects his property. He objected specifically to a proposed road which will border a bird sanctuary on his estate. This may scare away the birds. Government experts on birds opinioned that the worst result would be to cause the birds to build their nests approximately a hundred feet farther in the woods

So far there has been no formal investigation of the feelings of the people of the two London boroughs who are to populate Stevenage. But there seems to be confidence that 60,000 of them will be willing to move; if the industries which em-

ploy them also will move. In a section of London which had a pre-war population of 220,000, it is hoped to make the ultimate population only 92,000. As to the industries, many of them seem ready to move out of London. London is in large proportion a city of small industries which are comparatively easy to move. Their problems are connections with related industries and the desires of a few keymen who are irreplaceable and who, having good incomes, prefer to live in London instead of in a small town.

According to gossip, it is the keymen—or their wives—who are proving the greatest handicap to migration. At the same time there are stories of industries that, during or since the war, have moved out of London, as far as Scotland and Wales, and that have found conditions there so much better that they would not consider moving back. One of these favorable conditions is the ease of plant expansion in a small, new town compared with almost insuperable difficulties in congested parts of London.

In this matter of rebuilding old cities and developing new towns England apparently is much ahead of the cities in western continental Europe. Delegates from these other countries at the Hastings Congress presented plans and proposals along the same lines as England's but they have not gone as far as England in performance. Two exceptions are Holland and Norway.

The Dutch delegates would like to follow suit, *but* their cities lie so close together that often only seven miles separate their present boundaries. Those seven miles should be

green belts. So where put new towns for surplus populations? Yet in rebuilding the old section of Rotterdam, destroyed by Nazi air attack early in the war, they propose to house only 4,500 families where 20,000 lived before. Perhaps they can industrialize present agricultural provinces as Britain is doing in Scotland and Wales. But at present the repairing of war and postwar damage is absorbing most of their attention. In Amsterdam, for instance, 3,000 dwellings were made uninhabitable by war damage, but 30,000, unoccupied at the time, were made uninhabitable by neighbors who needed wood to keep themselves from freezing.

The Norwegians presented a striking exception. They have no congested cities. What they need is to expand their villages and towns to an economic size. In this they often are handicapped by restricted sites lying between the deep water of a fjord and the steep slope of a mountain.

The Congress at Hastings promised at one time to be a disastrously overwhelming success in that more than twice as many delegates came as were expected, 1,257 instead of 500. But the fortunate choice of a seaside resort at the end of the season made it possible to put everyone under roof—a French delegate who came by motorboat across the Channel was temporarily lodged by the Hastings police, as Hastings is not a port of entry. This latest Norman invasion enlivened the lighter moments of the Conference. The Staff of the Federation, despite limited financial resources and consequent limited personnel, successfully met

one emergency after another—including the transfer of the French delegate to more acceptable lodgings. Papers prepared before the Conference were summarized by the Chairman at the opening of each session. Then there was discussion, in which the American delegates took at least their share. Their participation evidently was welcomed, for it always was cordially received. Twenty-three nationalities were represented, even the Dutch East Indies sending a delegation of five members who are later to visit the United States in order to learn what we are doing in tropical lands such as Puerto Rico and the Canal Zone.

It was a friendly Conference at which differences of opinion were most amicably expressed. as when one Englishwoman, member of a borough council, denounced the picturesque Elizabethan cottage embowered in roses because it is damp, its windows small and its room floors on different levels; whereupon another Englishwoman, member of another borough council, said that if the first one had any Elizabethan cottages to spare, she would take one. There promised to be vehement difference of opinion on permanent, traditional house-building *vs.* prefabrication, but that simmered down to advocacy of watchful waiting for the pre-fabs.

It was a successful Conference and demonstrated clearly the eagerness of a postwar world to get going on the job of reconstruction.

At its closing session the Congress adopted the following resolution which was presented by one of the

American delegates, Charles Palmer of Atlanta.

"The 18th International Congress for Housing and Town Planning now meeting in Hastings, England, with 1,257 Delegates and Members attending from 23 nations, *RESOLVES* that this Congress does hereby respectfully urge the Economic and Social Council of the United Nations to establish promptly within its own framework a

unit to deal specifically with the international problems of housing and planned reconstruction, and pledges the Federation to cooperate with such a unit when established.

"This Congress further *RESOLVES* that this Resolution be cabled immediately to the Secretary-General of the United Nations, and that copies be sent to all Nations having Delegates or Members attending this Congress."

It was cabled.

## Strictly Personal

Miss Tess M. Sedweek, Niagara Frontier Planning Board, has been elected President of the New York State Federation of Official Planning Boards. Miss Sedweek succeeds John M. Muddeman of Patchogue, N. Y., and previously served the Federation as one of the five Vice-Presidents.

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E. W. Blum of Houston, Texas, is the new President of NAHO and took office on December 1, 1946.

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Ira J. Bach has been appointed Executive Director of the newly organized Cook County Authority with offices at 203 North Wabash Ave., Chicago, Ill. Mr. Bach was formerly Director of Planning of the Chicago Housing Authority.

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Miss Laurine A. Winlack has been appointed Director of the Group Services Division in the Office of the Administrator of NHA, the position formerly held by Mrs. Florence Stewart. For the past few years Miss Winlack has been secretary of the National Public Housing Conference.

Walter L. Wirth has resigned his position as Superintendent of Parks at New Haven, Conn. to accept the position of Director of the Dr. Edmund A. Babler Memorial State Park in Missouri, about 30 miles from St. Louis. Mr. Wirth will take over the new work in January.

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David A. Johnston succeeds Max A. Wehrly as planning consultant of the National Capital Park and Planning Commission. Mr. Johnston was formerly with TVA.

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Sydney Maslen took office on October 1 as Executive Vice-President of the Washington Housing Association, with headquarters at 1301 N St. N. W., Washington, D. C.

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Mrs. Marvin Pierce, of Rye, N. Y., is the newly appointed Chairman of the Conservation Committee of the Garden Club of America, succeeding Mrs. John Donaldson.

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Philip M. Klutznick, former Commissioner of the Federal Public Housing Authority, is President of American Community Builders, Inc.

# Wise Policy to Protect National Parks

A statement by Michael Straus, Commissioner of the Bureau of Reclamation, concurred in by Newton Drury, Director of the National Park Service, and approved by Oscar L. Chapman, then Acting Secretary of the Interior, is of great interest to believers in conservation and wise utilization of natural resources. The statement follows:

In connection with River Basin studies now being conducted by the several agencies of the Department of the Interior, a careful review has been made of the duties and responsibilities of the interested Agencies in promoting the Department's policy of conservation and wise utilization of all natural resources, including the protection,

development and use of national parks and monuments in accordance with the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. secs. 1-4), as amended and supplemented.

It is called to your attention that the policy is to protect the national parks and monuments from intrusion by water control structures while at the same time permitting full analysis of potential values in order to ascertain the highest beneficial use.

In order to effectuate this policy, as it relates to water control projects regarding which the National Park Service has not been officially apprised by the Bureau of Reclamation, no such project or investigation or survey therefor, affecting the area of a national park or monument may be reported on, or undertaken, without prior approval in writing by the Commissioner, after he has conferred with the Director of the National Park Service regarding it.

# Neighborhood Shopping Centers and Parking Problems

Summarized from a talk at Local Planning Institute by KENNETH C. WELCH, Chairman, City Planning Commission, Grand Rapids, Michigan, September 4, 1946

The Neighborhood Shopping Center needs defining. There is a difference between a true neighborhood shopping center and a recentralization in a new location of what was formerly largely central business district retail sales. The former is a convenience and a neighborhood necessity that has always existed and always will. The latter is a rather recent addition to an increasingly complex city pattern. It has been caused largely by the radical change that has taken place in urban transportation. This trend toward the decentralization of certain retail sales has also been due to many allied causes as, for example, the comparative break-down of the

new transportation system in the old central district; other phenomena due to our rapid industrialization and mechanization, such as greatly increased packaging of all goods; many non-retail new attractions for the consumers' spendable income; a decentralization of homes; increased income and purchasing power; families fleeing from the old city; and other factors.

We must also further define retail sales by types and kind. If we go to the Federal Retail Census, we find that they are broken down into about a dozen major groups; such as food, automotive, general merchandise, apparel. We have only to examine these various outlets in



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relation to population to determine how much they are dispersed, or which are neighborhood convenience stores and which are basically cen-

tralized shopping goods. For example, in the United States in 1939, to list but a few, we find this relationship:

<i>Type of Store or Group</i>	<i>Population Per Store United States</i>	<i>Grand Rapids</i>
Food (group) . . . . .	235	233
Grocery and Meat (part of Food group) . . . . .	704	678
Eating Places . . . . .	431	495
Apparel (group) . . . . .	1,231	730
Shoe Stores (part of above group) . . . . .	6,427	2,740
Drug (group) . . . . .	2,274	1,660
Hardware . . . . .	4,520	3,300
Variety Store . . . . .	7,770	5,900
Department Store . . . . .	32,319	23,500

In 1939 people in this country spent about a quarter of their retail dollar in food stores, and slightly more in all general merchandise, apparel and furniture-home furnishings stores.

The ten year prewar trend indicated a 20 percent loss in price-adjusted sales per capita in these last three groups as compared to slight increases in food and drug store sales, over 75 percent increase in filling station sales and over 80 percent increase in eating-out and drinking places. Department of Labor figures show in the lower income groups that people spend relatively more money for clothing and transportation, slightly more for food and less for housing as their income increases.

These figures in themselves tell what is happening because of the automobile. The food and drug store, the eating place and the small apparel store are the basic retail units of all neighborhood units, as these figures so clearly indicate. The stores sell the so-called convenience goods—the daily needs of the homemakers and workers who

only take an occasional trip to the center. In a recent analysis in a larger metropolitan area it was estimated that thirty times as many women homemakers and workers lived and worked outside of the central district as had to go there daily to earn their living—and women are the great American buyers of the kind of retail goods we are talking about.

The central district stores are basically the large institutional department store, the larger departmentalized apparel store and the highly specialized and often highly individualized store (as, for example, the better jewelry store). These stores are selling primarily so-called shopping goods—seasonal and even lifetime needs. The woman shopper, looking for her fashion goods (and the store which successfully sells these things must be very skilfully operated today) likes to shop around a bit to find just what she wants and to compare. She seldom buys the first \$49.50 coat shown to her, as she will her loaf of bread. This is the basic reason that we have a high concentration of these kinds of goods

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in central shopping districts. Conversely, because we do buy our food often daily and largely in packages, because we get so much more practice purchasing these necessities, we naturally find the dispensing stores conveniently scattered throughout and within walking distance of the home.

Also, the central district has many retail outlets which feed upon the high density of pedestrian traffic attracted by the very large store and the density of usable commercial building area in the central district.

The central district also has, just as does the recentralized shopping district, many outlets which serve the specialized commercial uses in the district.

Then we must mention the so-called ribbon development or shopping thoroughfare that developed along the mass transportation routes before the private automobile became a means of urban transportation rather than a "pleasure vehicle." This was largely due to the real estate promoter and a certain negative type of zoning, which we realize is wrong today, but which is one of the more difficult problems to solve in the replanning phase of "zoned" cities. These are the streets that are now causing so much trouble in that they still try to serve unsuccessfully, even when expensively widened, as major thoroughfares for the greatly increased vehicular traffic. The stores on them consist of automotive sales rooms, filling stations and a large miscellaneous group of stores and services. The true neighborhood or recentralized shopping district is definitely harmed and cannot render the community service it should when it is inter-

sected by one of these ill-suited race tracks. This is recognized now by most thinking merchants selling these kinds of goods.

The new neighborhood or outlying shopping center is not on a race track; it is on a pedestrianway, quite sheltered from traffic dangers, confusion and noise. It has grass where main street was, and the pedestrians are not asked to walk from store to store in the open weather amidst such a confusing and ugly architectural environment. Then there is ample parking space. Walking distance from parked car to covered space is kept at a minimum. There is thought given to the safety of the pedestrian shopper at all times—not only the pedestrian who has walked from his home to the center, but the complete separation of all forms of transportation to the maximum degree. The only vehicle travel inside the confines of the center is that seeking parking space.

Then there may be a rather pleasing architectural unity, framing a desirable and amply individualistic merchandise presentation and, in the economic phase, the cost of all this will be surprisingly low, thus helping to lower the basic cost of distribution of consumers' goods.

Bypassing, but easily contacting this new center is an efficient, fast, safe highway. This is quite necessary and should be planned concurrently with the parking spaces. Like most city planning processes, a complete coördination of effort and elements is essential. Ample parking spaces without efficient highways to serve them, or beautiful highways with insufficient parking space are out of order.

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Most existing small city centers can be physically replanned to solve completely the central district commercial needs—the shopping needs (thriving on the more concentrated pedestrian traffic) and to solve completely the thoroughfare-parking-transportation problem to fit the community need. The only thing lacking is the proper political structure, and the necessary coöperation between a great number of naturally and understandably selfish and lethargic individual property owners. Further, many of these property owners also operate their own retail businesses. The present postwar boom and dream-world sellers' market (which is showing definite signs of the beginning of the end), with its attendant ills, has not helped in the quest for a solution. There are many merchants who have been so successful in these times of record-breaking disposable incomes and scarcity of goods (and other attractions) that they think they can in the future overcome a lack of transportation facilities. Possibly when we return to a more normal economic condition and further erosion of retail sales and values takes place in the old districts, some political and economic solution can be found to make a more ideal physical plan possible.

Of course, *a sound system of mass transportation*—the need, as we know, varying with the size of a community—is *an absolute necessity*. The bus rider has a public chauffeur, so to speak, but parking space is essential for private vehicles when their owners and friends become pedestrians. If they are

workers and use this method of transportation, the turn-over on their parking space is about one. This statement is attested by the fact that the majority of expensively constructed, higher-parking-fee garages recently erected have turn-overs of less than two. Not only does the fee have to be too high for the great majority, but the existing streets in most cases could not accommodate a much higher turn-over, and the inconvenience at peak times of the attendant-type parking “slow up” is detrimental. However, these structures, of course, serve a very definite need in furnishing necessary convenient terminal space for the higher income executive and proprietor who can well afford this daily additional expense.

If the urban travelers are primarily recreation and entertainment seekers, the turn-over is probably nearer two, or less.

If it has been some trouble for shoppers to reach a group of stores on a congested street, and they have had to hunt for a parking space, the parking turnover is from about four to five. The convenience-goods shopper (and the modern passenger automobile makes an excellent private delivery truck) buys her goods in a comparatively few minutes and the parking turn-over can exceed ten. This fact simplifies the neighborhood parking problem, but all the other facts enumerated above greatly complicate the existing centralized-district problem.

The fact that most existing central districts, with their considerable investments in improvements, are built on the usual Indian trail-horse

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and buggy-street-car pattern, and that the tremendous area required for parking must be provided on land privately owned, makes a really convenient and complete solution of the parking problem in any city of any great size quite impossible. This inability to solve this problem—and many wishful thinking people still hope to solve it in the larger center—is further aggravated by the small parcels of individual land ownership encountered and the apparent inability of the land owners themselves to cooperate fully or foresee well indicated trends. Efficient mass transportation, as we have said, is quite necessary. Certainly New York City is having its transportation headaches right now and seemingly not getting any place very fast. This is partly due to the fact that those with the seeming ability to get certain physical things actually accomplished have not always listened to the sounder long-range planners.

Los Angeles County is having its transportation pains also. Again unheeded long range plans and halfway measures will produce only a partial answer, which can be no answer at all. Here many retail stores in the shopping goods category are trying to make the private automobile play too much the role the pedestrian should play and they have forgotten in many cases that large parking accommodations (but often inadequate because of expanding floor space) need large capacity, efficient thoroughfares.

I foresee a great deal more re-centralization of retail sales in entirely new areas. In all larger metropolitan centers most large

department stores are planning and many are constructing recentralized branches.

Certain mail order retail outlets, which increased their sales over 70 percent when their total retail group (general merchandise) was slipping 20 percent, built many new outlets in virgin territory with ample, or what they thought was ample, parking. They rightly figured that their various governmental administrations had, or would eventually provide, the proper thoroughfares and that the consumer preferred to provide his own individual vehicle and delivery system. But it must be remembered also that the mail order house (resorting to skilled use of the mail order catalogue) has for sale a great many more items than the largest typical central department store. Accordingly, they can better isolate (or try to isolate) themselves without reference to other within-easy-walk-ing-distance retail stores.

*Cities and property owners must start now to plan legislation which makes adequate provision for off-street parking mandatory for all future construction.* Many progressive cities are doing this or have passed such ordinances.

We will greatly develop the amount of pedestrian traffic on main streets if we create more really convenient free parking space in the city pattern. In high density, high land value districts, people have to and generally are willing to pay a reasonable fee for parking space. But free parking is a must for convenient neighborhood stores. Of course, free parking is the ideal final objective, but this free parking

## *Planning and Civic Comment*

should not be made available on city streets. The curb as we know it is the common separation between the pedestrian and vehicular traffic, but it can seldom furnish but a fraction of the total parking space needed, and it is the most expensive parking area which a community can provide. Moreover, it impedes traffic and is hazardous. A good city plan would completely separate these two types of traffic and completely insulate the pedestrian from fast vehicular traffic as well as protect them from parking space traffic.

Curb parking, necessary under existing conditions, is actually a ridiculous procedure. Parking on two sides of a street does not take just sixteen feet from the usable street width, it takes nearer thirty-six feet and makes the use of the street for moving traffic, vehicular or pedestrian, especially hazardous and nerve wracking. This inefficient curb parking should only be permitted for specialized peak loads in residential areas (then on marginal strips rather than paving), and in old pattern existing commercial districts where there is a minimum of off street parking. Parking meters which are admittedly a good stop-gap parking turnover booster, are also a source of much needed municipal revenue, and hence can become a pleasant political plaything.

One last remark! We are faced with paralyzing traffic congestion in city after city and with fewer cars than we had in 1939. The predication of traffic on automobile registration is a false premise. Redistribution of incomes and a greater use of the car offers the basic reason for the greatly increased congestion.

The increasing accident rates and the increasing gasoline consumption attest to this fact. There has been a 24 percent increase in gasoline consumption in Michigan for the first three months of this year as compared with the same period in 1939; and from 60 to 75 percent increase in the four largest southwestern States.

States, counties and cities will have to start thinking now that highways are not for the prime purpose of providing access to abutting property, but that more and more of them must be for the purpose of providing swift and safe through transportation to secondary streets that can give necessary access to property—whether residential or commercial.

We see new highway after highway built to bypass a certain congestion in an attempt to improve the efficiency, comfort and safety of this preferred means of travel—and no sooner has the concrete hardened (and maybe before) than the building of future hazards and traffic slowers is started. The pressures to do this very thing are, of course, considerable, but that is where the higher level governmental agency in a Democracy must be allowed to exert its pressure in a constructive manner for the common good of all, through the proper enabling legislation. This only emphasizes the need for bigger and better coöperation among planning agencies at all levels of government, and a better understanding of all of our complex contemporary needs which, of course, means bigger, better and perhaps more practical public educational processes. This, too, can only be accomplished through good planning.

# Toward Better Roadsides

By FLAVEL SHURTLEFF, Counsel, APCA

The desirability of treating the land adjoining state highway routes—"highway corridors"—as special zoning areas requiring regulation by a state agency has several times been suggested in this column. The paramount interest of the State in making and keeping these great travel routes useful, safe and attractive would in itself appear to justify the State in taking zoning jurisdiction, but the several attempts to give to the state highway commission by law this very limited right to zone have been defeated by the solid opposition of the towns and cities. The failure of many places, and particularly rural towns of large area, to adopt any zoning regulations or to adopt adequate regulations makes the prospect of highway protection through local zoning completely discouraging. And county zoning to accomplish this purpose, which has more promise, has with some notable exceptions been disappointing.

Consequently the experiment which Spencer Miller, Jr., Commissioner of Highways in New Jersey, is trying will be watched with the greatest interest. Under an arrangement with the Institute of Local and State Government at the University of Pennsylvania, operating with a grant from the Fels Foundation, graduate students in political science are making a study of land use and existing zoning regulations along New Jersey Highway Routes 28 and 29, out of which it is hoped will come proposals for com-

plete and uniform zoning of this highway corridor from Hillside to the Delaware River, a distance of 62 miles, and from Somerville to Lambertville, a distance of 25 miles, covering land in 28 municipalities and 4 counties. Also at the suggestion of the Commissioner, a Route 28-29 Association has been formed to promote the development of a better highway. Among the proposed objectives of this association are:

1. To act as a vigilance committee with a constant watch on applications for building permits and reports to interested residents and property owners.
2. To secure the enactment of zoning ordinances in every municipality along the highway, insuring modern standards for set-backs, and restrictions on business use.
3. To oppose use of land in view of the highway for such inappropriate uses as junk yards and outdoor display of second-hand cars.
4. To cooperate with the State Highway department in developing a concern on the part of all proprietors of land along the highway for improved appearance of their properties.

The New Jersey Roadside Council, which was established to secure better roads and roadsides throughout the State, is actively cooperating in this program and has made available its consultant for conferences with the Highway Commission before the final adoption of the highway zoning code. Among the zoning provisions now being considered are:

1. The reclassification of areas now over-zoned for business.
2. A new type of business zone in which only such business as serves the traveling public will be permitted.

3. Greater set-back of all buildings from the highway.

4. Greater restriction on the size and number of advertising signs in all business zones and especially in roadside business zones.

5. Elimination of all non-conforming uses of *land* after a reasonable period of grace. These are uses which existed lawfully at the time of the adoption of the zoning regulations but which were not in

conformity with them. There are precedents in recent zoning ordinances for abolishing such uses when limited to land.

The persuasion of an excellent zoning code and the advocacy of the highway association should work together as a promising substitute for direct regulation by the State.

## Urban Land Institute Holds Community Builders' Council Sessions

By MAX WEHRLY

An intensive four-day session of the Community Builder's Council of the Urban Land Institute climaxed by two panel discussions presented before the convention of the National Association of Real Estate Boards in Atlantic City during November 8 to 13, produced one of the most stimulating meetings of this group to be held to date. Under the heading of Shopping Center Development, the Council's discussions resulted in recommendations for provision of off-street parking space at a ratio of at least two square feet to one square foot of store area; careful analysis of population trends, sales tax data, income, and existing and potential sales volume of the area tributary to the proposed shopping center, and careful selection of the types and grouping of stores which will form the nucleus of the center. The first ten establishments within the center should, under normal conditions, include drugs, cash and carry grocery, cleaners and dyers, beauty parlor, filling station, bakery, shoe repair, laundry agency, variety store, and service grocery.

Architectural harmony including

strict control of signs, and methods of designing maximum flexibility into store layout to permit future store rearrangement and enlargement with minimum cost, were stressed.

Analysis of trends in Residential Community Development produced recommendations on the need for cities to review their zoning, subdivision and building regulations. These are in many cases far too rigid to meet current trends in residential development, create excessive construction costs, and are encouraging the trend toward decentralization. The Council advocated strongly that cities bear the cost of installing water mains from revenues derived from sale of water as a means of relieving the initial financial burden of this expense from new home owners. Cities now charging the cost of installing utilities from which they receive a return, or as an assessment against the developer or home owner were urged to change their practice.

Block lengths of 1,800 to 2,000 feet where properly oriented with reference to local traffic needs, were recommended as greatly reducing site improvement costs.

Minimum lot widths of sixty feet for single family homes even in the lowest cost brackets were recommended. Combined school and recreation areas with proper supervision were advocated. Church sites should be designed into the community development, preferably at the periphery of the shopping center where they will form a buffer between residence and business and have available to them parking space in the shopping center during off hours in addition to the off-street parking which should always

be provided on the church site itself.

To date the Council has found no cost savings in the factory prefabricated house, although certain advantages in material control and speed are present. The atomic bomb as a major factor in decentralizing cities was considered negligible when viewed in the light of other more controlling factors.

Complete coverage of these and other sessions of the Community Builders' Council will result in a handbook now in the course of preparation by the Institute.

## The International Housing and Planning Congress

After a lapse of seven years, the International Federation for Housing and Planning held a Congress at Hastings, England on October 7-12. The last one was in Stockholm in 1939, the one before, attended by many Americans, was held in Mexico City. We are glad to see the Federation again at work and shall welcome its publications. We are sorry that the information concerning the Congress, which came to us through the State Department, arrived so late that we could not arrange for a delegation to attend. We were fortunate that Mr. John Ihlder, long an honored member of the Association, could make the trip and we asked him to represent the Association and prepare for **PLANNING AND CIVIC COMMENT** an account of its meeting for the benefit of our readers. This report from Mr. Ihlder is presented on page 9. Mr. Ihlder spent thirty days in England and had an excel-

lent opportunity to observe postwar housing developments and trends.

The official United States delegation, as reported by the State Department, Division of International Conferences consisted of: The Hon. Philip Hannah, Assistant Secretary of Labor, *Chairman*; Coleman Woodbury, Former Assistant Administrator, National Housing Agency, *Vice-Chairman*; Frederick J. Adams, Professor of City Planning, Massachusetts Institute of Technology; John Ihlder, Director, National Capital Housing Authority; John G. Stutz, Executive Director, Kansas League of Municipalities; Herbert Wilkinson, Special Trade Policy Adviser, Department of Commerce; Catherine Bauer Wurster, Housing Expert, Harvard University; Charles F. Palmer, Former Coördinator of Defense Housing, *Consultant*; and Louis Johnson, Field Assistant, Department of Labor, *Adviser*.



## N. Y. Regional Plan Conference on Community Problems

On November 14 at the Roosevelt Hotel in New York, the Regional Plan Association sponsored a well attended working Conference to present for active discussion three most pressing development problems (housing, parking and support of planning). Invited to the Conference were county, city, town, township, borough and village officials, technicians and citizens concerned with community development in the New York region.

At lunch, President Paul Windels introduced to a capacity audience

Raymond M. Foley, Commissioner of Federal Housing Administration, who outlined the postwar opportunities for adequate housing of all elements in the community.

Vice President Harold S. Osborne opened the morning session on Administration and Enforcement of Zoning.

At this Conference, as in many other current meetings, there was evidence of a lively citizen interest and participation in the planning processes.

### Parks—A Necessity

At a Forum at Hunter College Auditorium, New York, sponsored by the Park Association of New York, Mrs. Arthur Hays Sulzberger, President, introduced Robert Moses, who in turn presented six other prominent public officials connected with the city's recreational facilities.

Mr. Moses said that city officials in the past had left the city a dubious heritage of schools without playgrounds, subdivisions without open spaces, public structures covering every square inch of land . . . toothless zoning laws, narrow inadequate avenues . . . a stereotyped gridiron pattern of intervening streets and speculative building without restraint and without standards.

Dr. John E. Woods, Superintendent of Schools declared that he

considered adequate recreational facilities necessary not only for the opportunity of physical activity with resultant better health, but also to facilitate character growth, the sense of fair play, teamwork and sportsmanship and the love of sport.

He said that the Board of Education and the Parks Department had jointly sponsored and maintained ten playgrounds adjacent to schools, have planned twelve more and project another forty-nine in the current building program.

Mr. Arthur S. Hodgkins, Chief Executive Officer of the Park Department, outlined the postwar park program—continued building of neighborhood playgrounds, ten recreational centers and expansion of public beaches.

## Three Chapter Meetings

*The Oregon Chapter of the American Planning and Civic Association* was called together by Marshall N. Dana of the *Portland Journal* for lunch on October 4th at the New Heathman Hotel. Harlean James outlined the Dallas Conference. Urban redevelopment, express highways in urban areas and civic centers were discussed. Mr. Thornton T. Munger was asked to take the chairmanship of the chapter. John Yeon, who had been chairman before the war, pledged his coöperation. Among those present were: Judge Robert Sawyer of Bend, Carl Belser of the Bureau of Municipal Research and Robert Pierson of the League of Oregon Cities, from Eugene, William Carlson, Director of Libraries of the Oregon State System of Higher Education; Mr. Arch B. Sanders, Manager of the Oregon Coast Association, and from Portland: J. Haslett Bell, Theron R. Howser of the Portland City Planning Commission; Commissioner William A. Bowes, Marshall N. Dana, Mrs. Jessie Honeyman, Alfred Loeb, Thornton Munger, Glenn Stanton, A. R. Watzek, John Yeon and Mildred Cline and Pauline Maris of the Municipal Library.

*Mr. L. F. Eppich, Chairman of the Colorado Chapter of the American Planning and Civic Association*, on October 11 gave a lunch in honor of Harlean James at the Denver Athletic Club in Denver. Current city planning problems were discussed with special emphasis on ur-

ban express ways and offstreet parking. Mayor Stapleton, who was present, has appointed two citizen committees, one on Civic Buildings and one on Off-Street Parking of the Central Business District. Among those attending the lunch, in addition to the Mayor and Mr. Eppich, were A. J. Bromfield, Gabriel Harman, Walter Pesman, Wm. B. Freeman, C. L. Lightburn, Ray M. Morris, Edward D. Nicholson, Elmer H. Peterson, A. E. Upton, Hudson Moore, Jr., Ella Parr James and Mrs. Lucy A. Burck.

*Civic Association members in Saint Louis* were called together at a luncheon on October 23 at the Hotel Mayfair by F. E. Lawrence, Jr. of the Chamber of Commerce. Hugh Stephens, Chairman of the Missouri Chapter, came over from Jefferson City. A review of the Dallas Conference was given by Harlean James and questions and answers pointed up some of the pending planning problems faced by most cities. Among those present were: Harland Bartholomew, who acted as chairman, Henry Babler, Albert Baum, Palmer B. Baumes, Mrs. Ingram Boyd, Jr.; George O. Carpenter, Jr., J. Lionberger Davis, Joseph Desloge, Mrs. Terry Gischer, Nel Marie Geders, Mrs. George Gellhorn, C. W. Godefroy, Dean Langsdorf, Dr. George T. Moore, Charles F. Peterson, Edwin A. Smith, George S. Smith, Jr., Dr. R. J. Terry, Girrard Varnum, Ralph Weil.

# Bureau of Community Facilities Reports

A moderate-sized reserve of fully planned state and local public works now exists and is being slowly increased by the concerted efforts of state and local governments and the Federal Government, according to a Federal Works Agency report presenting the results of a national survey. An adequate reserve of this kind, the report concludes, will be useful in stabilizing the construction industry when the present great demand for private construction diminishes.

The results of state and local advance planning of public works, with and without Federal aid, are shown in the second semiannual report of the Bureau of Community Facilities of the FWA, which was made public late in October.

Under the advance-planning program of the Bureau of Community Facilities, as of June 30, 1946, Federal funds amounting to \$26,465,853 had been advanced to 2,174 different public bodies scattered throughout the country, for use in preparing plans for public works with estimated construction costs of \$929,948,000.

Public bodies coöperating in the bureau's advance-planning program include 28 state governments, 182 counties, 1,524 cities, towns and townships, 403 separate school districts, and 37 special districts. Fifty-three of the cities, towns and townships have populations of 100,000 or more, 35 have populations of between 50,000 and 100,000, and 1,436 have populations of less than 50,000. A special effort has been

made to encourage planning in the smaller towns.

Plan preparation completed without Federal aid through June covers proposed state and local public works with estimated construction costs of \$1,125,789,000; 39 percent of this volume of completed planning is concentrated in New York state.

In addition, state and local plan preparation without Federal aid includes plans in the design stage for public works with estimated construction costs of about \$4,000,000,000. It is uncertain, the report declares, how much of this planning will be completed without Federal or state aid. Programs of state aid to local governments for planning have been set up in New York, Michigan, California, New Jersey, Maryland, Pennsylvania, Illinois and Indiana.

A large number of governmental units reported having no plans in either the completed or the design stage; these included one state government, 1,622 counties, and 3,543 cities, towns and townships. The cities, towns and townships having no plans were chiefly those with populations of 10,000 or less, but they included 275 with populations of more than 10,000.

The report also gives data from the Public Roads Administration showing completely planned Federal-aid and state highway and road projects with estimated construction costs of \$652,774,000, and projects in the design stage with estimated construction costs of \$2,556,744,000.



**DARKS**  
MASTER PLANS

*In the first postwar year, time was taken by the National Park Service to dedicate four important areas in the National Park System, the Home of Franklin D. Roosevelt, National Historic Site, Olympic National Park, Isle Royale National Park, and Mammoth Cave National Park. All of these areas, except the first, have been parts of the national park system for some years, but plans for earlier dedication had to be postponed because of the war.*

*These dedications, aside from their own peculiar significance, provided the National Park Service and the Department of the Interior with occasions to renew their pledges to protect for future generations the aesthetic, scientific, and historic values appertaining to the great wildernesses, the mountains, the lakes, and the forests, and the record of human achievement as embodied in the tangible works of man, which have been entrusted to their care. These dedications also serve to bind the people of the Nation to this trust, which they also jointly share.*



*The pictures on these pages depict the dedication ceremonies and the areas dedicated "to the benefit and enjoyment of the people."*

*On the preceding page is shown the front porch of the Roosevelt home at Hyde Park.*



*On April 12, 1946, the first anniversary of the death of Franklin Delano Roosevelt, many thousands of people assembled on the lawn of the Hyde Park estate to witness the dedication of the home of the late President, which had been designated a national historic site on January 15, 1944, by Joint Resolution of Congress.*



*President Truman delivered the main address at the dedication ceremony, which was held on the front porch of the Hyde Park mansion, where on so many occasions Mr. Roosevelt had greeted his neighbors. Shown also in the above photograph seated to the left of the rostrum are Newton B. Drury, Director of the National Park Service, who presided, and Mrs. Roosevelt, who presented the home in the name of her husband. Seated to the right of the rostrum is Secretary of the Interior, J. A. Krug, who received for the Nation the gift of the national historic site.*

*Right. Begun about 1826, the mansion at Hyde Park was purchased in 1867 by James Roosevelt and thus it became the birthplace and home of his son, Franklin. With the passing of the years, the home underwent many changes, for it is the product of numerous renovations and additions, but by 1915 it assumed its present characteristics, and, in accordance with the late President's wishes, no further changes will be made. On the following page is a front view of the home.*



*Right. Beneath this white marble tombstone in the rose garden at Hyde Park lie the remains of Franklin D. Roosevelt. Plans for the tombstone were drawn by President Roosevelt himself in a memorandum dated December 26, 1937.*

*The monument contains no device or inscription except the following on the south side:*

**FRANKLIN DELANO ROOSEVELT**

1882 · 1945

**ANNA ELEANOR ROOSEVELT**

1884 ·







*In a period of less than six months following the dedication 361,694 persons visited the Home of Franklin D. Roosevelt National Historic Site.*

*Left. The east end of the living room showing the Gilbert Stuart portrait of Isaac Roosevelt, great-great grandfather of Franklin, and the chairs used by Franklin D. Roosevelt as Governor of New York State.*



*Left. Nature study was one of the many subjects that claimed the youthful attention of the late President. Here is a collection of birds indigenous to the Hyde Park area which Mr. Roosevelt collected and mounted at the age of 11. In the foreground is a bronze statue of Mr. Roosevelt which was modeled at the time he was a member of the New York State Senate.*



*On June 15, 1946, Secretary of the Interior J. A. Krug dedicated Olympic National Park, western Washington's 848,212-acre wilderness of mountains, glaciers and ancient forests. The ceremony in which Governor Mon C. Wallgren, of Washington, Senator Hugh B. Mitchell, and Representative Henry M. Jackson also participated was held on the shores of beautiful Lake Crescent shown in the photograph above.*

*Right. Giant, moss covered Sitka spruce are among the virgin trees to be found in the "rain forests" on the western slopes of the Olympic Mountains.*

*On the following page is a view of Mount Olympus, which towers 7,954 feet above sea level. The high country of the park is a mountain empire with hidden lakes, green ridges cut by deep, forested valleys, alpine meadows brilliant with wildflowers, and sparkling streams.*











Photograph courtesy of Detroit News

*Isle Royale National Park, an island wilderness of 133,838 acres in Lake Superior, was dedicated on August 27, 1946. The principal address was delivered by Under Secretary of the Interior Oscar L. Chapman, who is shown in the photograph to the left. Participating in the program with Mr. Chapman were Governor Harry F. Kelly, of Michigan, and Representative Frank E. Hook.*

*Below. View of the dedication of Isle Royale National Park, which was held on the Boat Dock at Mott Island near park headquarters.*

Photograph by Willcox St

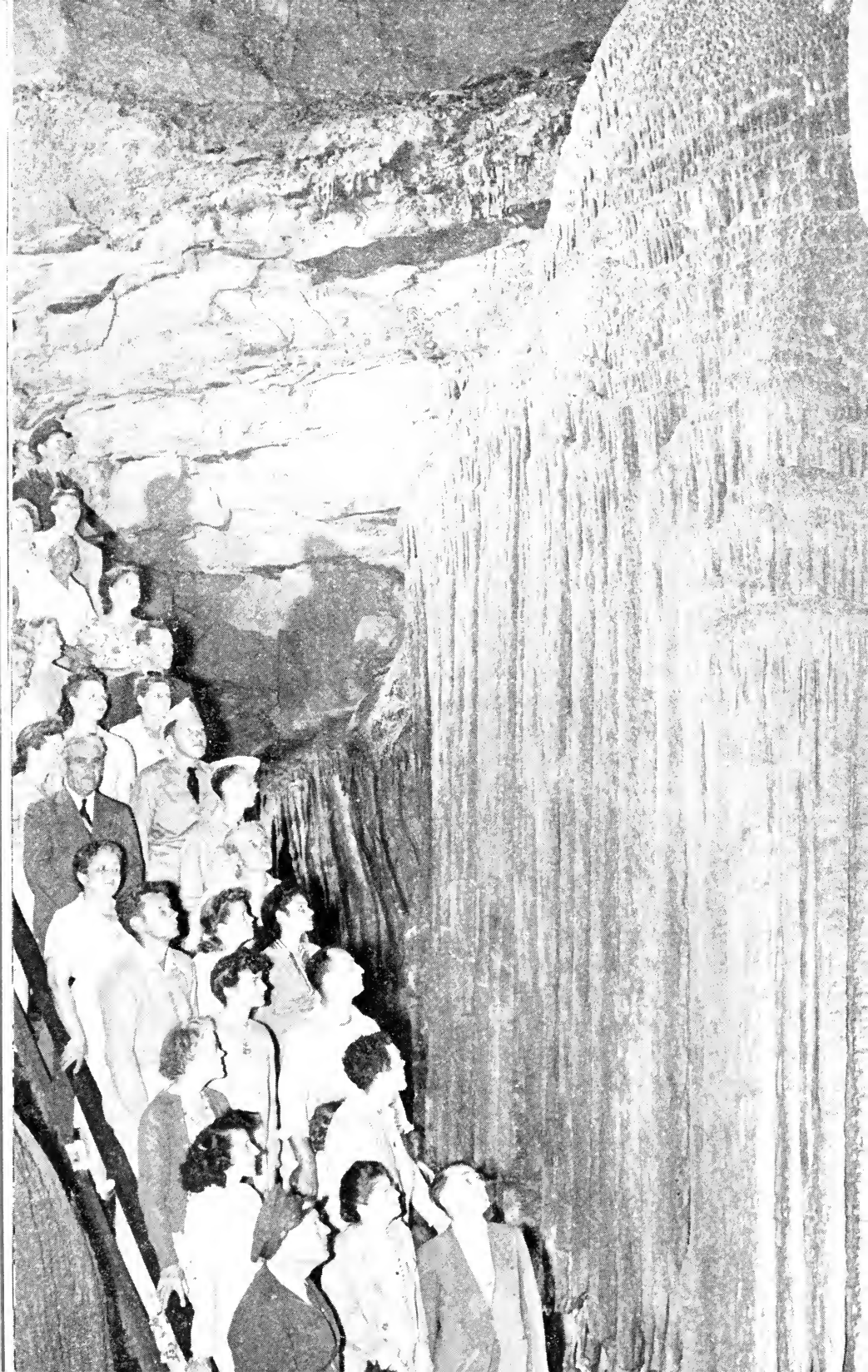




*Above. Hundreds of islands and inlets similar to Robinson Bay shown in the photograph above make Isle Royale National Park a boatman's Paradise.*

*Below. Isle Royale National Park visitors pause for a distant view over Lake Superior.*





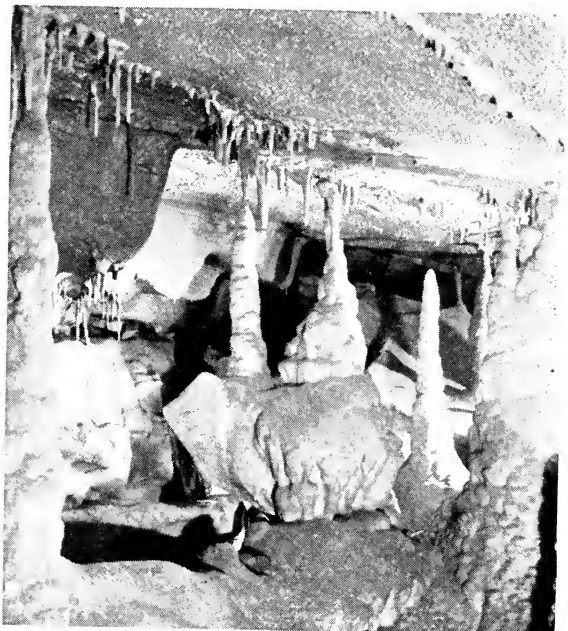


*The long history of Mammoth Cave, Kentucky, reached a high point with its dedication as a national park on September 18, 1946. Already in its second century as a tourist attraction, Mammoth Cave was acquired by the people of Kentucky and presented to the nation. Participants in the dedication, shown in the above photograph are: Representative Frank L. Chelf, Rev. Joseph L. Wheatley, Senator Alben W. Barkley, Secretary of the Interior J. A. Krug, and Governor Simeon Willis, of Kentucky. Others on the program were: Representative Earle C. Clements, Former Representative Maurice H. Thatcher, and Eugene Stuart, President of the Mammoth Cave National Park Association.*

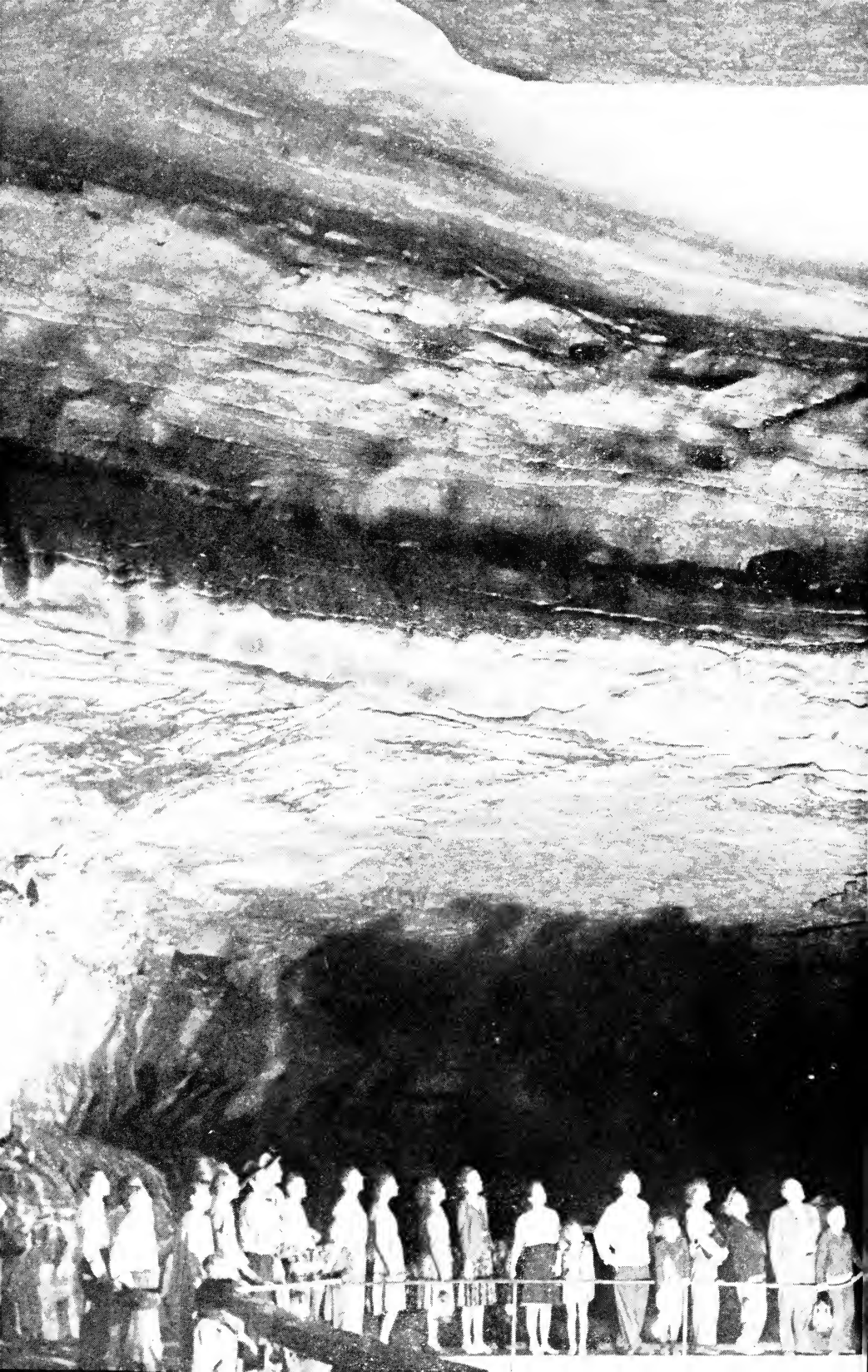
*Left. The Frozen Niagara, the largest onyx formation in Mammoth Cave.*

*Right. The Hindu Temple, an unusual grouping of stalagmites.*

*Next Page. A National Park Service Guide gives a brief talk in Booth's Amphitheater.*











*A guided party nears the historic entrance to Mammoth Cave.*

*Visitors to the 169 areas of the National Park System during the travel year that ended on September 30, 1946, set a new record total of 21,682,782. This number surpassed the 1941 record year by 632,356 visitors. The National Park Service was not, at any time during the travel year, as fully staffed as during the last pre-war year; and much of the time it was seriously short of the personnel required to give necessary protection to the areas and to provide essential services to visitors.*

# State Park Notes



The Association of Southeastern State Park Directors has announced its Fifth Annual Meeting for December 9-13 at Highlands Hammock State Park, Sebring, Florida, including for the last two days a Tropical Tour to Miami via Lake Okeechobee, Canal Point, and Palm Beach, a Nikko Sightseeing Boat trip at Miami Beach, and a Jungle Cruise on the New River with a Beach Party at Hugh Taylor Birch State Park at Fort Lauderdale. Delegates will be housed at the Hotel Sebring. Among the subjects to be discussed are Operation and Maintenance of Facilities and Equipment, Year-Round Use of State Parks, Group Camp Benefits, Nature Trail Hike, State Park Fees and Charges, Extent of Active Recreation Areas and Equipment, Federal Areas in Competition with State Parks, State Parks—Self Supporting?, Employees Classification, State Park Service Assistance to County and Municipal Agencies, Safety Programs in State Parks, Federal Aid for State Parks, The State Park Service and Its Place as State Recreational Agency. The Association of Southeastern State Park Directors is an effective and active organization rendering a fine service to its region and contributing

substantially to the national program. Other regions please copy.



*Alabama:* W. O. Dobbins, Jr., Director of the State Planning Board has announced that the Board in coöperation with the State Department of Conservation will undertake a comprehensive study in the field of recreation. This survey will be concerned with all aspects of the subject, both public and private, with one of its major objectives being the making and adopting of a state-wide master park and playground plan—a balanced and an integrated plan of municipal, county, state and national park and playground facilities.



*California.* The San Francisco Bay Area Council has recommended a plan whereby Angel Island, recently declared surplus by the U. S. Army, would be transferred to the people as a permanent California State Park, possibly in time to become a featured tourist and recreation center for the California State Centennial Celebration in 1949-50.



*Illinois.* Governor Green recently dedicated Wolf Lake Conservation

Park, the first state park "established within the corporate limits of Chicago or any other city." This 600 acre site will serve an estimated 1,500,000 residents within a 15-mile radius, and will be used for hunting, fishing, swimming, boating and picnicking.



*Maine.* The first comprehensive survey of Maine's recreational industry since 1934 is being undertaken by the Maine Publicity Bureau with the joint sponsorship of the Maine Development Commission and the New England Council. The project is part of a joint survey and inventory of recreational business in all six New England States now being compiled by the New England Council. The Publicity Bureau is also making a survey of winter sports accommodations.



*Michigan.* A joint enterprise of the Departments of Conservation and Public Instruction in a new field of education, school camping, is described in an article in the October issue of *Michigan Conservation*. Act 170 of the 1945 session of the Legislature enables school districts to operate camping programs as a part of the regular curriculum. The Conservation Department is co-operating in establishing the school camps located on state-owned land. The experimental aspects of the program are being financed by funds furnished by the W. K. Kellogg Foundation. The authors of this article state: "While the schools have made some use of the outdoors

in teaching through field trips, agriculture projects and excursions, there is great opportunity for more outdoor education through day camping, summer camping, year-round camps, nature trails, travel, and field study. Such experiences offer direct learning opportunities in social living, health, work, science, and recreational skills. Schools in Michigan may now acquire, maintain, and equip camps to carry education in the out-of-doors. Such an extension of the school program will raise many problems that must be studied at the local and state levels, such as the selection of learning experiences that can best be done outside the classroom, selection of camp sites and development of facilities, training of teachers, finance, use of community resources, and the coordination of local and state agencies that have services to render in outdoor education."



*Minnesota.* In the October 1945 issue of PLANNING AND CIVIC COMMENT, it was reported that the Conservation Department had opened certain portions of Itasca and St. Croix State Parks to deer hunting in 1945. Results of this experiment were discussed in the September-October 1946 issue of *The Conservation Volunteer*. A survey made in May and June, 1946, revealed that as a result of the reduction in the deer herds effected last fall, a marked improvement in the condition of trees and shrubs which had been damaged in previous years has been noted. New growth of the preceding season was practically intact on all species commonly over-



browsed by deer, while young seedlings of pine and other species, usually stunted or killed in previous years, were in evidence in many places.



*Missouri.* Abner Gwinn, formerly an engineer in the Missouri Highway Department, was appointed Chief of State Parks by the State Park Board on September 26. Governor Donnelly, in announcing the appointment, said that the State Park Board contemplated a huge building program in the next few years and that Gwinn's experience and engineering ability made him "the ideal man for the job."

The President approved on November 8 the transfer of three National Park Service recreational demonstration areas to the State for administration as units of its state park system.

The Cuvre River area of 5,759 acres of field and forest uplands, contains two organized camps of 120 and 96-camper capacity, which serve largely the St. Louis area. It also has day-use facilities for picnicking and hiking.

The forested 16,196-acre Lake of the Ozarks area has extensive shorelines on the 125-mile-long lake formed by the Bagnell Dam. Its four organized camps have 152, 100, 96, and 24-camper capacity and there is one organized tent campsite of 24-camper capacity. These serve largely the camping organizations of Jefferson City and St. Louis. Day-use facilities are provided for picnicking, swimming, hiking, and horseback riding. Facilities for tent camp and trailer camping also are available.

The Montserrat area of 3,441 acres is rolling land with forest stands of burroak, sycamore, and cottonwood. Two organized camps of 96-camper capacity each have been developed and serve largely the camping organizations of Kansas City and Sedalia. Day-use facilities for picnicking and hiking also have been developed.

*New York.* Paul J. Cunningham has returned to his position of Executive Secretary for the Thousand Islands State Parks Commission. Carl Crandall, Secretary-Engineer for the Finger Lakes State Park Commission, acted in this capacity during Mr. Cunningham's absence.

*Ohio.* It is reported in the October issue of the *Ohio Conservation Bulletin* that a license for the Ohio Conservation and Natural Resources Division to develop recreational facilities on the Mosquito Creek Reservoir and to control fish and game on the Berlin Reservoir has been submitted by the War Department. It is the first formal license offered by the War Department in Ohio for recreational development as authorized by the Flood Control Act of December 22, 1944. The license provides that the Conservation Division will assume controls of fish and game and recreation and that all income received from rentals of boat docks or landings, or other recreational facilities, will be used for additional development.



*Oklahoma.* Don McBride has resigned from his position of Director, Oklahoma Planning and Resources Board, to become Secretary-Manager of the National Reclamation Association with headquarters in Washington, D. C., and Glen R. Durell has resigned as Director, Division of Forestry and State Parks, to become head of a new Forestry Department at Oklahoma A. and M. College. Donald E. Stauffer, Supervisor of State Parks, is now serving as Acting Director.



*Oregon.* Mark Astrup, formerly of the National Park Service, has been named Assistant Superintendent of State Parks.



*Pennsylvania.* Beginning with the June-July issue, the Department of

Forests and Waters radically revised the format of its publication, *Pennsylvania Forests and Waters*, and designated it as Volume 1, Number 1. This new magazine is large-sized, well illustrated and contains a diversity of interesting articles. In the second issue, an article describes the filming of scenes for Paramount Pictures' new technicolor production, "Unconquered," in Cook Forest State Park. This picture will deal with historical Pennsylvania, including the wars of survival between the Indians and the white men and the settling of Pennsylvania by the frontiersmen.

In the November issue of *Recreation*, it is reported that plans have been announced by the State of Pennsylvania for creation of 18 artificial lakes and innumerable ponds within the next year in the southwestern part of the state. These lakes and ponds will be located within about 30 miles' distance by highway of practically every home in the area and will be designed for the pleasure of the entire family. The work will be financed by part of the \$16,500,000 fund set aside for beautification and conservation in Pennsylvania.

*Washington.* In the October issue of *State Government*, Duane Robinson describes the two-year Recreational and Cultural Resources Survey which was authorized by the 1945 Legislature. This Survey has been organized around the concept of going to the community and reporting its needs to the Legislature. The three major methods being used

are the public opinion poll, community self-analysis, and community conferences. Special problems require the Survey to consider a number of fields, such as delinquency, aged persons, rural areas, trade-unions, libraries, and park systems. This concept of community-state relations and the close contact being maintained with communities provide the main orientation of the Survey and its principal contribution to the study of recreation and public administration.



*The Portland Oregonian* for November 10, presented a full-page spread on *Sam Boardman; Collector of Oregon Beauty Spots*, by Paul Hauser, who covered the Oregon part of the Pacific Coast Pilgrimage. Sam Boardman, like Colonel Lieber in Indiana, during his long service, is appreciated at home. According to the article, Oregon has 160 parks of all classifications, including wayside strips, which cover something more than 59,000 acres. Merle Chessman, Astoria editor, state senator and until recently a state highway commissioner, is quoted as saying: "When Sam gets on the trail of a park he'll get it if it takes 20 years." Mr. Hauser pays tribute to the state park director in these words: "Boardman, one of those quiet public servants who patiently and modestly does a great service without fuss or fury, continues to travel around the State looking for parks and in the meantime acting as a sort of guardian for any and all trees on the highway rights-of-way."

## Board and Officers Elected National Conference on State Parks

At a meeting of the members of the National Conference on State Parks, held at Eureka, California on September 27, the first since 1942, it was announced that two new life members of the Board have been chosen to fill vacancies—William M. Hay of Tennessee and Harold W. Lathrop of Minnesota. The ten life members now are: Horace M. Albright, New York; Howard B. Bloomer, Michigan; Laurie D. Cox, New York; Mrs. Henry Frankel, Iowa; William M. Hay, Tennessee; Robert Kingery, Illinois; Harold W. Lathrop, Minnesota; Harold S. Wagner, Ohio; Tom Wallace, Kentucky; and Conrad L. Wirth, D. C.

Fifteen term members of the Board, including those newly elected and those reelected for terms that had expired during the war, make up the complete Board, as follows: Terms expiring in 1948: Frank D. Quinn, Texas; W. Ed Jameson, Missouri; Lewis G. Scoggin, Florida; in 1949: Russell B. Tobey, New Hampshire; Herbert Maier, California; Charles G. Sauers, Illinois; in 1950: Paul V. Brown, Indiana; Charles De Turk, Michigan; Joseph R. Knowland, California; in 1951: Thomas W. Morse, North Carolina; Frederick J. Adams, Nebraska; C. L. Harrington, Wisconsin; in 1952: Mrs. Edmund B. Ball, Indiana; James F. Evans, New York; Samuel H. Boardman, Oregon.

Officers elected or reelected by the new Board, meeting on September 29 at Coos Bay, Oregon, are:

Tom Wallace, Chairman of the Board; James F. Evans, President; Thomas W. Morse and Frank D. Quinn, Vice-Presidents; Harlean James, Executive Secretary and C. F. Jacobsen, Treasurer.

At the Eureka meeting and later at the Gearhart session resolutions of appreciation for California and Oregon hosts were adopted as follows: *Resolved:* that the National Conference on State Parks extends to the Division of Beaches and Parks, California Department of Natural Resources; to Region IV Headquarters of the National Park Service; to the California Conservation Council; to the Save-the-Redwoods League, and to their representatives, its deep appreciation for all the excellent arrangements for the Pilgrimage, for the many personal services rendered and for the privilege of inspecting the California coastal and redwood parks in the company of the eminent leaders concerned with conservation in California. *Resolved:* that the National Conference on State Parks, on the last day of its pilgrimage in Oregon expresses to the Oregon State Highway Commission and to Samuel H. Boardman, State Parks Superintendent, his staff, and the many hosts along the way, grateful thanks for the warm hospitality extended to the Pilgrims and its appreciation of the unique chain of state parks acquired on the picturesque Oregon Coast.

Resolutions affecting the pro-



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gram and policy of the Conference for the coming year were adopted as follows:

*Resolved* that the National Conference on State Parks expresses its appreciation of the technical service which has gone into the long-range planning for the California State Park System; that it highly approves the plans to divorce main highways from the heart of the majestic redwoods; and that it looks forward to a day when the approach highways to California state parks will be adequately protected from unsightly and inappropriate intrusions.

*Resolved* that the Conference recommends the enactment of the Mansfield Bill or similar measure to control pollution, providing that where state laws are ineffective, aid in enforcement may be secured through suits instituted in the Federal courts.

*Resolved* that the Conference recognizes the need for education of students and adults concerning the purposes and uses of state parks and the natural values which the parks were established to protect; that it approves the educational extension courses now being instituted for children in state parks; that it suggests that state park and conservation literature be supplied for libraries to be established in all major state parks for the use of state park patrons; and that it recommends

that nature-guide, museum and other facilities be provided in appropriate parks for the enlightenment of visitors.

*Resolved* that the state park authorities be encouraged to prepare or have prepared comprehensive plans for their state park systems and master plans for the state parks composing the system.

*Resolved* that citizens in the various States be urged to safeguard the civil-service standing of state park authorities and staffs and to see that civil service is extended in places where it is not now effective.

*Resolved* that the Board of Directors of the Conference be requested to appoint committees to study the state parks throughout the country to see how far state-park systems are meeting the manifest needs of the people at the state level and that resulting reports clear through the Board to the members of the Conference at its next meeting.

*Resolved* that the Board of Directors of the Conference be requested to appoint a committee to study types of facilities suitable for state parks, with special reference to inns, lodges, cabins and camps and their administration, the committee report to clear through the Board and be presented to the members of the Conference at its next meeting.

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# Pacific Coast Panorama

## A Journal of the State Park Pilgrimage

By TOM WALLACE, Editor of *The Louisville Times*, and Chairman of the Board of National Conference on State Parks

(Condensed from ten articles in *The Louisville Times* November 6-16, 1946)

After war-period suspension the National Conference on State Parks resumed annual conventions by the Pacific Coast Pilgrimage. The hosts were California's Division of Parks and Beaches, the Oregon Highways Commission, Region IV headquarters of the National Park Service, the California Conservation Council and the Save-the-Redwoods League.

The traveling conference, beginning at Los Angeles, ending at Gearhart, Oregon, was in the interest of development of systems of state parks. The program carried the explanation of the organization's reason for being, its history and its aims:

This year marks the 25th Anniversary of the organization of The National Conference on State Parks at Des Moines, Ia., in 1921, to urge the acquisition by the States of land and water areas suitable for recreation, for the study of natural history and its scientific aspects, and the preservation of wildlife, as a form of the conservation of our natural resources, until there shall be public parks, forests and preserves within easy access of all the citizens of every State and territory of the United States; and also to encourage the interest of nongovernmental agencies and individuals in acquiring, maintaining and dedicating for public uses similar areas, and in educating the citizens of the United States in the values and uses of recreational areas.

In 1921 less than half of the forty-eight States had any sort of State Park. In 1941, just before the war, there were listed 2,583 such areas, containing 6,063,364 acres. These were capable of

accommodating 31,158 guests in inns, cottages and lodges. Of these areas, 1,060 (totalling 4,222,830 acres) were classified as state parks, 252 as historic sites, monuments and memorials, twenty-three as parkways, 166 (with 1,791,242 acres) as state forests, two wildlife areas and 1,080 waysides.

In this postwar period many States are launching expansion of state park programs to meet growing public demands. The National Conference on State Parks continues to offer a clearing house of information and an opportunity for exchange of opinions, serving park executives and interested citizens toward the end of providing adequate state parks through the Nation.

On the pilgrimage there was no fast driving. A. E. Henning, head of California's Division of Parks and Beaches, was "a cook and a captain bold and the mate of the Nancy brig, and a bo'sun tight, and a midshipmite and the crew of the captain's gig." He is a careful driver. He was careful enough to send a scout car over every mile and curve and kink of the scheduled route to learn just when the Pilgrims could, without wild driving, hit all of the high spots in California's coastal parks and beaches, miss none of the scheduled festivities along the way and meet the Oregon group at the California boundary on the day and at the hour of its scheduled appearance.

That required careful calculation on the part of the scout car staff. That the Pilgrims might not fail him, Mr. Henning lectured them occa-

sionally, got them started early in the morning regularly regardless of the previous evening's length. Monterey residents wanted the Pilgrims to see and appreciate Monterey, so the Monterey-view pilgrimage took the park Pilgrims out at seven a.m. the morning after they attended a theatre performance and met members of the cast after the play! It was necessary to insert breakfast deftly into the corpus between the Monterey pilgrimage and the Henning-ordered departure promptly at eight o'clock.

The Pilgrims reached the Oregon line forty minutes ahead of their ten days' schedule.

"Phew!" said Parks and Beaches Henning—something between an explosion and a sigh—"Now I can relax."

The Pilgrims couldn't. Oregon was ahead on their itinerary.

The Pacific Coast Park Pilgrimage assembled at a Los Angeles hotel recommended by Duncan Hines, dined elsewhere because the hotel staff was on strike, and each Pilgrim made his own bed, carried his own luggage and otherwise made himself at home in a typical United States situation.

An address of welcome was felicitously delivered by Leo Carillo, member of the California Parks Commission, well known actor of distinguished Spanish ancestry who speaks to Kentuckians of happy evenings with Henry Watterson and John Macauley at the Chili Con Carne Club.

The first State Park in California, if one goes north from Los Angeles, is the home of the late Will Rogers. Mrs. Rogers deeded it to the State,

two days before her death, in honor of her famous husband. The gift preserves within the walls of the Rogers living room Will's collection of mementos of a cowboy career, a valuable collection reflecting a stage of the West's development which will perhaps always hold its place in letters as well as in history. The residence, simple, low, rambling, charming, is on a hillside and is so swathed in vines and belted by flowers that from a distance it seems part of the hillside's response to the Southern California sun's caressing. There is a disposition to remove hats to Soapsuds, his pony, to the boots, the saddle, the lariat, the home, the parental devotion, the out-of-date typewriter, the jumble of Wild-West artifacts in the museum-living room. Rogers, whose ancestors "did not come over in the Mayflower, but met the boat," reflected the humor, the humaneness, the democracy of Western life as no other artist has done.

Santa Barbara has family trees, convictions, and tea. It harbors many deserters from scenes of less suavity, among them artists and the merely leisured. One meets, for example, Max Fleischman, formerly of Cincinnati, a long-time resident, donor of a museum of which Santa Barbara is proud.

The park Pilgrims made Santa Barbara a port-of-call to see Santa Barbara Mission, which from time to time since Spanish monks built it earthquakes have jostled and smashed, but which the padres still rule, maintaining a gardened patio and many relics of the Spanish period behind adobe walls four feet thick. Santa Barbara Mission is not

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a State Park. It is a Roman Catholic reservation in Protestant surroundings, but a little upshore is La Purisima State Park, a faultless restoration by CCC, competently directed. At La Purisima one ponders the padres who were in their way no less vigorous—no less true conquistadores—than the soldiers of the King—and, of course, the Cross—who rode in armor, where the churchmen walked. The way to Purisima is through arid hills suddenly bisected by a broad, verdant valley which runs to the sea. When the padres found the valley they, as is said of the Pilgrims on the Atlantic Coast, fell upon their knees, then upon the aborigines. But they did not put the Indians to the sword. They put them to work; and while their choice meant little to the aborigines, it profited the padres. There rose from the plain under the padres' prodding a stately mission 1,000 feet long, farms and gardens, after the holy men found water. They found a wonderful soft water spring, built a stone conduit to bring the water to the mission, first to a drinking fountain, then to a lavandaria—a clothes washery—and finally to irrigation ditches. The gardens of the padres are being restored and in them Gambel's quail are careless of the approach of people.

Santa Barbara's population thinks city parks important. Among its many in-town parks are sixteen, several of them above ten acres, one of them nearly fifty acres, and a mountain-side park of 520 acres out of town. There are also some miles of roadside plantings on state highways traversing the city. In the

parks and on the roadsides more than 100 varieties of trees are represented, including eleven varieties of eucalyptus. The Parks Department also maintains playgrounds and beaches. In parks, and even at bus stops, benches are municipally maintained.

California's conservation dragnet has caught diversified attractions, including as a State Monument, the State's first theater (1847), which is not a mere museum. The foyer is a barroom in which (soft) drinks are served by a bartender in period costume, including pillow belly, handlebar mustache and shirt-front diamond. Over the bar is a reclining nude of the type described by Bret Harte perhaps in "Brown of Calaveras" as a lady of ample charms; a nude of the outlines that delighted Rubens. The walls are ornamented by many pictures less potent to the eye of frontiersmen who patronised Bacchus and admired the bacchante's nearest California cousin before entering the temple of art to see "Ten Nights in a Barroom." The seats in the auditorium are high-backed wooden benches on a graded floor. The auditorium is rectangular and unornamented; as simple as a one-room schoolhouse in a rural district. We saw *Pinafore* presented on a stage so small that it holds only six sailors, leaving little room for Josephine, Buttercup, the Captain, Sir Joseph Porter, his sisters and his cousins and his aunts. But for the fact that they are the flesh and blood part of a State Monument and appear under the stipulation that the play must be as much of the period as the bartender, the well-coached Monterey

youngsters might adventure more widely and not fare badly.

From the comedy of *Pinafore* the investigator of California's parks and monuments system swings through Point Lobos State Park, passing along the way the house in which Robert Louis Stevenson tarried for a time and wrote, possibly, "The Silverado Squatters." You are told in a parks pamphlet that at Point Lobos you see the world's most dramatic meeting of land and sea. The writer of that reckless exaggeration should be suspended in a bo'sun's chair over the bristling brow of the cliffs of Mohr on the coast of Ireland, where the sea resoundingly pounds the base of 700 feet of sheer stone and gulls above the foam, seen from the cliff-crest, are swarming white candle-moths. But for all that Point Lobos with its gnarled cypress trees has a charm all its own.

A wide expanse of primeval forest half belts Monterey. It is known as the Del Monte property. It would make a magnificent municipal park if Monterey were as large as Chicago. But a population of 20,000 cannot claim it and must do with less costly lures—such as its fishing-fleet harbor beloved by artists, and the sea-harbor food dinners of its wharf restaurants, beloved by gourmets, featuring the coast's best abalone steaks.

(The trip through the Big Basin State Park, along the Skyline Drive and through Golden Gate Park to San Francisco gave the Pilgrims a day's freedom to enjoy the cosmopolitan charms of the Bay City, where the conservation organizations of the region staged a well-

attended dinner, addressed by California's conservation leaders, with responses from the Pilgrims.)

Sonoma, north of the Golden Gate, was larger than San Francisco long ago. General Vallejo, the Spanish viceroy—to use an inexact title which nonetheless carries the meaning—was a hidalgo who indulged his tastes, regardless of pesetas, or doubloons. He imported by windjammer around Cape Horn, a Swiss chalet—now partly a restoration—and gave California a treasure of today in the form of the first prefabricated residence in the United States. Each beam and bit of the chalet bore a clear mark to guide the assemblers. The cast-iron window-sash packers did their work so well that the sashes they packed now hold the glazing. At Sonoma there will be soon in addition to the Vallejo relics a really striking exhibit, an adobe building now privately owned, which was an inn when General Vallejo's great-eyed, plump brunette daughters (photographs represent them in the exhibit) were slyly ogled by travelers who stabled their horses in quarters adjacent to the inn and contemplated the might of the Spanish throne as betokened by the establishment of one of its servants.

The California Park Department credits Ralph G. Smith, editor of the *Redwood City Times Gazette*, with starting, some sixty years ago, the agitation which saved part of the redwoods from lumbermen. Redwoods now exist only in California and an area in Oregon adjacent to California. They existed in geological time in both hemispheres and as far north as Greenland. Big

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trees now living include cryptomerias of Japan, the great cedars of Mexico, two types of California redwood, *sequoia gigantea* of the Sierra Nevada Mountains and *sequoia sempervirens* of the coast, all of which are cousins. Craters left where redwoods fell long ago indicate a former diameter of thirty feet among the California trees. A ring count of a fallen Sierra tree shows its age to have been 3,148 years. It is believed that coast trees reach 1,400 years.

When the Founders' Tree, which stands in the 10,000-acre Bull Creek-Dyerville Redwood Forest (a State Park) was dedicated to founders of Save-the-Redwoods League, Dr. John C. Merriam, Professor Henry Fairfield Osborn and Madison Grant, Dr. Merriam, in response to the dedicatory address said:

Although purely recreational value, in the sense of exercise and outdoor life, has had an important part in the movement to save these areas, this has always been subordinate to the idea that the redwoods are objects of exceptional beauty and primitive grandeur. It is the uses which satisfy the spirit of man rather than those which concern solely health of his body that have been dominant.

Dr. Merriam said of redwoods what applies to the wilderness, in the opinion of members of the National Conference on State Parks who walk in the footsteps of the founders of their organization.

Saving California's redwoods—a continuous performance which will run into the far future—appeals to well educated people as far east and as far west as anyone travels. Sentiment for the redwoods girdles the globe. Among them are Chinese who don't expect to see them but sympathize with the mood of those who

keep alive the Save-the-Redwoods League.

Northern California and Oregon coasts are akin to Irish coasts and the similarity is increased in Oregon by great areas of furze, otherwise gorse, which you are told, reflects importation by a nostalgic Irish Earl who, after establishing himself on a sea-commanding promontory, monarch of all he surveyed, found something lacking in the landscape. The gentleman is hotly cursed by forest guards. Furze spreads like kudzu. And, as Bill Nye said of cactus, it flourishes most happily where efforts to exterminate it are persistent. When furze blazes, firs are endangered, and spruce, whose ship-mast straightness and towering height make them next to Douglas fir in dignity. A great "burn" as Oregonians call it, is a desert of bare, bone-white trunks of lofty conifers, a skeleton forest.

Cape Perpetua, on the Oregon coast, is a majestic meeting of land and sea which challenges such meetings elsewhere in the world. I saw Perpetua in fair weather. The shaggy head of Perpetua would be a devil's playground in a great storm.

Sam Boardman, head of Oregon's Parks Division, is a miser. His jewels—money does not interest him or he would not waste time working in a parks department—are examples of Oregon scenery. He does not know what he will do with his jewels. As a matter of fact he will do nothing with them. He will die a collector if he lives to be 100 years old.

Among Oregon's State Parks are what are called overlooks, points

from which a magnificent seaview or land view may be had. Not yet a State Park are the sea lions' caves between Brookings and Agate Beach. The cave-in cliffs with a dome perhaps 100 feet high, open into the open Pacific about 300 feet below the level of the highway. In the boisterous seas the lions play joyously close to the cliffs against which the waves pound so hard that, as one recedes to be followed by another, the water that stands in cupped surfaces, or runs down the fissured face of the rock, or through narrow passages, looks like thousands of gallons of Jersey milk. In the maelstrom the lions are entirely at ease and never are dashed against the cliff. They lift their heads above the foam and roar joyously, like boys in a mill pond. When they tire of the sport they enter the cave, climbing to high points amid the litter of stones of all sizes upon its floor, or lie about in piles, each seeking to make a pillow of another lion. There they sleep and dream and wake and roar.

At the final dinner at Gearhart, Mr. R. H. Baldock, Executive Officer of the Oregon State Highway Commission, told something of the history of the Oregon Coastal region. Said he:

This marks the end of the trail, the completion of your long journey northward along the Pacific Coast. Permit me to comment briefly on the section through Oregon.

In the Tertiary age, more particularly in the upper Eocene and lower Miocene geologic time, the bottom of the sea arched and crumpled to form first a string of islands, and then a range of mountains. The

land extended many miles seaward, the remnants of which are now visible in the solitary rocks which abound off the rugged Oregon Coast and which have withstood the buffeting of the angry sea through countless centuries.

To the early explorers the rock-bound Oregon Coast was a forbidding land and there is no record of their touching our shores. However, in 1775 Captain Bruno Heceta, commanding the Spanish corvette *Santiago*, in a voyage along the Coast from Mexico, noticed an opening in the coast from which rushed a current so strong that he could not enter. His nautical observations, published in his report, show that the position of his ship was within one minute of latitude of Cape Disappointment, which he called Cape San Roque. He also reported seeing the distant snow-capped mountains. Heceta Head, farther down the coast, perpetuates the name. In the next quarter century, the Columbia River became the mythical river of the West. Its existence was denied by Vancouver, the Briton, and finally discovered by Captain Gray, the American, in 1792.

Despite its inaccessibility the Oregon Coast is replete with stories of adventure and romance. Stories handed down by word of mouth by the Indians bring vague pictures of Chinese junks brought ashore by the prevailing northwest winds of summer, of the wreck of many Spanish ships, and of buried treasure on Neahkahnie Mountain.

Patrick Henry Smith, known as the Hermit of Nehalem, when a boy, talked with aged Indians at Neahkahnie who told him that a ship had

gone ashore and that white men had carried a chest up the mountain and with it buried the body of a black man, apparently, to prevent the superstitious Indians from unearthing the treasure. The story is cherished as tradition and believed by the Indians. In searching for the treasure, the Hermit, according to his statement, upturned a rock at the foot of Neahkahnie and to his surprise discovered carved thereon Roman and Arabic numerals and certain nautical lines. To date the treasure has never been found.

Dr. C. E. Linton, pharmacist at Waldport, says: "While conducting the drugstore at Nehalem City in 1892, I collected two tons of beeswax along the shore after a storm. . . Most of the wax was in amorphous chunks but some of it had been molded into candles." The candles bore Roman letters sacred to Christian worship.

It appears certain that the Clatsop Indians, living near where we are now meeting, knew the use of iron salvaged from wrecks of ships and were apparently taught methods of shaping tools by Chinese before the first white man came. This spot likewise marks the end of the famed exploration of Lewis and Clark and the goal of the Astor Expedition.

One hundred and twenty-five years ago, the spectacular scenic beauty of Oregon was viewed by only the redskinned savages and the hardly less savage trappers of the Hudson Bay Company. Happily, the record of the travels of the early trappers was set down by Peter Skene Ogden, an able executive and a capable writer.

Fifty years ago only the young

and strong, able to stand hard riding and hiking, saw the beauty of the Oregon lakes, mountains and seashore. Even thirty years ago, in the days of the first automobile, such a trip was an adventure. Now, thanks to our highways, the weak in body and the elderly may be transported to view and enjoy the matchless beauty of Oregon. Unfortunately there are many so thoughtless and so careless that they mar and destroy beauty by scattering debris and by unleashing the red demon, fire.

Oregon's highways are the show windows of the State. How should they be built, particularly those that lead to and through the great scenic attractions which abound in Oregon? To some the road is beautiful if crooked and winding like the early park roads. Fortunately the best landscape minds now believe that a road that follows the broad sculpture of Nature and that avoids twisting around the dissection of the minor terrain, is more fitting. Such a road is likewise much safer, and, in these days of sudden death upon the highway, that is quite important.

In Oregon we try for a balanced plan—a plan worked out by the engineer and landscape architect to produce a balanced geometric design fitting the bold sculpture of Nature, not clashing with it, resulting in a highway wide and straight enough to assure safety and comfort and at the same time harmonize with the design of the Great Architect.

Unfortunately much of this is only in the planning stage, but the next ten to fifteen years will bring about a great transformation. However, no matter how carefully the



engineer and the landscape architect may lay the plans and construct the road to provide both beauty and safety, it can all be so easily spoiled through the avarice, greed and ignorance of man.

In this incomparable setting of Nature where the green land of Oregon meets the Pacific, abounding in magnificent seascapes, the presence of hot dog stands, pole lines, shacks and signboards of every description, forming an ugly ribbon development, not only may well spoil the beauty of the roadside but certainly will turn a safe road into a dangerous highway. There is need for better control of access to our highways and for intelligent zoning of the use of our roadsides so that we may get the best use of the matchless resources and enjoy fully what God has given us.

It would not be appropriate if I did not say something at this time about the parks and wayside strips, not only those along the beautiful Oregon coast, but those near the mountains, lakes, and deserts of other parts of this great State. For the past two decades one man has labored tirelessly, not in the interest of the people of today, but more for the people of tomorrow, to preserve while there is still time, spots of beauty for the use and enjoyment of people yet unborn. With selfless energy and without any personal ambition, he persuaded many people to donate parks and wayside strips to the State, largely through the charm of his personality. In other instances, he has recommended to the Commission that purchases be made at prices which now seem ridiculously low, to round out these

gifts with needed areas and to secure other parcels which in a short time would otherwise have been exploited by private individuals. Without his efforts great areas of beaches and headlands, with shores of many lakes and streams would have been denied the public or else acquired at great expense at a later date.

While there are still more parks and waysides to acquire, the State is about to enter upon a new phase apart from the acquisition of state parks, and that is their development and operation for the use and enjoyment of the people. During the next decade the famed scenic and recreational resources of Oregon, largely through the development of the Oregon State Parks, will make of the State a Mecca for tourists and a playground for the Nation.

I take this occasion to pay tribute to Mr. Samuel H. Boardman, State Parks Superintendent, and to make the prediction that the Oregon State Parks will become a living memorial to him.

(Besides being exposed to coastal scenery and state parks over a thousand-mile sea front, the comfort of the Pilgrims was served by many civic leaders and groups along the way. At Santa Barbara, Miss Pearl Chase was in charge of the lunch, dinner and garden tour. Next day, the Pilgrims ate a box lunch at picturesque outdoor tables in Seaside State Park. The dinner at the Hotel Whitcomb in San Francisco was sponsored by California conservation organizations and organized by the Save-the-Redwoods League, which also was host at the last lunch in the Redwoods and in charge of the Campfire program at Richardson's Grove. A box lunch at Asti, the big winery, was eaten under the trees and supplemented by the product of the plant. Through

California, the Pilgrims were piloted by A. E. Henning, Director of State Parks, aided by California State Police and first-aid from the Automobile Club of Southern California and the California Automobile Club.

At the Oregon line, a large delegation of officials and citizens, acting for Sam Boardman, met the Pilgrims and escorted them to Azalea State Park, where lunch was served by the Brookings Chamber of Commerce. Next day at Cape Perpetua, where fires were blazing in two out-of-doors stone fireplaces, lunch was served by the Lions Club of Waldport, under improvised tents which kept everyone dry from the dripping clouds. Lunch on the last day was served at the Elks Club by the Tillamook Chamber of Commerce and the

Junior Chamber of Commerce. At Coos Bay (once Marshfield) the Pirates were hosts at a cocktail party and the Chamber of Commerce at dinner. At Newport next night, the Mayor and the Hi-Tide Club were hosts. And at the final dinner at Gearhart, the Seaside Chamber of Commerce were hosts at a cocktail party and Arthur Kirkham, Vice-President of K O I N, was master of ceremonies at the dinner program.

It may well be said that the Pilgrims saw matchless scenery saved for citizen use, enjoyed much hospitality, profited by the excellent arrangements made by California and Oregon hosts, and returned home stimulated by new ideas of what to do and perhaps occasionally what not to do.)

## Friends of the Land in Omaha

FRIENDS OF THE LAND held an extraordinarily effective and useful annual meeting at the Fontenelle Hotel in Omaha, Nebraska, on October 18-20, with a final session in Lincoln. In President Chester C. Davis' address on "World Food and Conservation" it was pointed out that not only did the world need the largest crop we could grow in 1946 but that the needs of 1947 would be even greater. Said he: "After 1947, the large volume export demand may persist for a while, but I doubt it. Foreign countries will hunt their food where they can pay for it with their exports, preferring not to spend all their dollar exchange for our wheat and lard if they can use it to buy some of our machines." President Davis maintained that "We haven't yet begun to use our soil resources to their best advantage in the United States. We have enough idle capital and potential labor in this country to build a revolution in

farming methods, and bring new vitality and vigor to our soil and to the people who live on it. Healthy soil means healthy people, and we can have healthy soil if we are willing to work for it and to pay for it."

In talking of "Health from the Ground Up," Dr. Jonathan Forman referred to the 25 proposals put forth by the Ohio State Medical Association to promote good health. Dr. Forman believes that not only will the span of life be lengthened but that the active years in life's span will be greatly extended.

Mrs. Luis John Francke's talk on "Compost: How to Make It and Use It," brought forth a flood of questions which the speaker was able to answer with authority.

At dinner on the first evening Dr. Hugh Bennett electrified his audience with the history of the Soil Conservation Service and an account of his visits abroad with their interesting human experiences.

The Omaha conference closed with Louis Bromfield's talk on "The Importance of Agriculture in Relation to our National Economy." As always, Mr. Bromfield told a convincing story which held the attention of the large audience which filled the room. He pointed out that "Few people realize or understand that very close to 50 percent of our population is dependent upon agriculture as the source of its income and employment. Actually only about 20 percent of the population is engaged directly in a more or less productive agriculture but agriculture and the productivity of our soil lies at the base of the great agricultural machinery business, the greater part of the mail order house business, large segments of the gas, oil, rubber and steel industries, the vast milling and packing house trades. It provides a great portion of the revenue of our railroads and is the economic base of virtually all our small towns and cities. . . . It supports largely whole segments of the 'servicing' in the form of the filling stations, garages, department stores which have become so important an element of our highly industrialized national economy." He declared that "Every depression we have experienced since the Civil War has begun at the agricultural end with the shrinking or disappearance of the purchasing power of the agricultural segment of our population and spread through the whole of our national economy." He made a sharp distinction between total production and production per acre, and warned against the declining production per acre—with

its consequent increased cost of production per acre or per bushel. Tersely in closing he said: "What we need is corn at 50 cents a bushel with a good profit margin rather than subsidized corn at a dollar a bushel produced at a loss to the farmer. There is one way to get all this and that is through the preservation and restoration of our greatest source of real wealth—the soil—through better land use."

The New Board of Directors of Friends of the Land is as follows: For three years: Chester C. Davis, St. Louis; Louis Bromfield, Lucas, Ohio; Mrs. Luis J. Francke, New York; Dr. Jonathan Forman, Columbus, Ohio; Robert Crew, Columbus; Dr. W. A. Albrecht, Columbia, Mo.; Dr. Charles Holzer, Gallipolis, Ohio; Miss Harlean James, Washington, D. C.; Wheeler McMillen, Philadelphia; Bryce Browning, New Philadelphia, Ohio; J. E. Jackson, Savannah; Dr. Paul Sears, Oberlin; Verser Hicks, Tulsa; C. A. Malone, Houston. For two years; Charles Collier, Darlington, Md.; Mrs. W. T. Michie, Memphis; Mrs. Robert Sterling, New York; Edward Meeman, Memphis; Paul Bestor, Newark, N. J.; Jack Krey, St. Louis; Walter Gumble, Fairmont, W. Va.; Lester Olsen, Milwaukee; Harvey Campbell, Detroit; George Davis, Montpelier, Vt.; For one year: Caspar Schmid, Austin, Texas; Mrs. Alfred Kieckhefer, Milwaukee; Alston Clapp, Jr., Houston; R. C. Campbell, Cleveland; Sidney Stephens, Columbia, Mo.; Robert H. Reed, Philadelphia. Expiring 1947 and 1948: Cason J. Callaway, Hamilton, Ga.; George Clements, Los Angeles; E. J. Condon, Chicago; W. Ed Jameson, Fulton, Mo.; Murray D. Lincoln, Columbus; E. B. MacNaughton, Portland, Ore.; Lachlan Macleay, St. Louis, Mo.; Charles MacIntire, Adan, Ohio; Dr. Karl Menninger, Topeka; Elmer T. Peterson, Oklahoma City; Eliot D. Pratt, New York; Walter Pretzer, Cleveland; Victor Schoffemayer, Dallas; Victor Weybright, Keymar, Md.

## Financial Aid for Municipal Planning in Pennsylvania

The October *Monthly Bulletin* of Pennsylvania's Department of Internal Affairs reports through Jean McKinney Flannigan, Research Assistant that the 1945 session of the General Assembly appropriated one million dollars to be distributed to the political subdivisions of the Commonwealth to help meet the cost of preparing plans for needed public works construction. These grants-in-aid are designed to encourage and speed plan preparations so that when materials are available, a large volume of public works construction jobs will be ready to augment employment and production. Financial aid from this million dollar appropriation has been made to the political subdivisions to meet planning and engineering costs only.

The Post War Planning Commission with the technical assistance of the State Planning Board of the Department of Commerce has granted as of July 31, 1946, \$689,873.73 or 69 percent of the \$1,000,000 to political subdivisions for this purpose. This grant is a gift from the Commonwealth covering a maximum of 50 percent of the planning and engineering costs of public works or 2 percent of the construction cost of the project, whichever is the least. The Post War Planning Commis-

sion has received 410 applications for planning aid. Of these applications, 223 grants have already been approved; 87 requests have been denied; and 100 are pending final action.

The total amount spent for planning and engineering costs under this program will be at least double the amount of the grant, since municipalities are required to match the grant of the Commonwealth. However, the total cost of construction of public works planned with these grants-in-aid is estimated at \$105 million.

The \$1,000,000 was apportioned among the political subdivisions of the State on the basis of the ratio of the population of the county to the total population of the State. Political subdivisions eligible to receive this aid include counties, institution districts, cities, boroughs, towns, townships, school and vocational school districts, and municipal authorities. Other factors determining the eligibility of a municipality to receive a grant included the ability of the municipality to finance the proposed project. Grants could not be made if the planning and engineering work had been completed before the signing of the act.

## Planning and Civic Comment

ment and zoning should be made fully effective. Other tools are plat control, referral of public improvements to the Planning Board, central business district authority. A housing code, a master plan and a capital budget are essential.

The achievements of the Planning Board from 1922 to date are described graphically, a list of ordinances proposed by the Board and adopted by the City Council is given and the names of those who served on eleven committees are presented with the credit line that the committees have done most of the work.



*Herman T. Stichman, Commissioner of Housing for the State of New York, has issued an illustrated report on The Emergency in Housing—New York State Acts to Meet the Crisis. He calls it The Record of Joint Action in one State by its Citizens, their Governor and their Legislators. He declares that the State of New York has undertaken a comprehensive program to meet the needs of its people for adequate housing.*

The 1946 Legislature authorized the expenditure of the remaining \$80,000,000 of the \$300,000,000 low-rent permanent housing loan fund. It passed the Emergency Housing Law and appropriated \$35,000,000 for the construction of emergency housing. Provision was made for financing, with emergency housing moneys, the construction of three emergency colleges and additional facilities at colleges and universities to meet the greatly increased veteran demand for education. An Emergency Housing Joint Board was created, consisting of the State Commissioner of Housing, the State Superintendent of Public Works, and the State Commissioner of Standards and Purchase to direct the emergency housing program. Provision was made to give veterans preference in State-aided public housing. Important changes were made in the Multiple Dwelling Law to encourage the rehabilitation and reconversion of older buildings to relieve the housing shortage. The powers of insurance companies and banks were broadened so that these institutions could engage more effectively in housing construction. The Legis-

lature authorized, subject to referendum at the 1946 election (confirmed by November vote) an increase to \$9,000,000 in the amount of maximum annual State subsidy to permanent public housing. Seven new local housing authorities were created.

The 1941 enrollment in New York State colleges and universities was 104,000, the highest in history. In 1946 this enrollment is estimated at 205,000. The State's emergency program is expanding facilities at more than 45 colleges and universities.

The end product will provide temporary homes for some 11,000 veterans' families and 14,000 dormitory units for college students; 101,000 students, including veterans, will have an opportunity for college education which otherwise would have been denied them; low-rent state-aided housing will provide permanent, desirable homes for some 150,000 persons who otherwise would have to live in slums. Community development will insure for today and tomorrow planned neighborhoods providing for all, pleasant living conditions, adequate business, recreational and cultural facilities and desirable neighborly relationships.



*A Comprehensive Report on Transportation for the Central Business District of Toledo, prepared for the Toledo Chamber of Commerce, by Parsons, Brinckerhoff, Hogan & MacDonald of New York, associated with Forster, Wernert & Taylor of Toledo, includes a study for the location of the inter-regional or interstate highways through the City; studies for the relief of traffic congestion which dealt with parking, one-way, and limited-turn streets, and traffic signal controls; and a study of the mass transportation facilities. Declaring that "Adequate transportation facilities and relief from traffic congestion in the Central Business District of Toledo are of vital importance not only to the business men and merchants, but also to all the citizens of Toledo," the following conclusions are presented: The express highways should penetrate the Central Business District close enough to enable*

easy distribution to all parts of the area with a minimum of travel on the city streets. Adequate parking spaces should be provided within short distances of the entrance and exit locations in the business district. Merchants and business men are urged to supplement recommended off-street parking areas with additional facilities in the shopping district. One-way streets are not recommended, but it is urged that parking be prohibited on certain downtown streets. A coordinated system for traffic signals is shown in detail. It is recommended that certain lines of mass transportation be rerouted.



The Toledo-Lucas County Plan Commissions have issued a Report on the Interstate Highway System. The Plan Commissions (Arthur R. Cline, Chairman; James V. Davidson, Vice-Chairman; Charles E. Hatch, Engineer) list six plans and proposals, but consider only three eligible for consideration—the Chamber of Commerce-Associated Engineers plan cited above, that of the Ohio Department of Highways, and that of the Plan Commission. It is recognized that “in the evaluation of these three eligible plans there is one fixed factor, namely, the approaches or points of entry to the city. These are dictated by the plan of the Federal Interstate Highway System as devised by the Public Roads Administration and the Highway Departments of the several States. The system within the city must begin or terminate at these points.”

On population distribution and land-use pattern all three plans are criticised. The Report declares: “The location of the Interstate Highway System must be such as to give convenient service to the major traffic generating areas within the city. . . . The relationship of the Interstate Highway System to recreational areas should be one which allows reasonable access to important centers whereas that to educational areas is a matter of avoiding, as far as possible, the splitting of attendance areas and the channeling of traffic near the school plants.” It is stated that all three plans bisect several school districts, though it

is admitted that these are already cut by main traffic arteries. Sagely, the Report comments: “Observations of existing traffic flow are not an infallible guide to the best locations for the Interstate Highway System. The present flow of traffic is affected by the facilities provided for the flow. . . . The Interstate Highway System itself will drastically change the existing flow pattern and to a lesser extent the land-use pattern.” Finally it is suggested that to make the Interstate Highway System as efficient as possible and to develop the downtown area to the utmost, the recommendations of the City-County Plan Commissions for this area should be restudied and definite programs be developed for:

A one-way street system for the Central Business District.

A circumferential highway around the Central Business District.

The elimination of parking on certain Central Business District streets.

The loop of mass transportation buses outside the core of the Central Business District.

The private development of more parking facilities around the fringe of the downtown area.

The elimination of buildings on the east side of Summit Street between Monroe and Cherry Streets.

The development of the Major Street Plan to supplement the Interstate Highway System.



The Pittsburgh City Planning Commission, consisting of Frederick Bigger, Chairman; Charles F. Lewis, Vice-Chairman; Willard H. Buente, Secretary; Charles T. Ingham, Martin C. Mihm, Donald D. Reed, John W. Towns, and Dr. J. Paul Watson, submitted to the Department of City Planning late last year a *Groundwork and Inventory for the Master Plan*. In the Foreword it is set forth: “Unlike previous reports concerning Pittsburgh’s planning, the present one undertakes to give a comprehensive picture of the background and major relationships which are involved. The private parts of the City are differentiated from the public parts, so that the significance

that he had just returned from a trip to Norway, Denmark, Sweden, Great Britain and Holland, and that he found their problems similar to those in the United States.



According to the *Beverly* (Massachusetts) *Evening Times*, a huge new, unique retail shopping and entertainment development to be known as the *North Shore Center*, costing about \$2,500,000, together with a "little Williamsburg" historic village and tremendous new residential developments will be built in North Beverly. About 2,250,000 square feet of land have been purchased by the Conant Real Estate Trust. It is promised that all the merchandise and facilities of big-city retail sections, without traffic and parking problems will be available. At least 3,000 automobiles may be parked at one time, according to the plan. It is pointed out that at present only about half of the potential purchasing power of the 327,000 persons in the 21-community trading area is now realized in the region. Professor Frederick Adams of MIT has been retained as a consultant on city planning. Arthur and Sidney Shurcliff have been engaged to develop the historic village. The City of Beverly, with its nine miles of sea coast, is located in the heart of the Massachusetts North Shore, 18 miles from Boston.

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Ralph W. Page, in October, published a series of articles in the *Philadelphia Bulletin* under the general title of *Battle*

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He analyzes the conflict between the get-rich-quick exploiters of our natural resources and the Federal policies of conservation that have been established now for many years, but all too late to save the valuable forest cover of the United States. He recalls that when the Pilgrims landed there were 7,625 billion board feet of standing timber. In 1909, of this boundless treasure only 2,826 remained. By 1938 there was only 1,764 billion—a loss of 40 percent in 30 years. Says he: "The criminal absurdity of this impoverishment lies in the fact that if the methods of culture and cutting advocated and practiced by the Forest Service were observed by private owners, the forests could be maintained intact, and the annual growth that could be cut would progressively increase. This is the case in our National Forests, but they provide only one-tenth of the wood products the country requires."

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- GREAT BRITAIN. NEW TOWNS COMMITTEE.** Final report. London, H.M. Stationery Office, 1946. 83 pages. Tables. (Cmd. 6876.) Price 1/3.
- GREAT BRITAIN. NEW TOWNS COMMITTEE.** Interim report. . . ; Second interim report. . . London, H.M. Stationery Office, 1946. 2 vols. (Cmd. 6759, 6794.) Price 4d, 6d.  
At head of title: Ministry of Town and Country Planning, Department of Health for Scotland.
- THE INTERNATIONAL CITY MANAGERS' ASSOCIATION.** Municipal public works administration; third edition, 1946. Chicago, published for the Institute for Training in Municipal Administration by the International City Managers' Association, 1946. 457 pages. Lithoprinted. Diagr., tables, charts. Price \$7.50.  
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- McNAMARA, KATHERINE, comp.** The Boston metropolitan district, its physical growth and governmental development: a bibliography, comp. by Katherine McNamara with the assistance of Caroline Shillaber. Cambridge, Bureau for Research in Municipal Government, Harvard Graduate School of Public Administration, and Department of Regional Planning, Harvard Graduate School of Design, June 1946. 197 pages. Lithoprinted. Map. (Publication no. 14 of the Bureau for Research in Municipal Government.) Price \$2.00.
- THE MUNICIPAL YEAR BOOK, 1946.** The authoritative résumé of activities and statistical data of American cities. Editors, Clarence E. Ridley, Orin F. Nolting. Chicago, The International City Managers' Association, 1946. 593 pages. Tables, charts. Price \$8.50.
- NATIONAL RECREATION ASSOCIATION, INC.** The ABC's of public relations for rec-



of their interdependence may be seen. Among other things, there are shown the characteristics of land and housing and population. The maps reveal a natural pattern of the physical area and its developments as they now are. This, in effect, is the present stage of a master plan. Out of it should emerge the ever changing guide for future developments and redevelopments." The Report covers General Considerations; Graphic Mapping & Tabulations of Population, of Land and of Housing; Sketches for Study of Board Interrelationships of City Plan—Existing and Possible Circulation of Arterial Traffic and Mass Transportation; Income and Expenditures for Public Works Improvements 1920–1945, as Related to a Six-Year Program of Public Works Maintenance; Rezoning the City; Recent Planning and Development Legislation in Pennsylvania; Land and Finance in Urban Redevelopment in the Interest of the Municipality.

The Commission has also issued an *Annual Report for 1945* which indicates activity and progress.

*A Revised Zoning Ordinance for the City of Wichita, Kansas*, prepared by the City Planning Commission (John N. Free, Chairman and Eugene N. Smith, Secretary) and on August 20, 1946 passed by the Board of Commissioners (Hon. Frank W. Coleman, Mayor; Charles S. Ritchie, President; and Russell E. McClure, City Manager); was put in print in September, 1946. The Ordinance provides that non-conforming commercial or industrial buildings in "AA" and "A" Dwelling Districts, shall be removed or converted on or before January 1, 1997—fifty years hence, with a special provision that such buildings erected on building permits issued after January 1, 1937, may have a sixty-year life. The oldest of zoning ordinances in the United States is less than thirty years old. Many planners have become discouraged that nonconforming uses permitted in 1920 still persist in most cities, with no limit set on their continuance. At least there is something to look forward to when it is known that

such uses in Wichita must stop in fifty or sixty years!

From the *City Planning Commission of Cincinnati* comes a Report on *The Wholesale Fruit and Vegetable Market*, made by Wendell Calhoun, Agricultural Economist, and the staff of the Master Planning Division of the City Planning Commission. The report analyzes the market district's present location (subject to frequent inundations) and facilities. It indicates the type and size of market that might best serve the needs of Metropolitan Cincinnati and its large trade area if it should prove necessary for the industry to move to another location. The marketing operations require concentration of the industry in a relatively large tract in a fairly central location, with easy access to rail facilities and principal arteries of motor traffic.

*New Haven's Capital Budget Programming Committee*, consisting of Angus M. Fraser, Member Board of Finance; George J. Bassett, Vice-Chairman, Commission on the City Plan; Merle W. DeWees, Executive Director, New Haven Taxpayers Research Council, Inc.; Henry J. DeVita, President, Board of Aldermen; Cecil J. Marlow, Controller; and Charles E. Dowe, City Plan Engineer, has issued a Capital Budget Report on Public Improvements—1947–1952, which sets up a list of all needed city improvements and arranges these in the order of their need based on the development of the city as a whole. Projects include development of the airport, a new home for the aged, ultimately a new City Hall, highway improvements, additional park and playground facilities, a city stadium, new bookstacks in the public library, construction of a sewerage system and treatment plant and installation of modern voting machines.

*Albany Waterfront Arterial Highway* is the title of a Report by Parsons,

Brinckerhoff, Hogan & MacDonald, to Hon. Erasmus Corning, Mayor of Albany. The Report bears the name also of the Postwar Planning Commission, Roy G. Finch, Chairman. Albany is shown to be strategically located on a direct line between the United States and eastern Canada and between New England and the West. A route roughly following the Hudson through Albany is proposed for a modern north-south express highway. Property damages are held to be negligible since the city owns about half the property required. A series of maps and drawings presents the design in detail. The cost is estimated at \$15,500,000, including a little over \$1,000,000 for land acquisition.



Paul C. Stark, Director of the National Garden Program, has announced a Conference for December 5-6. Among the speakers will be: D. A. Fitzgerald, Secretary-General, International Emergency Food Council; O. V. Wells, Bureau of Agricultural Economics; Howard E. Babcock, Chairman, Board of Trustees of Cornell University; Watson B. Miller, Administrator of Federal Security Agency; Richardson Wright, Editor of *House and Garden*; Bushrod Allin, Assistant Chief, Bureau of Agricultural Economics; Lester J. Norris, Chairman of National Garden Advisory Committee; Frank G. Boudreau, Chairman of Food and Nutrition Board of the National Research Council; F. F. Rockwell, Editor of *The Home Garden*; Miss Ruth Van Deman, Editor, Bureau of Human Nutrition and Home Economics, U. S. Department of Agriculture; Robert H. Reed, Editor, *Country Gentleman*; E. L. D. Seymour, Horticultural Editor, *American Home Magazine*; Gilmore D. Clarke, Chairman National Fine Arts Commission; Albert S. Goss, Master, National Grange; M. L. Wilson, Director of Extension, U. S. Department of Agriculture; Roy B. Hull, Purdue University; Seward Mott, Executive Director of Urban Land Institute; E. J. Condon, President, National Garden Institute, and Averell W. Harriman, Secretary of Commerce.

Among the goals announced for next

year we find: 6 million farm gardens, 12 million urban, suburban and small town gardens; encourage soil building practices and contouring. All this to ensure better nutrition in many millions of American families; to provide families, especially in the lower income groups with a net addition to the quantity of vegetables and fruits consumed by them; to assist families of America in meeting the cost of living; to foster nutrition education and aid in developing cultural values that come with home gardening and home grounds and community improvement.



Preceding the Pacific Coast Pilgrimage, the *Shoreline Planning Association of California* arranged a lunch on September 19 in honor of J. Spencer Smith, President of the *American Shore and Beach Preservation Association*, at the Rodger Young Auditorium in Los Angeles. President Cunningham of the California Association introduced the guests at the lunch who were Lieut. Governor Fred Houser, Colonel Hunter and Lt. Richard Eaton of the U. S. Engineers, Col. Kelton, Beach Erosion Engineer for the California State Park Commission; Floyd Maxon, Field Secretary and representing Leonard Roach of the Board of Supervisors; George Hjelte, Representing the Mayor and Recreation Department of Los Angeles; Commissioner Tony Pereira; George Fisher, Secretary of the Southern California Yachting Association; Mr. McKee of the Chamber of Commerce; and Miss Harlean James of the National Conference on State Parks. Lieut. Governor Houser paid tribute to the hard and efficient work of George P. Larsen for the overall program of the California Shoreline Planning Association. In his talk, J. Spencer Smith recalled that he had received substantial help from Mr. McKee of the Chamber of Commerce and from George Larsen and George Hjelte. He also acknowledged the fine coöperation of the Corps of Engineers of the U. S. Army. He told of the successful fight to secure Federal legislation for shore-line investigations at Federal expense. Mr. Smith reported

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**LOCKWOOD, HELEN DRUSILLA, and OTHERS.** Today's cities, an educational experiment at Vassar College in the spring of 1945. Poughkeepsie, N. Y., The College, Apr. 1946. 47 pages. Table. (Bulletin of Vassar College, vol. 36, no. 2.)

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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:

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DORA A. PADGETT  
Managing Editor

Sworn to and subscribed before me this 23rd day of September 1946.

(My commission expires Feb. 14, 1949)

REGINA C. MCGIVERN  
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Rye's business district—One of 26 projects which make up the Rye development program of 1946

(Courtesy The American City)

# Planning and Civic Comment



Successor to: City Planning, Civic Comment, State Recreation

## NATIONAL CONFERENCE ON STATE PARKS

27th ANNUAL MEETING

Bear Mountain, New York

October 7, 8, 9, 1947

*Summary of Proceedings*

OCTOBER—DECEMBER 1947



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# National Conference on State Parks Bear Mountain, New York

October 7-8-9, 1947

Address—Hon. THOMAS E. DEWEY, Governor of New York  
Given at Dinner, Bear Mountain Inn, October 8, 1947

I am happy to welcome to New York the park executives of the Nation. For many reasons it is particularly fitting that your meeting should be held here at Bear Mountain in the Palisades Interstate Park region. This park is a model for large state and interstate developments. It tops the heart of a great metropolis. It represents a union of private benefaction and enterprise with public cooperation and money, and it preserves for all time in its natural state a wilderness which would otherwise fall under the axe.

Here, and in the other States of the Union, we have entered into a new era in park development. Up to twenty-five years ago our state parks were largely created through local interest and pressure. They consisted of isolated beauty, scientific and historic spots and were operated under widely separated and more or less independent agencies. There was no central plan or direction. There was no program looking to future recreational needs of the people. Today we realize the necessity for unified, non-political park systems carrying on ever-widening programs to meet the pressures and strains of the fast tempo of our American life.

We have made great strides in meeting these objectives in recent years, but now we face an even

greater challenge. Some 16 million men and women were in the armed services, living in camps, exercising out-of-doors, and learning to enjoy and understand the need for healthy recreation. They have come home with new horizons before them and with a new and finer appreciation of the wonders of the mountains and the lakes and the streams.

Our cities can provide only the barest essentials of outdoor play and leisure, while our city dwellers are looking more and more to the out-of-doors where they can get rest and recreation.

The job is up to the State and I am deeply convinced that it is one of the State's most important jobs. It seems to me a fundamental right and necessity for every American to get away as often as possible from the teeming, emotional, pressure-life of the city to restore his body and his soul in God's great outdoors.

We have all been disturbed in recent years over the increasing problems of youth and what is often mis-called juvenile delinquency. One of the best ways to combat the restlessness of young people is to give them a healthy outlet for their energies. Nothing so stimulates their imagination, attracts their attention, and kindles the spirit of adventure as a vacation in rough, open country where nat-

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ural beauty and wildness still exist.

Our Administration in this State is committed to maintaining and expanding our great park system. Permit me to just mention the projects we now have underway. We are just commencing work on the Palisades Parkway from the George Washington Bridge to Bear Mountain, partly on land deeded to us by Mr. Rockefeller and partly on other rights-of-way acquired by the State. This parkway will bring Bear Mountain even closer to the great urban centers of New York and New Jersey. The Taconic Parkway on the other side of the Hudson is being extended forty miles from its present terminus opposite Poughkeepsie to the new main highway leading into Albany and to the Berkshires of Massachusetts.

We are commencing the construction of a parkway on Lake Ontario which will connect Rochester with the Niagara Frontier. On the Frontier itself another parkway on Grand Island in the Niagara River, opposite Canada, will not only provide a new scenic route from Niagara to Buffalo with attractive parks along its borders, but will also shorten the distance between these two cities.

The Bronx River Parkway, the first of all the genuine parkways in the United States, is being extended southerly from the middle of Bronx Park almost to the Triborough Bridge.

We have designed and are about to build a new stadium at Jones Beach and a third causeway connecting this great ocean-front park with the mainland.

We are now working with our

neighbors on preliminary plans for a new tri-state park in the Taconic Mountains. A beautiful area, including parts of the States of Massachusetts, Connecticut and New York will be made easily accessible by the extended Taconic Parkway. Our whole new highway and thruway program will bring all of our State reservations within easy reach of our communities. Additionally, many new park developments have been programmed to keep pace with our improved highway system.

All this is not enough. Most of us are still inclined to think too much of parks and the outdoors in terms of two or three months in the summer. But to many of us the Spring and Fall are the most beautiful times of the outdoor year. Still others most eagerly await the coming of the snow and the winter months. Under our State's rigid constitutional provisions, which were necessary at the time they were drawn, our great forest preserves cannot even be used for ski runs without going through the laborious process of amending the Constitution. That means that a proposed amendment must pass two succeeding legislatures before it can be submitted to the people. This Fall we are going through that process to provide new ski trails in the Catskills and the Adirondack Forest preserves. I earnestly hope that the people of our State will approve the proposal.

The majestic mountains, the beautiful lakes and the green forests of our State were not designed by the Almighty to have a fence put around them to keep people out.

Within the spirit of preserving

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and improving our great natural resources for posterity, it is my hope that they can be made increasingly available to all of the 14 million people of our State and her visitors all the year round.

Every State in the Union has its peculiar natural heritage and advantages. All the people of this country need to get better acquainted with each other. Building good roads and parkways and establishing State parks where all are welcome is certainly one way to do this. We must not be content to take over a few great private estates or to develop only left-over scraps of

land. The finest scenic areas should be set aside now for general public use.

We in New York have made great strides in preserving and enhancing the great beauties of our State. We regard these as legacies of a bounteous Providence. We intend that they shall pass to our children, more beautiful than we found them. I am determined that we shall continue and accelerate the progress we have made. It is my hope that one day all our people will have attractive avenues from their homes to the beauty, recreation and rest of our State Parks.

## **The Palisades Interstate Park**

**GEORGE W. PERKINS, President, Palisades Interstate Park Commission**

It is a great pleasure to welcome the National Conference on State Parks back to Bear Mountain.

It is some time since many of you have been here. You will find new faces on the Commission and on our staff, but I want to assure you that there is no change in the guiding principles of the Commission.

Our first task has always been the preservation of the scenery of the west bank of the Hudson from Fort Lee to Cornwall. That task we have not neglected. Since the National Conference on State Parks was last here we have been able to acquire High Tor and Little Tor and additional land at Tallman Mountain and on top of the Palisades so that we now control most of the scenic landmarks with which we are concerned.

Our task of scenic preservation is nearing completion but our second task is with us in full force. You will remember that our second task was the creation of a great natural recreation area within reach of the metropolitan population. That was a new concept back in 1910 when the Bear Mountain-Harriman Park was started.

The acquisition of the basic land necessary for this project did not take long. Since that time we have been steadily acquiring additional lands to complete the original areas.

However, our main concern of recent years has been making these lands useful to the people. The details of that problem have shifted with the years. In the earlier years access to the park was largely by river steamer; hundreds of thou-

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sands came that way each year. They were provided for by the development here at Bear Mountain, and the rest of the park was largely used by group camps on the lakes and by hikers who used the trails winding over the hills and through the valleys. Even though hundreds of thousands still come by boat each year, the great majority of the people now arrive by automobile. Back in 1916 we reported proudly that 2,150 cars had visited Bear Mountain during the year. Now, far more than that come to Bear Mountain in a day, to which must be added the thousands of cars which go to the bathing beaches and picnic areas back through the park. We have tried to keep pace with the problem, but the sudden increase in motoring this year has caught us short of facilities to accommodate the people who want to come here. Fortunately we had anticipated this increased use of the park and in our postwar planning had laid out additional facilities. One of those at Lake Sebago is already under construction.

Many of you will remember that we have long planned an interstate

Parkway to run along the Palisades and then to the Bear Mountain-Harriman Areas. It was originally planned because we believed it the best use of the land on top of the Palisades, but it has another significance which affects our planning for the future here, and that is that it will make this area still more accessible. I am glad to be able to report that construction of the Parkway will start this fall both in New York and in New Jersey.

And finally I want to leave this thought with you: There is a limit to the use that can be made of areas such as this without destroying their natural loveliness. We believe that the preservation of that natural beauty is the keystone of parks of this type. We are not yet at the danger point of over-use, but with the rapidly increasing popularity of this kind of park we can see it approaching in the distance. Whether the answer is substantially to increase this area or to establish other similar areas we do not know, but we do feel that steps should soon be taken to secure, for the future, additional lands for natural recreation near the metropolitan area.

## **Greetings**

**HORACE M. ALBRIGHT, Commissioner, Palisades Interstate Park**

In conferences at Bear Mountain in years before the war, I was here as a national park man and a delighted beneficiary of the hospitality of the Palisades Interstate Park Commission. Now I am happy to be a State Park Commissioner and one of the hosts at this great fourth

State Park Conference to be held amid the beautiful scenery of the Hudson River Highlands. I join our Chairman, Col. George Perkins, in extending to all of you a hearty welcome to this park.

We are meeting in a vast mountain and forest park only fifty miles

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from the center of the greatest urban population in the world. No one who contemplates the wilderness character of this region can fail to appreciate the fact that no other great city on earth has anything approaching this park in size, beauty and year-round recreation facilities so readily and comfortably accessible. When the new parkway from here to the New Jersey end of the George Washington Bridge is built, there will be magnificent approaches to Bear Mountain from both sides of the majestic Hudson.

Let me say a word of greeting also from the Hudson River Conservation Society of which several of the Palisades Commissioners are Directors. That Society is seeking to save Mt. Taurus opposite West Point, and other areas in the Highlands east of the River, as well as several outstanding historic sites above Tarrytown where Mr. John D. Rockefeller, Jr., has recently restored and opened Philipse Castle

and Sunnyside, Washington Irving's old home.

We are in the midst of the Hudson Highlands with bald mountains of rock clothed in forests of conifers and other trees, including the flowering species which attract us by their blossoms in spring and brilliant leaf colors in the autumn; and between the mountains flows the lordly Hudson. Historic sites adorn the shores. Obviously, the Hudson would have the high qualities of a national park area had the valley not been the essential route of commerce for centuries. Far-seeing, generous men and women saved the best treasures for the benefit and enjoyment of all the people. We Palisades Interstate Park officers are proud to have a part in executing their preservation program. We hope you, our visitors from far and near, will not only enjoy your stay here but will derive inspiration from the great vision that saved this outstanding scenic and historic region.

## Response

**TOM WALLACE, Chairman of the Board of Directors of the National Conference on State Parks**

I am sure everyone attending this convention is glad to be here, and, when the convention is over, and ever-afterwards, will be glad to have been here. To many of us the meeting is a glad returning. We have been here before. We have liked it and we will like it again.

I first visited Bear Mountain as a member of the National Conference. It must have been some twenty

years ago. I remember one thing definitely. I asked someone at a New York hotel and was told the way to Palisades Park.

"Go to the Fort Lee Ferry and get on the boat," my informant said.

I took a taxi, as the easiest way. My bill was \$3.00 when three dollars would buy three shirts; when one dollar would buy six drinks of bottled-in-bond Bourbon whiskey

and leave the buyer twice New York city car fare.

I got off the Fort Lee Ferry at Palisades (Amusement) Park. It was Sunday. I spent almost a day waiting for a train which would take me to Palisades Interstate Park.

Nothing is more educative than travel.

But I was not discouraged. Next morning, before breakfast, I climbed to the top of the mountain behind the Inn, and returned with an appetite for four breakfasts.

The National Conference on State Parks would have no justifiable reason for being did it not try to do more than promote creation of State Parks. Its task is to work for distinguished parks; for wisely-chosen sites, high ideals in park manage-

ment, that all State Parks may be much more than amusement parks such as that I have mentioned, which is opposite Fort Lee Ferry and which, no doubt, is a most excellent park of its type, and for its many and praiseworthy purposes.

As guests all of us will be happy here.

As workers we shall, let us hope, contribute here and elsewhere directly or indirectly, from time to time to happiness of other people who will be young enough to climb mountains when the last of the members of the 1947 conference shall be, let us hope, looking down upon sunlit scenes from a greater altitude than that of mountains which look down upon the gleaming waters of Hudson River.

## The Philosophy of The New York State Park System

ROBERT MOSES, Chairman, New York State Council of Parks

There was a time when the word *park* brought to mind only a formal public garden, a few rows of trees, a little green grass and some wooden benches. When you say *state park*, however, at least in New York, your mind brings up a different picture. You think of Jones Beach, with its long stretches of sand and ocean surf; of Bear Mountain, with its miles of woodland trails for hiking, riding or skiing; of two million acres of wild forest lakes and streams in the Adirondack Forest Preserve; of the Allegany State Park, with its cabins in the wilderness; of the great glens back

of the Finger Lakes and of the mighty cataract at Niagara.

These are the patterns for the state parks of tomorrow, all over the country. During the last few years, many States besides New York have been giving considerable thought to expansion and improvement of state park facilities, and the years ahead should see great forward steps. Michigan, for instance, has a large expansion program, including the acquisition of the 43,000-acre Porcupine Mountain area of hardwood forest bordering on Lake Superior. California plans a substantial expenditure for ocean

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beaches, tidewater bays and inlets, and other lands for recreational purposes. Missouri's constitution makes funds available annually for maintenance and development of state parks. So it goes.

State parks, in the modern sense of the word, fall into three general categories:

1. Areas near large centers of population where people can go for a day's outing.

2. Areas within driving distance of cities and towns where people can go for recreation and stay overnight, if they wish.

3. Areas where people can go to spend a few days, a week, or a complete vacation.

In all three categories, the purpose of a state park is to provide fun and recreation. A state park should be, first of all, a *big* area—where a lot of people can go without elbowing each other—with natural recreational features, whether beach-front, woods or mountains. Water, for swimming, fishing or boating, is a Number One requirement. The development of the recreational facilities depends of course, on the type of area; but it should be carried out so that people can do the things that they want to do—swimming, hiking, golf, camping, picnicking, winter sports, or what-not—with the least possible fuss and expense when they get there. Hence well-planned parking areas, bathhouses, cafeterias, and similar conveniences. Facilities for people to stay overnight or spend week end or longer vacations, where they are afforded, should be geared to the simple needs and limitations of the

average modern city family; a roof, four walls, running water, provision for heat.

Too many so-called state parks of the past have come into being through somebody giving the State a piece of land—some rich man's estate, perhaps, which had become unusable as private property. More often than not it turns out to be a white elephant as a state park property; it is too small, or too out of the way, or lacking in natural features for mass recreation, and ordinarily no endowment of cash comes with it. There are of course notable exceptions, but this is the rule. In the long run the greatest extravagance is to accept a park in the wrong place, of the wrong size, and without exceptional facilities for public enjoyment just because you can get it for nothing.

Again, some States still cling to the idea that historical sites—a Revolutionary general's birthplace or the mansion where Washington slept—or some remarkable geological disturbance or freak, are, per se, appropriate state parks. They usually are of little value from the recreational standpoint, and should be completely divorced from the state park service, and maintained by educational or historical agencies interested and skilled in restoration and exhibition of historic relics and scientific marvels.

Long and painful experience has taught state park commissioners and executives that in most cases the only sensible thing to do with a mansion with stables and out-houses in a real state park area, is to tear them down before you are trapped into conversions and adap-



tations to public use. You can't turn a Chippendale dining room into a successful cafeteria or a boudoir into an office for a park foreman.

The magnificent gifts of the Harriman, Morgan, Perkins and Rockefeller families in cash, lands and improvements, to our Palisades system are illustrations of real altruism. It is no secret that Mr. John D. Rockefeller, Jr. spent some \$12,000,000 in buying piece by piece most of the land on the top of the Palisades for a parkway which will have no equal in the East. The million-dollar endowment of the Cutting Arboretum which will eventually be added to Heckscher State Park on Long Island is another example of genuine philanthropy as is the famous Letchworth Park on the Genesee River in upper New York.

Some of our older States, no doubt under the leadership of patriotic antiquarians and over-enthusiastic botanists, have deliberately gone in for a policy of writing miscellaneous gifts of odds and ends of old homes and landmarks and have fortified themselves with laws, embroideries of impressive names on their letterheads, and the other accepted trappings of philanthropy. This is well enough if it doesn't go too far, but it has no bearing at all on the establishment of an adequate state park system for fun and recreation. When the two ideas are confused, neither objective is met, historic shrines are overrun and tramped down by numbers of people most of whom want a day in the open and no lessons in history, and parks are so small and poorly

planned that they also become congested, littered and disorderly.

Another danger to be avoided is that of accepting the gift of part of a large tract of desirable private land in return for making all of it accessible by very expensive causeway, road, bridge or parkway construction. This may simply result in providing a large state park for a colony of small homeowners built up without regard to proper zoning restrictions by the owner of the remaining private land or by subdividers and speculators to whom he sells his holdings. This is the danger inherent in the otherwise fine plan to build Crandon Park outside of Miami, Florida. The Dade County park authorities get half an island including a fine beach, and hitch the whole island to the mainland by means of a toll causeway. It would be much better to buy or condemn the whole island, perhaps with the help of the State of Florida.

Among the few honest opponents of state park development and expansion are the extreme conservationists who, from fear of lumber, power and other commercial interests, seek by constitutional and legal barriers to lock up vast acres of state-owned forests against access by road and even the simplest, most elementary improvements in the way of shelter and primitive comforts without which the city man and his family cannot enjoy a cheap vacation. The average city family cannot live in any comfort in a leanto or hut, and a few days of rain and cold on the bare ground make them sick and miserable. These conservationists are small in number, but very vocal and per-

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suasive. They want to keep the forest preserve a remote wilderness, but it belongs to all the people for their reasonable enjoyment, not to a handful of fanatics. In New York we have tried repeatedly to submit to the voters at a popular referendum a constitutional amendment opening up our more than two million acres of state forests lands to millions of people by allowing cabins to be built and service to be provided so that they can camp with reasonable comforts. It is senseless to buy and build more new state parks if we have fine potential parks already in the ownership of the people. ||

The relationship between national, state, regional, county and municipal parks needs more careful study—because no balance of recreation needs is possible without a clear understanding of the territory each unit of government should cover. Obviously national parks—and I don't mean national monuments—must be few and far between. They take in vast areas of exceptional scenery which can be saved from exploitation only by Uncle Sam himself. The line between the Federal and state field cannot be precisely drawn, but we know pretty well where it is. Most States will never have a national park or very few of them, and there is no use sitting around and waiting for the Federal Santa Claus to do what state initiative should provide.

The possibilities of bi- and tri-state parks are only beginning to be appreciated—that is, parks on state borders which several States can develop together by treaties approved by Congress, and under

authorities to which each State appoints an equal number of members or has an equal voice in their appointment. The Palisades Interstate Park representing New York and New Jersey, established in 1900, and administering some 50,000 acres along the Hudson River in the two States, beginning opposite the crowded West Side up to West Point, and extending back into the wilderness, shows what can be done along this line. Cooperation of Connecticut, Massachusetts and New York is required to establish a Taconic Tri-State Park. Many other States have similar possibilities.

As to regional parks, the Huron Clinton Metropolitan Authority, covering the large area around Detroit with an excellent record of accomplishment and intelligent direction, now controls more than 4,000 acres of parks and is developing plans for 180 miles of parkways supplementing the state and Federal highway system. The Huron Clinton Metropolitan Authority is financed by contributions from the five counties in the Detroit metropolitan area through the imposition of an additional tax added to and collected with the general taxes of these counties.

The line of demarcation between state, county and municipal parks is hardest to draw. City parks should be small and numerous to serve all neighborhoods for periods of play and rest measured by hours not days. Town and county parks have similar limitations but serve a group of villages and neighborhoods instead of one. If a county park is so located as to attract, entice or

cater to thousands of trippers from a great nearby city it will almost certainly be overrun and ruined. Only a state park can cater to such numbers.

It is much easier to operate a state than a city park, and a tradition or reputation for order, cleanliness and cooperation once established on state land in the suburbs or country sticks for a long time, but has to be revived and asserted over and over again in the crowded city. I have been responsible for planning, building and running both types of recreation areas, and I know the differences. Let it be understood, however, that while city people are harder on their home parks than on the big reservations they use as citizens of the State, it is not altogether due to cussedness at home, vandalism and indifference. The great distinction arises from inadequate space and overcrowding under congested urban conditions. It is easy enough to sneer at Coney Island and Rockaway and to compare them unfavorably with Jones Beach, until you reflect that at Jones Beach one-fifth the number of people can spread themselves over more than ten times as much land. The curse of city parks is congestion. There is no earthly excuse for it in state parks.

Access is, next to the proper selection of the site, the most important factor in state park planning—access by car, bus, boat and rail. The best way to reach a park is by a wide landscaped parkway without traffic lights or grade crossings, with ornamental stone-faced bridges carrying crossroads over or under—a ribbon park restricted to passenger

vehicles, free from billboards, with its bordering private property zoned for residence and with occasional small parks and stopping places along the way.

Next to parkways, expressways for mixed traffic will provide convenient means of getting from the city to the suburbs. Excursion boats are a slow but pleasant means of travel if a state park can be reached by water. Railroads are still a staple dependable form of transit but usually involve combinations with bus lines.

As to air travel, along with almost all park executives, I feel that airports do not mix with state parks, that the noise and distraction of the airplane along with its danger to recreation seekers make it the least desirable even if theoretically the speediest form of travel. Most of the talk about air parks is sheer buncombe. No doubt the seaplanes would cause less disturbance than land planes at waterfront parks, but even these are no asset. Safety, quiet, and a sky free from the roar of planes, are the right and due of vacationists whose nerves have been strained by the rapid tempo, the jar and grind, dust and rush of daily life in our cities, plants and offices.

This is an argument not only against planes, but also against all mechanical amusement devices, penny-catching gadgets and artificial stimulants in our parks. Leave these to the commercial resort, to the Coney Island barkers, to the operators of scenic railways, chute the chutes, barrels of love and pin-ball rackets. They have no legitimate place in state reservations, and

those who can get their fun only in cheap, noisy, phoney, commercial resorts should go to just such places. These pleasure resorts are going to pot all over the country.

Our experience at Jones Beach and similar parks has shown that discriminating people want no mechanical gadgets at the seashore. They want air, sunshine, space, water, simple games, good architecture, order, cleanliness and the kind of planning and administration which meets peak-load demands without crowding, disorder, litter, noise and appeasing of the small, vicious minorities of roughnecks and vandals who are so conspicuous in many city parks. Incidentally, considerable revenues can be collected at state parks without exorbitant charges. Parking is one of the best sources of income. People are inclined to respect the things they pay for more than those they get free.

The details of park planning are just as important as the general layout—signs, lighting poles and other fixtures, landscaping, the uniforms of attendants and officials, civility and firmness in dealing with the public, reduction of policing and regimentation to a minimum, the little usually unconsidered trifles which give patrons a feeling of pride in a place and a disposition to cooperate in keeping it up to standard.

Climate and temperature are less and less major factors in park usage. It is true that some sports like swimming, fishing, boating and many games shut down in winter, but more and more people go out into the open in cold weather in rain as well as sunshine and don't shut themselves up in superheated

houses over week ends because the thermometer is low or the barometer drops. Switzerland from the tourists' point of view was a summer resort until after the turn of the Twentieth Century. Then its winter glories became known and Englishmen depressed and dripping with fog, began taking vacations in Swiss and Austrian mountain snows. The same thing happened more recently in New England and other American winter resorts. People discovered that there were many places as attractive in December as they were in May. Our state parks must respond to this year-round demand, and they must be properly equipped and manned, and ingeniously contrived to shift quickly from one seasonal use to another in order to stimulate and encourage continuous, uninterrupted outdoor fun and recreation. Similarly it must be assumed that southern States will attract more and more winter visitors and that their finest stretches of water front, woods and other natural heritages should be preserved in public ownership and not denuded, exploited and spoiled by haphazard private developments.

Selection of park personnel is also tremendously important. Civil Service, if it controls permanent positions, usually does not reach temporary seasonal help, and politics, slipshod methods of interview and examination by park authorities, and lack of standards and discipline result in poor selections and feeble control. This is inexcusable, especially in view of the fact that, excepting in war time, the very cream of high school and college boys and girls are available for jobs

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as lifeguards, attendants or cashiers, and that many of them can count on coming back summer after summer in vacation time to supplement their income and help pay for their vacations at work which is at once pleasant, healthful and reasonably well paid.

Here you have our philosophy—

the fruits of twenty-five years' experience. As the poet said, "Knowledge comes, but wisdom lingers." We have made our mistakes, and you may profit from them. Our state park system, however, seems to work, because our people use it in vast numbers and want more and more of it.

## Dedication of Lake Welch

In Honor of the late Major William A. Welch

On the shores of Lake Welch, a new artificial lake which was made by damming up Beaver Pond in the Palisades Interstate Park, impressive ceremonies were held during the National Conference on State Parks.

Col. George W. Perkins in paying tribute to Major Welch said:

We are gathered here to honor the memory of Major William A. Welch by naming this lake and by unveiling the tablet on this rock, recording our act and the reason for it.

There were a few great and inspired men who labored and toiled to make this Park a wonderful natural recreation ground, Major Welch was one of them. He came to the Commission at the beginning of the development of the Bear Mountain-Harriman Areas. It was not long before he became Chief Engineer and General Manager of all the Commission's activities. No more fortunate choice could have been made, for Major Welch had a unique combination of qualities which ideally fitted him for the problems at hand. He had learned the beauty of nature and its ways by living and working in Kentucky, Western Virginia, the Rocky Mountains and the Andes. He had the professional skill of an engineer and a landscape architect. He had an ingenuity in the use of natural materials which was unsurpassed, so that the construction which he super-

vised fitted into its surroundings and also fitted into the Commission's pocket-book, which was often thin. But most of all, he had a great love for nature and all its children—plants, trees, fishes, animals and even all mankind.

The Commission owes much of what it has accomplished to his ability and wisdom, but our indebtedness to him is small compared with the benefit and pleasure that countless thousands have derived from what he accomplished here.

Tom Wallace, Chairman of the Board of Directors of the National Conference on State Parks, recalled the high ideals of Major Welch:

Major Welch's approach to the problem of wilderness reservations was intellectual, as was that of Dean Stanley Coulter and Richard Lieber, deep students of history and of classical languages and literature, and that of John Barton Payne and Stephen T. Mather.

None of those men thought of State parks as a service for urban populations needing what municipal playgrounds provide.

Like others who were founders of the National Conference on State Parks, Major Welch wished to preserve here and there throughout the United States for their spiritual and educational effect fragments of the picture the continent presented to pioneers, areas of high scenic, therefore historic and

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inspirational value. He believed urban populations needed relaxation, contemplation.

He shared the vision of those who created the scenic national parks because he shared their educated understanding.

His mentality was at the level of, his thinking in key with, those with whom he cooperated to create the National Conference on State Parks to give each State something vastly more important than swimming pools, golf and tennis and Coney Island delights.

Robert Moses spoke of the unique character of Major Welch.

Major Welch was a unique and extraordinary character—an American original from the eighteenth century, by some freak or miracle projected into the nineteenth.

This Kentucky man, scout, woodsman, naturalist and practical engineer who had located railroads in the wilds of Alaska and South America, who looked and walked like an Indian, and talked like Daniel Boone and Paul Bunyan, broke the wilderness of the Hudson and Palisades, and created here within sight and walking distance of our metropolis a vast playground easily accessible to millions.

To our city youth he represented the romance, adventure, gallantry and healthy excitement of the fabulous hinterland and forest.

In the great Interstate Park which he was called on to build, on a boulder symbolic of his rugged character, let his fame be inscribed, and let it last as long as American youth shall keep our Nation alive and undaunted.

Col. Perkins, before asking Mrs. Welch to unveil the bronze tablet on the boulder overlooking the Lake, recalled that the project for the Lake was launched by Major Welch during his lifetime. He said:

This Lake which is to be named for

him was one of his best creations. It was, however, impossible to complete it during his lifetime. It will be a source of pleasure to many in the years to come. To the North there will be a bathing beach with the necessary facilities to accommodate the public—across the Lake there will be an area for individual camping—the Lake itself will provide boating and fishing.

We have chosen this site for the Memorial because it is by this spot that the people will pass on their way to the bathing beach. But there is perhaps a better reason; there was here a settlement—that has disappeared to make room for this Lake. So here is a spot that has been returned to nature, the nature that Major Welch loved so well, for it is the kind of a place where, in the evening, the wild deer will come to eat the apples from the old orchard and to drink in the Lake all in the lovely colors of an Autumn sunset.

It is with a feeling of deep gratitude to Major William A. Welch that we name this Lake, Lake Welch.

Mrs. Welch then unveiled the tablet, which concluded the ceremony.

The inscription on the table reads as follows:

LAKE WELCH  
DEDICATED TO THE  
MEMORY OF  
MAJOR WILLIAM A. WELCH  
1868-1941

General Manager and Chief Engineer of the Palisades Interstate Park Commission for twenty-five years. His love of the beauty of these hills and woods contributed largely to their preservation for the benefit of all mankind.

# Education and Training for Park Work

PANEL: ROBERT KINGERY, General Manager, Chicago Regional Planning Association, Illinois, *Discussion Leader*; WILLIAM W. WELLS, Director of State Park Commission, Baton Rouge, Louisiana; PROFESSOR GEORGE ALBRECHT, Head of Landscape Department, New York State College of Forestry, Syracuse University, New York; GARRETT P. EPPLEY, Chairman, Department of Recreation, Indiana University, Bloomington, Indiana.

*Robert Kingery:* "Education and Training for Park Work" will be presented in three of its different phases: First, the "*In-Service Training and Inspiration*" of present park staffs, so well exemplified by several years of successful work by the group of Southeastern State Park officials, will be related by Mr. Wells of Louisiana; Second, "College and University Education" of budding young people enthusiastic and looking forward to a career of park design and administration, as well as the special "Short Course" training of park men, both having been splendidly handled at Syracuse, will be discussed by Professor Albrecht; and third, the specialized field of "Guided or Supervised" recreation and the training of leaders in that phase of park activity, will be described by Mr. Eppley.

*William W. Wells:* All state park directors realize that the success of operating a park depends on well trained personnel and that the operation is as good or as bad as the park superintendent. The problem of obtaining well trained personnel has been discussed several times by the Southeastern Association of State Park Directors and an effort has been made to interest various state universities in the South in offering training in park work leading to a degree. The number of these administrative jobs is, of course,

limited and it may be that it will never be practical to offer such a course.

Some definite progress has been made since the Syracuse Short Course in Landscape Management. The University of Indiana has recently set up a course of study in nature recreation; Syracuse University offers training in park work, and Massachusetts State College offers training in nature education. Some of their graduates are now in state park work. Other universities offer various courses in recreation, but the emphasis in most cases seems to be on nature or physical recreation with no consideration of administrative problems.

It is therefore necessary to train most park employees by in-service training and by short courses, such as the course in camping education which Dr. Sharp of Life Camps held last summer.

Informal roundtable discussions and training institutes within the States themselves, or perhaps on a regional basis, seem to be the best answer to the training problem at present. The informal conferences of the Southeastern Association of State Park Directors have been invaluable to the participants in solving many park problems. The same idea carried further, as in-service training, is of much value.

*Prof. George Albrecht:* The course

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of training in the Department of Landscape Management at the New York State College of Forestry had its beginning some thirty years ago when it was found that a need existed for special courses for those men who wished to prepare themselves for city forestry work. Later, the forestry profession came to recognize that public recreation was one of the four major uses of forests, and ranked with timber production, grazing and watershed protection. Consequently, a decision had to be made as to the proper approach to prepare men for this phase of work and a training in landscape architecture seemed well suited to give men the knowledge of land development necessary for recreational use of public lands.

Training in landscape design can be regarded as a sound background to equip men to function either in administrative work or in landscape architecture. There is no question that to plan well, a designer must take into consideration all matters of how an area is to be used by the public, how it is to be administered, how to minimize maintenance cost. All these and other factors are administrative problems, and the study of and work in design is an invaluable aid to potential administrators. It is highly justifiable to equip a student with a skill which might be utilized immediately after graduation, and ability in landscape planning can be so utilized. Many men will develop their strongest interest in the field of planning alone, and will not attempt or be interested in administrative work. Those who find the latter the more alluring prospect may gravitate to the field

of administration after serving an apprenticeship in the field of planning.

Realizing then, that the study of landscape design is the core of our park training at Syracuse, there are clustered about it three other main divisions of our work:—

1. Courses dealing with plant materials which, to be effective, must be given for our students alone. It is necessary for those who use plants as construction materials to regard them from the standpoint of form, color and texture, as well as to have the scientific knowledge sufficient to choose the right plant depending upon soil and ecological condition. In addition, our students are required to take background and related courses in General Botany, Taxonomy, Pathology, and Silviculture.

2. The second division is a four-semester sequence of construction courses. Herein is discussed and supplemented, with drafting-room practices, a number of construction details dealing with grading, drainage, road design, building structures and other similar topics. These courses have enabled a good many of our students to function satisfactorily in the field of construction and maintenance when the need for their services was greater in such work than in the design office. These studies are prefaced by a general surveying course given to all students in the college.

3. The third division comprises our Administration courses. They are general lecture courses in which we discuss many factors of importance to both the planner and administrator. Herein are considered land-use analysis, recreational programs and park administration. The latter subject we utilize as a most important "catch-all," for under it we review governmental organizations and the relation of the public employee to the legislature and to politics, discuss personnel problems, public relations, financing, and budgeting. It is in this course that we stress a classification of park and recreational areas and attempt to create a sincere appreciation of park values in the mind of the students.

The six semester sequence of landscape-design courses, with repetitive emphasis on design theory and including a discussion of the



historical background of landscape architecture, proceeds to utilize all the other course material. The work in design serves to join together all other information as the student attempts to incorporate his knowledge into a satisfactory plan for whatever type of area is put before him.

As I see it, the best opportunity we have for improving our course of study is to attempt two things:—

1. To bring to the school men engaged in actual park work and who can serve to stimulate the students' interest in the field and make more evident to him the value of the material given in the department.

2. It is very desirable that the student get into the field himself and see as much as possible of the varied types of areas with which he must deal in the future. I refer, of course, to all types of areas from the municipal playgrounds to county and state parks and forests, to those regions with extensive land and funds with which to work as well as those with restricted budgets. Already this year, the senior students have spent a week in the National Capital Parks in Washington, D. C. and another week with park people in park areas of New York City and nearby Long Island.

*Garrett G. Eppley:* America needs more trained park people and more in-service training for those persons now employed in the park field.

Parks exist largely for recreational purposes. Recreation has become big business. The American people spend billions of dollars each year for recreation. The great out-of-doors has become the playground of America. The prosperity of the country, the increase in leisure time and the development of rapid transportation enable our people to enjoy the great open spaces and the grandeur of the country. Yet we are only in the beginning of this age of leisure. An age which should afford

opportunities for the enrichment of life but which might become an age of boredom and deterioration. The park profession has a definite responsibility for guiding people into a wholesome use of their leisure time by providing them with desirable facilities and leisure time interests.

We have a big job ahead of us. But I believe that there is no state park official here who can say he has enough personnel trained to do the job the way it should be done. We need park-personnel who understand people—their needs and interests; personnel who can plan park systems and areas; people who can administer, operate and maintain areas; people who can enable the park visitor to get the most out of his visit. Last but not least, we need administrators who can and will activate an effective public relations program.

Training for the park profession must be both pre-service and in-service. Park people are engaged in a growing and changing profession. They must be alert to the needs of their profession and the methods by which these needs should be met.

Indiana University has recognized the necessity for short in-service training institutes by providing such institutes. The first one was held in March, 1946 at McCormicks Creek State Park near the University Campus. It was limited to state and municipal park personnel of the State. Last year state and municipal park associations of the Midwest, the American Institute of Park Executives and the National Conference on State Parks cooperated in the sponsorship of the Great Lakes

Park Training Institute. This was held at Pokagon State Park, near the Michigan-Ohio corner, the last week in February. One hundred and sixteen persons participated in discussions of the various phases of

park planning and maintenance. The topics for next February will be Park Administration and Public Relations. Certainly we can all profit by discussions of the best practices in these fields.

## Parks and Recreation Areas— The Economic Side

PANEL: CONRAD L. WIRTH, Chief of Lands, National Park Service, Washington, D. C., *Discussion Leader*; ROY PREWITT, Economist, National Park Service; V. W. FLICKINGER, Chief of Division of Lands and Waters, State Conservation Commission, Des Moines, Iowa.

*Roy Prewitt:* One question that is frequently asked is: "Is it possible to place a monetary or economic value upon the service received by a visitor to a park?" It is sometimes largely a question of how much effort, time and money it seems worth while to devote to getting answers to some of the unknowns. If one interprets the question to mean the value to the individual of the services received from park-use, I should say that there would be no means by which an objective measure of the monetary or economic value of service could be obtained. We do know that there is a definite satisfaction which we may term "psychic income." Economists are generally agreed, I believe, that this type of satisfaction is not capable of objective valuation. In the economic sense, the test of economic worth is the cost of supplying the service or, viewed in another way, what people are willing to pay in the market for the particular service. Although the market price of a particular good or service does not represent necessarily the value of the good or ser-

vice to the individual, it does represent in the aggregate what all the people who enter the market think the service is worth. To some individuals the service might be worth a great deal more than the market price; to others it might be worth a great deal less.

A discussion of the possibility of placing a monetary value on park use by resort to price analysis, or the calculations of the market place, is not too helpful, because park services are supplied to individuals by governments in most cases, and they are not supplied on a market price basis. However, it might be possible to arrive at estimated or subjective economic values of park use. As a general economic proposition we can say that any service, publicly or privately supplied, should, over a long period, be worth the cost of supplying the service. If the people do not get value received for a service supplied by the public they will cease to agree to pay taxes to supply the service. This, of course, assumes they are informed and make rational economic decisions. Consequently,

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if we can say that any service should at least be of sufficient value to pay its cost, then by a summation of both the private and public costs of supplying park services, one could arrive at the value of those services. Cogent arguments, however, can be made against this position on the grounds that it is not feasible to ascribe a dollar value to the enjoyment derived by the consuming public from the service supplied by socially provided recreational facilities, or to attempt to measure the value of that service in terms of the cost to the agencies providing them. There is also the problem of determining the costs, and where joint costs are involved, there is a further problem of allocation.

Expenditures have often been suggested as a possible approach to a monetary value of park use. Under the expenditure method the procedure is to determine how much a person spent on his visit to a park, and then conclude that this expenditure measures the value of park-use to the individual. The trouble with this method is that the visitor usually pays for a large number of things that are not in any way indicative of the values for which he really comes. He pays for food, lodging, clothing, gasoline, knickknacks, and souvenirs, and a person does not always regard these expenditures as recreation costs. Individuals have to have food and shelter in any event. Also, an individual who drives his car to a park certainly receives some enjoyment out of the ride. An indication of this would be clearly demonstrated by the large amount of pleasure driving.

The values arrived at by any of the above methods would not give a true monetary value of park use. In most cases, the estimates would be minimums rather than maximums. The services rendered by parks cannot be definitely identified; they are not sold on a commercial basis, and the only method that can be used to place an economic value upon them is a method that is an estimate or an appraisal, and these methods include a considerable element of judgment. There appears to be no acceptable method by which one can arrive at a scientific answer with respect to the value of a service or its cost in those areas where the service is supplied free or at nominal cost to the user by government, and where alternative services are not subjected to the market test.

The economic side of parks and recreation areas also relates to the secondary effects of these areas on land values, sales of goods, employment, and on the additional tax base for state and local governments. Insofar as I am able to ascertain, no intensive study has been made of the economic effects resulting from the establishment of a state park, but from the information that has been brought together on the effects of other public projects, one can safely generalize to the extent of saying that many of the effects of public projects are typical of the effects of state parks. The increased desirability of the land adjoining a state park for a summer home, for residential use, and for commercial opportunities which result from park visitation, all tend to increase the value of the land surrounding the area. In localized areas around park

entrances, there is created an opportunity for commercial establishments to set up business and increase the sale of goods to visitors coming to the park. In many areas there has been an added increase in the sale directly to the park visitors of fruits and vegetables and farm produce through roadside stands. The hotels and lunchrooms and gasoline stations in surrounding towns and on the highways close to the park entrances capitalize upon the added business during the park season. With the added adjacent business development, employment opportunities are created, which certainly are an indirect benefit to the surrounding area and State. The added employment opportunities, the added investment in commercial enterprise, the increase in the surrounding land values and residential properties, all provide a base for additional tax revenue. Many of the States now have sales taxes, and the additional expenditures by park visitors on items subject to sales tax certainly means additional revenue.

Another aspect of park and recreation areas which has economic significance has sometimes been called the indirect or intangible economic effects. Everyone will agree that public parks and playgrounds give pleasure and enjoyment to people who use them. Parks yield consumption utilities directly. They add not only to our real income but, in addition, there is also the possibility that by raising the morale of the people through the recreational opportunities which are made available, the Nation is made more efficient, and our general productiv-

ity increased as if by an improvement in our productive capacity through introduction of new technical machinery or scientific developments.

In addition to the increase in our overall productivity, which may accrue through better recreation and park facilities, it has often been said that the establishment of parks, which makes available outdoor recreation, actually results in a definite economic gain to the extent that less of our resources need be appropriated for the prevention of crime and juvenile delinquency. Sociologists and social workers have long stressed this fact. The total expenditure on recreational activity by the States has been a relatively small percentage of the total state budget, and there probably would be general agreement on the point that the amount has been too small in comparison with the large sums spent on the police and the courts. We might produce better citizens if we could in some way reverse the process. Insofar as recreational expenditures enable governments to reduce the amount expended for law enforcement, and for the construction and operation of prisons, there is a net contribution to our national income. It would, of course, be impossible to measure these indirect economic returns, but they should be considered in any complete analysis of the economic side of parks and recreation.

Can park and recreational areas be justified on an economic as well as a general social basis? If by justification one means statistical and empirical proof, then parks and recreational areas cannot be justified

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on an economic basis, because it is not possible to measure statistically the increase in the productivity and income which can be attributed to parks and recreational areas. This would also be true of many other governmental activities where they are not supplied on a commercial basis. Whatever may be the incidental economic gains to individuals, to regions, localities or neighborhoods from the establishment of park and recreational areas, these activities were undertaken in the general interest and for the promotion of the general welfare, and without regard to the particular economic benefits involved. However, parks and recreational areas could be justified economically on the basis of the increase in the public or community assets, the increase in productivity of the individual and thereby in the output and income of the economy, and by the increase in the flow of utilities or real income which these areas make possible. Although stated qualitatively, the basis is none-the-less economic.

V. W. Flickinger: The Park Administrator should be as interested in the economic phase of parks and recreational areas as the manufacturer is with his production sheet. Parks are as much a part of our economic system as banks, stores, factories, and railroads. In recent years they have established themselves as an essential element in the national land-use plan which is very definitely based on the economic needs of our Nation as a whole.

Discussion of this subject may be carried to a point where the whole economic structure could be involved. The cost of providing rec-

reational facilities involves money, and monies and credits are the basis on which our country operates. We must have money to operate our park systems of today, and since its provision is bound to have a certain effect upon the tax structure of our respective States, it is important that park administrators realize more fully to what extent or limit public provision of recreational areas is justified.

For the most part, park and recreational systems are supported in whole or in part by funds derived from taxation in some form or another. This may be by general taxation, special assessment, gift endowment, or by private means. Even though an admission or service charge is made, it is usually not sufficient to cover the entire costs of operation.

In Iowa the park and recreational system is supported by legislative appropriations made biennially, supplemented by receipts from operated facilities or special services. The legislative appropriation is made from the general fund which comes from taxes, levied against property, automobiles, liquor, cigarette sales, and other sources.

Since you and I are the *men on the street* who pay taxes in some form or other, we should, individually and collectively, be concerned with the makeup of our tax structure. Taxes are most certainly considered a phase of the science of economics, and since we are a tax-supported institution, the economic side of parks and recreational areas is increasingly important if we are to continue to provide recreation for the public as a whole at a low cost.



*Gov. Thomas E. Dewey, Robert Moses and James F. Evans*

*Below, Group Picture of Conference*





*At head table. Lewis Scoggin, William Hay, Charles DeTurk, Frank Quinn, Conrad Wirth, Harlean James, Horace Albright, George Perkins and Robert Moses*

*Below. James Evans, Tom Wallace, Eugene Donovan, Robert Kingery, Laurie Cox, C. L. Harrington and Russell Tobey*







*Robert Moses, James Evans and Tom Wallace*

*Below. George Perkins, Robert Moses, Horace Albright, James Evans and Tom Wallace*







*Jones Beach*

*Taconic State Parkway*



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As one thinks on the subject, and it is one which cannot be considered lightly, he must consider the effect that parks and recreational areas have on property values and employment. What may or shall be included in the public cost of providing recreational facilities, and its effect or offsets in decreased expenditures for the social problems confronting us today? How are recreational facilities to be acquired, developed, and maintained? Who should bear the costs? Should the citizens of the State or Nation bear a proportionate share of the whole cost or should each individual user pay a high service charge based on the actual operational costs? Should private interests be encouraged to develop recreational facilities for a fee?

Also in our thinking we should recognize the possibilities of economic results which may be undesirable, but which may have far reaching effects on any recreational area. That is the tendency of parasitic commercial ventures, not only as close to the entrances as they can get, but actually privately owned areas within the boundaries of state and Federal holdings. They are availing themselves of an opportunity which is most certainly golden.

How many times in the course of a year have you been asked to fix a value on recreation? Can you do it? No. Why? Because there are so many intangibles involved that one hesitates to evaluate them or to attempt to place a per visitor value on a visit to a state park. Values are only relative when compared to some other item values.

Thinking along the above questions is an example of what we might discuss if we forget aesthetics for the moment and become straight-thinking business men concerned with the economics of successfully administering and extending park and recreational areas.

Park people as a whole must become more interested in the economics of park and recreational areas. Studies have been made in many fields but so far, no extensive studies of the economic effects of the establishment of state parks have ever been made. With our economic structure in a state of constant flux, it would seem desirable that we should take the necessary steps to get such studies underway in order that we might be better prepared to handle the ever increasing requests for additional facilities in expanding park areas.

## Lands for Parks

PANEL: FRANK D. QUINN, Vice-President, National Conference on State Parks, Austin, Texas, *Discussion Leader*; LEWIS G. SCOGGIN, Director, Park Service, Tallahassee, Florida; CHARLES A. DETURK, Director of Education, Huron-Clinton Metropolitan Authority, Dearborn, Michigan; ELLWOOD B. CHAPMAN, President, Pennsylvania Park Association, Philadelphia, Pa.

*Frank D. Quinn:* I will give you a brief résumé of what we learned in Texas since the real beginning of our

State Parks System in 1933—with the advent of the CCC and National Park Service.

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We really "got in high" and acquired a large number of so-called park sites—in reality CCC camp sites or locations. I think in all we had about fifty-eight state park sites in the beginning. Some were excellent, some good, some just fair, and some terrible. We have gradually been eliminating the unsatisfactory locations and have trimmed the system down to 38 parks—and frankly I think we should do some more trimming. We went into this tremendous program in too big a hurry—no planning—no nothing—just a location for a CCC camp. Even so, the program was well worth while, in spite of all our mistakes and we are proud of those parks which we are now operating and trying to maintain. Next time, we should profit by our past experiences and do a lot of careful *advance* planning.

As to our methods of acquisition, they were almost as many and varied as the parks themselves. We did not, however, in any instance float a bond issue. The parks now being operated by the Texas State Parks Board were acquired through the following sources—

Local Chambers of Commerce . . . . .	16
Legislative Appropriation or Designation . . . . .	5
Donation by Individuals . . . . .	4
Purchased outright—payments out of Revenue . . . . .	4
Donated by Counties . . . . .	3
Donated by Cities . . . . .	2
Donated by River Authorities . . . . .	3
Leased from Catholic Church (San Jose Mission—National Historic Site) . . . . .	1
	38

In addition to the foregoing we have six State Historical Parks under the operation of the Board of Control.

These historical parks will perhaps eventually be placed under the supervision of the Texas State Parks Board.

It is with (I hope) pardonable pride that I mention the Big Bend National Park which was acquired by the Texas State Parks Board in 1941–2 through authority of the Legislature, which appropriated \$1,500,000 for the purchase of an area of some 700,000 acres along the Big Bend and Rio Grande between Texas and Mexico. This work was accomplished with the money appropriated and within the time specified (one year), and our overhead cost was a little less than \$60,000: four percent. This area is now being developed by the National Park Service and Texas is proud of it!

As a good example of *what not to do* I can cite you one experience which has caused the Texas State Parks Board a lot of unfavorable newspaper publicity—and a lot of grief otherwise.

Early in 1933 the Board acquired some 16,000 acres out in the Panhandle Country (Palo Duro Canyon). A value was agreed upon of \$15 per acre. Payment was to have been made out of one half of the revenue with interest at six percent on the unpaid balance. Receipts were not as anticipated, due to war and other circumstances. Result: we had a *debt* of over one-half million dollars and not a chance to pay out. When the sale was made the vendor retained the grazing rights on the entire area; also the mineral rights. In other words, to all practical purposes, *be still owned it*, paid no taxes, and received one-half of

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the gross revenue from admission charges and other concessions. Some deal, I'll say! Except for the fact that we were by new legislation able to scale it down to \$300,000, payable over a period of forty years, the Board's paper obligation would have soon been well over a million dollars. In justice to the present members of the Texas State Parks Board, I will say that this fantastic deal was made before any of them were in office, and of course it was before my time.

*Lewis G. Scoggin:* In the beginning God created the World and has since that time wrought what we call natural phenomena which has shaped the face of the earth into its present form. Some of us have come to realize this and we have developed a sense of appreciation for what we behold in Nature but many of our fellows have yet to be taught that development means something that is not akin to exploitation and destruction. It is our privilege and our duty as members of this great organization to point the way and to gain sufficient following to the end that our pleasant land shall not be despoiled.

Every cause must have a crusader and the small band of members of The National Conference on State Parks has crusaded for better systems of State Parks since 1921. The era that is dawning now offers us our best opportunity to make a continued crusade most effective. What we do today will probably not be much appreciated in our lifetime but we can console ourselves with the thought that the men who first proposed Yellowstone as a great National Park were jeered by the men

of their time but today millions sing their praises. We have a just cause in our Conference policy of promoting development of well-balanced state park systems, to the end that every citizen of the United States shall have easy access to state recreation areas and appreciate their value as a recognized form of land-use.

*Reasons for Parks.* Parks are justified on the basis of preservation of outstanding natural land features; creation of recreational facilities; preservation of inspirational values; health protection; education for living, and for other reasons.

Lands for parks might be desert, swamp, mountains, plains, seashore, forest or field. We have but to scan the history of mankind to see that our modern version of a park had its counterpart in the hunting grounds of the aborigines; the spots where the savages might gather for health and relaxation on land designated as neutral ground where all were immune from attack from the enemy. In those days there was no scarcity of suitable land for parks. Then during the early history of our country, it became the fashion for the privileged few to gather at spas and on the edges of the wilderness for periods of relaxation and fun. Many of those places were privately developed and operated with the idea of making a profit. The result was that most of them passed out of existence or were taken over by a public agency.

Our age has seen the slow emergence of park development and operation as a function of government. With this conception has come also a tendency to look upon parks as

political footballs, new-fangled luxuries that are not worth the cost and just another thing to keep the dreamers and visionaries busy. Thanks to the foresight of people like those who have led the way in the National Conference on State Parks we have overcome some of this type of sabotage and the picture is taking on new form.

Parks today are conceived as necessities of life, liberty and the pursuit of happiness administered by governmental agencies.

Some people still think that land for parks should be only that wasteland which cannot be profitably developed for commercial purposes. It is fortunate that the very nature of parks often makes it possible for such lands to be reclaimed for human use and enjoyment, and, at the same time, enhance the value of adjoining land for other purposes. *We do not agree that park development should be limited to such lands.*

There are superb areas which are natural parks and we need only to preserve them, other land which has become only slightly spoiled can be reclaimed and restored as parks, still other land is found to be so indispensable for parks that we find it desirable to spend vast sums to erase the handiwork of civilization and turn it back to Nature for the re-creation of parks.

It is hard to say that land for parks shall have certain specific qualities and no faults. It depends upon the natural character of the region how far we can go to establish minimum standards. The people of south Florida, largely, see only sawgrass, palmetto and alligators in the Everglades but to the person

living in the mountains, on the great plains or in the desert country, this very spot might seem a veritable paradise.

Some might argue that a park must have, above all things, forested areas. Others are just as positive that there must be water for swimming, boating and fishing. The man from the Southwest might be pleased with his desert scene without forest or water. The wilderness enthusiast would certainly find stiff opposition from the believer in active recreation and vice versa.

We might suggest that a park should be beautiful (suggesting rest to the mind, body and soul); as nearly as possible as Nature made it; of such character that it is of significance in its class (National, state-wide or regional); accessible to people; of such character that a well-rounded active and passive recreational program can be provided within its boundaries; possessed of the elements that provide an escape from routine work; limited to a minimum of man-made developments which might destroy natural values.

*Kinds of Parks.* We have come to understand parks as belonging in the following general classifications: International, National, Regional, State, County, Municipal, Private.

There should be no conflict between any parks regardless of the class in which they belong; therefore, the National Conference on State Parks can be a great force for good by insisting that park-system planning be done on a national basis for the benefit of all.

*Land-Use Aspects.* Lands for parks should be selected with a view

to preservation of natural wonders, protection of historic shrines, conservation of natural resources, provision for recreational facilities, furthering educational opportunities, profit (by restoring strip-mined areas and other wastelands to useful purposes).

*Relationship of Land to People:* In our civilization we have found that land is worthless unless it is used. It cannot be used without people being involved. Parks should be accessible to people varying in degree according to concentration of population. The parks should be selected and developed so that they contribute most to the health, education, culture and enjoyment of the people for whom they are created.

We have learned much about the use of land for parks through the experience of the Federal Government in National Parks; through the Civilian Conservation Corps program, and more recently by actual operation of State Park systems in our own States. There is still much to learn and we must find a common ground for the two schools of thought—Wilderness *versus* Recreation.

*Need for Public Appreciation and Understanding of Park Problems:* The National Conference on State Parks has an opportunity *NOW* to render valuable assistance to state park agencies by popularizing the state parks on a national scale. Many people do not realize that they have a park system in their own State and fewer realize the problems that are involved in creating such park systems. Now is the time to make legislators conscious of the need for adequate financing

and less politics within the vital organizations that are trying to preserve a valuable asset for the Nation.

*Charles A. DeTurk:* In determining how much and what kind of lands are necessary for an adequate state park system, there are a number of factors to be considered: The need to preserve the State's scenic resources and to keep them as unspoiled as possible, and the need to provide sufficient publicly owned land, well distributed in relation to population, to provide adequate outdoor recreation for the people of the State in question.

Referring to the preservation factor, there is no rule or set of standards which will apply to all cases. It is a matter of sound and intelligent judgment applied to the problem of what lands are worthy of acquisition to be sure that the best representative types of the State's finest scenery are preserved for the people. This, then, must be followed by equally good judgment on how much land should be acquired to not only get what is wanted, but to make it usable and to protect it while it is in use. Clifty Falls and McCormick's Creek State Parks in Indiana are good examples of relatively small acreages (both under 1,000 acres) that preserve fine scenic areas, make them available to public use and yet protect and preserve the outstandingly fine scenic features for which they were established. In Michigan, a superb job has been done in the acquisition of the Tahquamenon Falls and Porcupine Mountain areas. However, these took acquisitions of 2,500 and 25,000 acres respectively. In other

words, good judgment was the only yardstick which could be applied, and for which there is no substitute. The same reasoning must be applied in the selection and acquisition of historic areas, buildings or sites.

There are more principles that can be applied to land for recreational purposes. Even here, however, it is still necessary to exercise good judgment. The determining factors in this case are the locations and density of population, the availability of reasonably priced land that is suitable for recreational uses, and the extent to which other governmental units are able to provide the needed land and facilities. Applying the principle of the "Marshall Plan" it is up to the State to find out how much local units can do, and to act as a coordinating group to work out the details. All States will vary in these factors, and the solutions will necessarily be different.

By these standards, Michigan has done a good job in planning and executing the plan for a state system. The finest parts of Michigan's scenery and natural assets are in public ownership, many of them in the 65,000-acre-park system or in the 50,000 acres of recreation areas. Michigan has actually classified the two types of state-owned areas into State Parks and State Recreation Areas. The two groups are established for two separate purposes.

Since the heavily populated area of Michigan lies in the Detroit Metropolitan Area, over one-half of the population, actually, the recreational need was in this part of the State. Detroit provides some parks and outdoor facilities. Wayne

County, in which Detroit is located, also provides some parks. To fill the gap between the needs of the population and the abilities of the local governments to provide the needs, it was decided to create a Metropolitan Authority with powers to acquire and develop land and with the power to tax up to one-quarter mill. This unit is known as the Huron-Clinton Metropolitan Authority inasmuch as the major available land areas and, consequently, most of the development will be in the valleys of the Huron and Clinton Rivers. This agency, starting operations in 1942, now owns 5,000 acres of land, about one-half of the proposed total. General plans are completed, many of the detailed plans are prepared, and construction of the major projects is well under way. This is Michigan's approach to a sound and practical solution to the problem of how to determine and acquire the necessary land for a state park system. This latter method has proved a sound way of getting the rest of the badly needed land in Southeastern Michigan.

In the manner of acquiring land, Michigan has adopted a most practical approach. The areas are selected—that is, the general eventual boundaries are established, and a program of acquisition adopted. Land is bought from time to time, when available, and each of the large recreational tracts is gradually being filled in. No condemnation is necessary and although it will take time to complete the program, it is still the most practical way.

The bond method of land acquisition is probably useful when

speed is necessary or under other unusual conditions. It is not to be recommended as a general practice.

Interior holdings are a problem in any system. Generally recognized as undesirable, they should be avoided if at all possible during original acquisition and rooted out eventually at any costs. A practical approach is through county or township zoning where the use of such lands may be restricted to an unobjectionable status, or where its eventual use may be limited enough so that the owner will sell to the State rather than to hold for subdivisions or industrial development. Another method is that of purchasing with life tenancy of the former owner. This often overcomes both sentimental and economic objections and although more time is needed for final use by the State, the State can afford to wait, and no further objectionable development will occur upon the property.

*Ellwood B. Chapman:* It was in 1682 that William Penn sailed up the Delaware River to found the State of Pennsylvania.

It was but a few years ago that the Legislature of the same State made the first exclusive appropriation for a recreational forest park; quite a lapse of time—approximately 259 years. This was to purchase the beautiful area known as Ricketts Glen in northwestern Luzerne County.

Of course there had been an appropriation a number of years earlier to obtain Cook Forest, but this was to supplement nearly a quarter of a million dollars raised by private subscription, to which the children of the schools contributed their pennies.

The areas which had been known as the park system were simply scenic spots which had been cut from our forests, and as this belt was in the Appalachian Range, stretching across the State from Southwest to Northeast, they were far distant from the metropolitan districts with their teeming populations. Traveling westward from Philadelphia, the Caledonia Park in the Michaux Forest is nearly 135 miles, and the Delaware Forest to the North is nearly as far. At the western end of the State, a trip of ninety miles from Pittsburgh is required to reach Cook Forest.

Within recent years, a mountain (not far from Philadelphia) with its surrounding foothills, comprising about 5,000 acres in all, could have been purchased for less than ten dollars per acre, but the chance was lost. Another very large tract, fairly accessible, could have been obtained, but is now an adjunct to a Texas ranch for fattening their steers.

A beautiful mountain lake quite near Scranton might have been obtained, but the shore lots are now being divided into suburban building lots. In Ricketts Glen, within easy distance of Wilkes-Barre, while the forest giants along the stream have been saved, the surrounding land, over 10,000 acres, is now under the lumberman's axe.

Someone has suggested the caption—"The land of lost opportunities."

Our Commonwealth thus faces a tremendous problem in attempting to provide recreational facilities for the populous centers so long neglected; many desirable sites are no



longer obtainable, and land near the larger cities, always high in price, has now reached figures undreamed of a few years ago. In addition, the cost of development has doubled.

However, there are a few bright spots on the horizon. We have a canal, seventy miles in length, in the Delaware Valley, which contains so much that is beautiful and picturesque that many noted artists have made their home there. This was donated to the State by the Lehigh Coal and Navigation Company. A novel feature here is the *barge party*, quite popular among the Women's Clubs on the occasion of their outings; a pair of mules tow them for several miles in a flat-bottom boat to some location in the woods where lunch may be eaten. Sometimes these voyages are enjoyed in the evening, with a return by moonlight.

Another most fortunate acquisition came through the generous donation by the Federal Government of its Recreational Demonstration Areas. Raccoon Creek, northwest of Pittsburgh, a park of 5,000

acres, will be of great use to this metropolis of the West, and French Creek, just as large, on the border of Chester and Berks Counties, will not be too far from Philadelphia in the southeast.

Hickory Run, General Trexler's wild forested area of 15,000 acres in Carbon County, may prove of use to the large coal mining centers of Wilkes-Barre and Scranton.

However, we are most happy about the attitude of the present administration. Governor Duff is a park champion and Admiral Draemel, his Secretary of Forests and Waters, is not only sympathetic with our aims, but really enthusiastic, and is delighted with the opportunity that is given him to carry out the Governor's plans. This is evidenced by the fact that he has selected the leading park exponent of the United States (Frederick Law Olmsted) in order that, under his skillful guidance, a carefully considered park plan will be formulated to be realized in the years to come.

## State Parks and the Camper

PANEL: DR. L. B. SHARPE, Director, Life Camps, Inc., New York, *Discussion Leader*; RUSSELL B. TOBEY, Director of Recreation, Forestry and Recreation Commission, Concord, New Hampshire; CHARLES MORGAN, Director of State Parks, State Division of Conservation, Atlanta, Georgia; JOHN I. ROGERS, Assistant Chief, Parks and Recreation Division, Department of Conservation, Lansing, Michigan.

*Russell B. Tobey:* We have in New Hampshire a state park of some 7,000 acres developed by the Park Service for a recreation demonstration area. On it are two "organized camps." When this area was turned over to the State as a state park and

it came under our jurisdiction, we found ourselves as landlords to the youth agencies using these camps. In working along this basis, it became apparent after a while that there might be more to our role than just that of landlords; that we had a

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responsibility to assist the agencies toward better camping by encouraging them to make the widest use of the natural resources of these parks. Consequently, in addition to a lease with the agencies we drew up, borrowing heavily upon the National Park Service's precedent, "General Conditions Governing The Use of Organized Camps." As a preamble to these conditions, and indicative to the position we feel is ours, it is stated: "It is a desire of the Recreation Division that the organized camps at Bear Brook State Park be made available for use by properly qualified public, semi-public, or non-profit organizations which can best serve those groups in the community whose camping needs are not met. We wish to cooperate with these agencies in order that they may obtain full use of the facilities and surroundings of these camps for the benefit of their campers." It has become apparent that while this is a rather broad and perhaps vague goal, yet it offers an objective toward which both the camping agencies and our department can proceed. Actually the camping agencies are using the natural resources of the park more fully each season. There is an increase in their interest and use of the wayside trail shelters, the hiking trails and programs of overnight rough camping expeditions. Our naturalist in the park has been made available to the camps to further acquaint them with the lore of the area by conducting field trips or through talks around the camp fires.

Ten or fifteen years ago our chief chore seemed to be the housekeeper of the state parks. People came, we do not know why; they enjoyed, we

do not know what, for we were busy keeping the buildings and grounds cleaned up and the area protected from careless use or harmful abuse. I am sure my experience is not unique as all have been through it at some degree and know what it means. The prevailing attitude at that time was that park visitors were rather a freakish group who wouldn't stay within the confines of their own home town, but who high-tailed to the woods to let off steam and act like crazy. Haven't we all observed, however, that over the years there has been a change either in the habits of the public or in our observations of them? Don't they now seem more thoroughly interested in the wide uses of the area? Swimmers are now also hikers; picnickers are now camping. Some are even watching the birds and chasing the butterflies. My observation is that there is a greater solid enjoyment and appreciation of the natural resources of our parks than there is a disregard for them among park visitors, that those who feel this way are in larger numbers than those who do not, that they have shamed the vandals into more proper attitudes or have caused them to go elsewhere.

If this is the case, then we who are responsible for future park designs, layouts, maintenance and operation need to be aware of it and take these changes into account in our future plans. We shall need to watch carefully the trends and tendencies of public use in order to sense the change of attitude and make corresponding provisions and services.

*Charles Morgan:* The State of Georgia Parks Department is de-

lighted to take part in this important conference. Recreation and the development of our parks are today of paramount importance. May we at the outset invite you to Georgia? You will honor us with your presence. Our Governor, Honorable M. E. Thompson, is a strong supporter of state parks and his understanding and backing have made our progressive program possible. Since March we have received from the Governor and the Budget Commission \$650,000, and much more is coming.

May I briefly touch on Public Relations and what it means to a system of state parks? You must encourage and develop the friendship of the newspapers and radio, mail letters of invitation to chambers of commerce, civic clubs, principals and superintendents of schools and other organizations to enjoy the facilities of your many state parks. On your state office have welcome signs; on the reverse side state "Thanks, Call Again."

Although the citizens of your State are stockholders and are paid dividends with recreation and pleasure, they are also your valued customers. Write letters of condolence to your friends, also letters of congratulation to citizens who have received public recognition or who have been promoted in their businesses. A letter to an Eagle Scout who has been awarded this distinction will prove of untold value. Do not permit people to wait at your office; see them as quickly as possible. Have them sign a registration book and write them a letter thanking them for visiting the office. When Boy Scouts, Red Cross, fox

hunters, schools or other groups attend your parks welcome them personally, award them prizes. Publish a park magazine. Speak to civic clubs; take pictures. By all means have flag poles with the United States and state flags flying. Answer every letter promptly; mail literature to those requesting it. Keep your parks clean and employ courteous and efficient personnel. Put pictures of your parks in the trains, on buses, hotels and other public places. Use the words "Thanks and Best Wishes" in your pertinent facts or literature.

Although the world may scoff and jest,  
A life of service is the best.  
And happiness will always be  
To those who serve humanity.

*John I. Rogers:* In Michigan we think of group camping as a camp of children or adults sponsored by a non-profit organization for the purpose of education in the natural sciences, art, religion and healthful outdoor living. It may be a group of only a half dozen boys or girls of a scout organization or a group of a hundred or more underprivileged children sent to camp by some social agency as the sponsoring organization. It is a program especially designed for youth, a program to provide for healthful outdoor recreation and education in an environment of natural surroundings, a program to acquaint youth with rural life, conservation, moral and clean living and to live, work and play together.

Group camping in Michigan's park system has grown very rapidly in the last several years, so much so that for the last two years a full time Group Camp Supervisor is

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employed as a part of the state park administrative organization. Group camping in state parks, however, is not new in our state park program. Group camping facilities were installed in state parks in Michigan for the first time about 1928. The first group camps consisted of a single building approximately 24 feet by 60 feet. One end contained the kitchen and the tables for eating and the rest of the building was used for sleeping, meetings or recreation, depending upon the group. Many times the campers slept in tents and used the building for eating and meetings. There were nine such camps built over the period of 1928 to 1936. A few of these camps are still in use for short term camps and small groups. The original demand for these camps came largely from scout groups. These groups still are heavy users of our group camp facilities but the interest has widened to many other groups.

Michigan's park system now has 17 group camps under administration. These camps vary in facilities offered from the single-building type just referred to, from large farm residences converted to group use, to the most modern type of group facilities consisting of sleeping cabins wash house and water-flush toilets, modern mess hall and kitchen, recreation and craft building, quarters for employees and service buildings. During the CCC and CWA programs, several group camps were built or remodeled. Four very modern camps were built on two so-called "Recreation Demonstration Areas" by the National Park Service and later turned over to the State for operation. Just

this past spring two new camps were completed and put into operation. Three old CCC camps have been repaired and remodeled for group camp use. We do not have enough camps to meet the demand. This is especially true in the metropolitan part of the State. During 1947 religious organizations sponsored more groups than any other type of sponsor. They sponsored 27 groups and 43 percent of all the campers sponsored. Girl Scouts were next, sponsoring 14 groups and 16 percent of all the campers sponsored. The 4-H Clubs were heavy users of our group camps. They sponsored 14.4 percent of all the campers. Sportsman's clubs sponsored 9.8 percent of all the campers, public schools four percent, community organizations 4.8 percent, YMCA 3.1 percent. Other sponsoring organizations were families, boy scouts, colleges, labor organizations, social clubs and social agencies.

Total attendance according to the records posted to date for 1947 show for short term permits 218 groups totaling 5,559 campers and for long term or seasonal use 6,446 campers making a total to date of 12,005 campers. There are three months of the year yet to be added, which should bring the total of group campers well over 15,000.

All sponsoring organizations must make application for a permit. Long-term or summer season permits are issued at the central office in Lansing. Short-term permits are issued by the park manager. We consider only applications from non-profit semi-public organizations. Where there is more than one applicant for the same camp for the

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same period, priority is given to organizations sponsoring children's or family groups. We endeavor to obtain maximum use of our facilities and also to distribute the use as widely as possible among the applicants. We require a camper turnover at least every two weeks. A sponsoring agency may obtain a permit to lease a camp for as long as ten weeks but no individual camper is permitted to remain in camp longer than two weeks.

There is a fee charged for the use of all group camps. The fees vary to fit the facility and the length of stay in the camp. Where cots and mattresses are provided the charges are:

\$1.50 per week per child camper,  
or 25c per night.

\$3.50 per week per adult camper,  
or 50c per night.

A person 18 years old or older is classed as an adult. Where we do not provide cots and mattresses the charges are ten cents per day per camper for both children and adults. We do not provide bedding, blankets, linen, food, utensils or dishes. All camp staff must be employed by the sponsoring organization; however, no fee is charged for camp staff and help staying in the camp provided the staff is within a prescribed ratio to campers. The sponsoring organization must also pay for fuel, electricity and garbage service and any damage done to the buildings or property beyond ordinary wear.

As of September 30, the revenue from all long-term and short-term use amounted to approximately \$16,000. Other revenue from damage payments, fuel, electricity, etc.

make the total revenue for 1947 to date \$17,632.23. We estimate at least \$2,000 revenue for the balance of the year, which will make for the year approximately \$20,000 revenue.

We established "Day Camping" this year. Groups of children come to the parks for the day and return to their homes in the evening. Usually the same group returns to the park for several days to accomplish the program of the sponsoring organizations. They study and play. They prepare at least one meal at the camp fire. It provides a type of camping for thousands of children who otherwise would not get into the country and in surroundings of the forest, scenery, wildlife and the realm of Nature.

This type of camping was provided for in four parks this year, and a total of 2,733 children attended. At one park the sponsoring agency was the city and rural school. At another park the City Recreation Department combined with the support of labor unions sponsored Day Camping from July 1 to August 28 and 700 children participated. Each child went to the park each day for a full week. At another park the City Recreation Department with the assistance of luncheon clubs sponsored Day Camping and the Girl Scouts was the sponsor at another park.

The program of these camps is mostly to carry on the work of juvenile training conducted by the sponsoring organization along with play, in an environment of natural surroundings. The schools and city recreation departments seem very interested in this form of camping. It is new in Michigan.

## Public Accommodations

PANEL: WALTER A. ROSENFELD, Director, Department of Public Works and Buildings, Springfield, Illinois, *Discussion Leader*; JOHN H. MARTIN, Park Maintenance Supervisor, Division of State Parks, Division of Conservation, St. Paul, Minn.; HARRY T. MARTIN, Director of State Parks, Olympia, Washington; A. K. MORGAN, Chief Engineer and General Manager, Palisades Interstate Park Commission, New York.

*W. A. Rosenfeld:* The policy of the State of Illinois is to pay more attention to the lower income brackets than we have been doing previously.

We are now planning for the establishment of trailer camps and cheaper overnight accommodations without serving any meals.

Our survey shows that at our inns, similar to the one at Bear Mountain, only a small percentage of the taxpayers can avail themselves of the hospitality and facilities of these higher priced places.

*Tom Martin:* The State of Washington has not developed any extensive program of public accommodations. We have at the present time in our State seventy-two State Parks, embracing approximately 50,000 acres, with a total investment of \$10,250,000. A considerable portion of this investment was made during the Civilian Conservation Corps program, and we are indeed indebted to the Federal Government for the betterment of our State Parks. In our State we have a great variety of natural scenic attractions, *i.e.*, the Pacific Ocean; the Olympic mountains; the great Puget Sound area; the Cascade range, including Mt. Rainier, Mt. Baker, Mt. St. Helens, and Mt. Adams, all major peaks; and the eastern Washington section which is distinctly different

in climatic conditions from the coast, and includes the Columbia Basin development, the famous apple and fruit district, and the Palouse wheat country.

The development of the Columbia Basin area presents to us a very serious problem of park and recreation facilities. First, it is necessary to go back into prehistoric times to give a complete picture of this unique section of our State. You who are acquainted with the geography of the northwest will have a mental picture of the Columbia River which separates Washington from Oregon, and abruptly turns north through the center of our State and extends on into Canada. This great stream is one of the major rivers of the Nation and presents a large potential source of power as well as the unlimited irrigation of approximately 1,030,000 acres of arid sagebrush country. Several million years ago the great ice cap covered most of the State of Washington, and as time progressed and the climate began to warm, this great sheet of ice naturally began to melt. During this stage it backed the waters hundreds of miles into Canada, creating a great lake which eventually overflowed. This water had to have an outlet and consequently poured through the center of our State, and in so doing, carved the great Grand

Coulee. This Coulee is from two to six miles wide and averages over 500 feet in depth.

A few years ago the Bureau of Reclamation with considerable urging from the citizens of the northwest undertook the construction of Grand Coulee Dam, which is approximately at the point where the Coulee leaves the Columbia river. This dam which is now completed is the largest man-made structure on the face of the earth, and is a drawing card which attracts hundreds of thousands of visitors to the State of Washington. The present plan of the Federal Government is to enclose a thirty mile stretch of the Coulee with a dam at each end and pump this artificial lake full of water from a one hundred and fifty mile long reservoir above Coulee dam. The object of this is to create a reservoir for the irrigation of over a million acres extending south from the Coulee dam to the Oregon border. In order to fulfill this great engineering feat, it is necessary to install twelve huge pumps which is being done at the present time in the Coulee reservoir. These pumps are the largest ever constructed by man, each one being capable of pumping in excess of a billion gallons of water each twenty-four hours. This amount of water is sufficient to furnish the water supply of the city of New York.

In connection with this power and irrigation program, there will be constructed over 4000 miles of canals and laterals to take care of this great problem of irrigation. Irrigation of arid lands creates new permanent communities, and there will naturally be a potential in-

crease in population of several hundred thousand residents.

Now this great project not only takes care of power distribution and irrigation, but it also presents many new and vast problems along other lines. One of these problems is in the care and distribution of game and fish and wild life. Another which concerns us directly is the problem of parks and recreation throughout the area. A few years ago a joint commission composed of the National Park Service; the Washington State Parks Department; the Columbia Basin Commission; the United States Bureau of Reclamation; the State Highway Department and the State Department of Conservation and Development conducted an extensive survey of the recreational needs of the area, and produced a very fine report containing suggestions and recommendations for the future. We are at the present time engaged in developing several of these new projects, one of which is our new Sun Lakes State Park which is located approximately thirty miles south of Grand Coulee Dam. This area embraces several beautiful lakes, is most scenic in character, and presents some of the finest fishing in the State. It is the potential recreational playground of central Washington.

In order to accommodate the many thousands of new residents who are going to be located in this section of the State, and also to accommodate the horde of tourists who will come to see the Grand Coulee Dam and adjacent development, it is going to be necessary to provide adequate accommodations

of quite an extensive nature. This is going to involve recreational areas with tourist accommodations, such as lodges, cottages, public camping grounds, *et cetera*. As I said before, at the present time we have not offered a very extensive program of this nature, but are going to have to take immediate steps to rectify the situation.

A few questions relative to the operation of lodges and accommodations of every sort are as follows:—

(1) Should the State attempt to manage its own concessions and furnish all facilities and employ its own personnel, thereby increasing the amount of net profit?

(2) Should public accommodations be leased out to individual operators with the State receiving a percent of the gross revenue?

(3) Should accommodations be leased on a bid basis, or should the operators be hand-picked according to what we feel are their qualifications?

(4) Should we attempt to operate in opposition to private operators, or should we consider such operators in all of our future planning?

A. K. Morgan: Public accommodations should be provided in state parks only when and where there is an adequate public demand for such facilities, and only if the natural beauty of the area will not be impaired.

It is doubtful if the policy of providing revenue-producing facilities for the sole purpose of producing revenue is a correct one, as far as state parks are concerned. The establishment of numerous small-

capacity free facilities is the other extreme of state park policy, since the proper maintenance of such facilities is a severe drain on the most ample budget.

We have found that the old adage of "let him who dances pay the piper" can and should be applied to state park facilities. This applies to all facilities, whether for dining and hotel accommodations, or for parking, camping, bathing or picnicking.

In order to establish proper control of a facility, and to prevent vandalism, quite often a charge for the use of the facility has the double advantage of improving the level of maintenance and operation, and at the same time providing the necessary funds to run the facility.

To go one step further, we can show how we have controlled vandalism in our trail shelters and have eliminated forest fires on our hiking trails by the registration, without fee, of novice hikers. Junior Ranger badges have been awarded to deserving neophytes, and hot dog roasts and community sings around campfires, conducted by our Police and Rangers, under the command of Chief Hlavaty, have produced wonderful results by winning the cooperation of the youngsters.

We are strong believers in the "psychological approach" to get our patrons to do what we want them to do.

While I was in charge of Jones Beach, from 1931 to 1936, we used to *embarrass* people who were tossing litter around, by suggesting to them that their neighbors on the beach would recognize them as people who did not know how to behave at the *Famous Jones Beach*.



We in the Palisades Interstate Park have now, or have had, almost every kind of public facility, good and bad, that a state park system could have. Some of these are the Bear Mountain Inn and lodges, food stands, cafeteria, roller and ice rinks, trailer camps, cabin developments, boat basins, camp sites for families, group camps for organizations, bathing developments, trail shelters, picnic and play areas, ski tows and ski slopes, toboggan runs and mechanical rides, mechanical games such as Skee Ball, and even a shooting gallery!

Our Commission has been in the park business so long that we have had an opportunity to try out all of the ideas. We have come to the conclusion that mechanical rides and games do not belong in our parks—neither do blatant public address systems.

Some of the facilities we operate with our own forces, while others are operated by licensees. Some facilities produce a net revenue over and above their costs, while others just about carry themselves.

Our policy is: Preserve the scenic beauties; make it possible for the public to see those beauties; and provide proper access and facilities for active and passive out-of-doors recreation for the people of New Jersey and New York.

That statement sets forth our policy here at Palisades Interstate Park, and I believe it stands for all the parks in New York State.

The enormous sums of money which are spent each year by public park managements to repair and replace the damage done by vandals of all ages is a serious indictment of our free and easy American way of life. Much needless damage is done to the beautiful things in Nature which cannot be repaired. Only time can heal these scars. Wild flowers and shrubs are torn up, rocks are painted, trees are carved or chopped to death.

There is something wrong with the up-bringing of our generation, when we heedlessly throw litter about parks, and throw bags of garbage from cars along our highways and parkways. Just imagine the additional park facilities that we could provide if we could eliminate dirtiness and vandalism.

In these days of extremely high wages, shorter work week, and top prices for materials, it is imperative that we mechanize every operation that can be done by machinery, as quickly as possible. But unless by public education, wheedling, *the psychological approach*, strict police work, or a good stiff fine and jail sentence, the sabotage of our public recreational plants is stopped, we shall soon reach the limit to which our budgets can be expanded.

I suggest that we take steps to see that in every State a militant program is undertaken at once to stop the needless waste of public funds because of vandalism committed by a minority of the public.

# Recreation as a By-product of Impoundments

PANEL: PHILIP H. ELWOOD, Head of Department of Landscape Architecture, Iowa State College, Ames, Iowa, *Discussion Leader*; WILLIAM M. HAY, National Recreation Association, Nashville, Tenn.; A. P. BURSLEY, Regional Chief of Land, National Park Service, Richmond, Virginia.

*Philip Elwood*, presented the following outline:

## 1. Purpose and Nature of Reservoir

- a. Flood control and soil conservation.
- b. Irrigation.
- c. Power.
- d. Navigation or combinations of above.

## 2. Character of Environs

- a. Topographical, geographic and climatic.
- b. Population patterns.
- c. Wild life and natural cover.
- d. Transport facilities.
- e. Proximity to other recreational areas.

## 3. Kinds and Types of Recreation, feasible and practical

- a. Picnicking and overnight camping.
- b. Bathing, swimming and boating.
- c. Fishing. Different kinds.
- d. Active games: Tennis, baseball, etc., horseback riding, hiking.
- e. Passive: Lounging, indoor games, reading, sun bathing, movies, plays, music, cabin camps, etc.

## 4. Economic considerations

- a. Local income values to business.

## b. Travel expenditures including:

1. Car expense.
2. Food.
3. Fishing and other recreational supplies.
4. Lodging.
5. Boat, horse, other facilities for hire.
6. Photo supplies.
7. Other transport, guide service, etc.

- c. How to evaluate returns to individual. Better arrive at accurate estimate of actual costs and *stop* or set arbitrary value *only* for comparison purposes.

## 5. A Recreation Master Plan Needed

1. One is slowly evolving in Missouri Basin.
2. Several county metropolitan plans now being executed.
3. We need State overall recreational plans.
4. We need Basin wide master recreational plans.
5. We need a National master plan or pattern for recreation

*Allyn P. Bursley*: The act of damming a stream does not make the impounded water desirable for all types of recreational pursuits. Criteria which dictate selection of locations for dams primarily to provide

recreational water may be at wide variance from those which obtain in seeking power development, pollution abatement, or flood prevention. To evaluate the recreational possibilities of any reservoir it is advisable to examine the characteristics which make a lake, whether natural or artificial, desirable for purposes of recreation.

*Its waters should be relatively clear and pure.* These conditions are most easily obtained by utilizing comparatively small streams, near the head of the watershed and unpolluted by industrial or agricultural activities above the site, yet of sufficient flow to avoid stagnation. Few flood control dams are near the periphery of the watershed.

*Its level should be fairly constant.* Fluctuations which expose long reaches of muddy slopes, particularly during the summer season, are not attractive to the vacationer and preclude provision of suitable swimming facilities. Reservoirs which will be subject to heavy seasonal fluctuations are thus revealed as of doubtful value for park or recreational purposes.

*Its outline and setting should be pleasing.* Long narrow pools, hardly emerging from the confining stream channels, are not ideal. A diversified shore line, with flat-topped promontories partly encircled by and overlooking coves or arms of the lake lends itself to an effective distribution and arrangement of cabin colonies and other recreational features. The shores should be pleasingly wooded, and of definite slope, to avoid marshy or swampy, mosquito-breeding spaces, yet with sufficient comparatively level uplands

to permit the placing of necessary facilities. Only field inspection can reveal the qualifications of the reservoir in this respect.

*Its possibilities for fishing should be good.* Perhaps the streams which feed it are already the natural habitat of sport fish; perhaps the proposed impoundment is such as to lend itself well to a program of restocking. Most reservoirs will eventually provide acceptable fishing.

*Its location should be in proper relation to population masses* and to other lakes which have been or may be developed for park and recreational purposes. There is little use in providing extensive facilities for day-use in a location accessible only to a few persons. It is unwise to plan elaborate facilities for a location which is already served adequately by existing developments, or could be served better by development of other available sites, or by expansion of existing facilities. Few reservoirs are so located that full advantage may be taken of their recreational potentialities.

Responsibility for provision and operation of recreational facilities should be allocated on the basis of origin of use. If the preponderant use is from a nearby community the responsibility should be that community's. If visitation is state-wide the State should assume the obligation. If, as sometimes happens, the reservoir is astride the boundary between two States, and is important to each, independent facilities may be established on each shore, or the two States may enter into a compact for joint installation and operation. If the recreational resources of the reservoir are of natural significance,

responsibility for their utilization should be vested in an appropriate Federal agency.

It must be clearly understood that operation of a reservoir for flood control, stream regulation, or power generation is usually the primary justification for its installation. The foregoing discussion concerns only the responsibility for development and operation of concomitant recreational facilities.

Adequate procedures have been established to bring state or local agencies into the picture, so far as reservoir proposals in the East are concerned. The Chief of Engineers has stated his desire that "in so far as possible the development and management of public park areas be handled by state or local government agencies."

Under the law, affected States must be kept informed of flood control proposals by the Corps of Engineers, and no proposal may be

submitted to the Congress without inclusion of the expressed views of the State concerned.

Under an agreement between the Chief of Engineers and the Director of the National Park Service the latter Service acts, to all intents and purposes, as consultant to the Corps with regard to the recreational potentialities of existing or proposed reservoirs. The long and cordial association of the Service with conservation and recreation agencies in the States, places it in admirable position to act as liaison member between the Corps and these state agencies.

In the matter of reservoirs of purely local recreational significance, it should be the responsibility of the State to apprise affected local communities of the possibilities of the situation and, ideally, to assist such communities in planning their own programs of reservoir utilization.

## Developing and Operating a Public Beach

PANEL: CHESTER R. BLAKELOCK, Executive Secretary of Long Island State Park Commission, New York, *Discussion Leader*; J. SPENCER SMITH, President, American Shore and Beach Preservation Association; P. R. PLUMER, State Park Director, Division of State Parks, Columbia, South Carolina.

C. R. Blakelock: In the Long Island Park Region we have twelve developed state parks. Seven of these, Jones Beach, Fire Island, Heckscher, Hither Hills, Orient, Wildwood and Sunken Meadow, have been developed with beaches for swimming and bathing.

Jones Beach is located on the south shore of Long Island about 33 miles from Manhattan. Prior

to its acquisition by the State it consisted of a low sand bar inaccessible except by small boat. It was originally owned by the Towns of Hempstead and Oyster Bay which deeded it to the State by vote of the people of these Towns. Its acquisition was not as simple as this may sound but the complete details of how it was acquired involving litigation, referendums, legislation and

## *Planning and Civic Comment*

campaigns are too lengthy and too unusual to aid in a general discussion of this kind.

The conference trip to Jones Beach is by way of the Wantagh Parkway which was the first of two causeways constructed from the mainland to the outer barrier beach where the park is located. The main developed section of the park is located in the area between the East Bathhouse and the West Bathhouse, although there are parking fields and other facilities beyond this area. The East Bathhouse was completed for the opening of the park on August 4, 1929, has accommodations for 9,000 bathers, and is connected with the West Bathhouse by a mile-long boardwalk 40 feet in width. Adjacent to the boardwalk are located a softball stadium where league softball games are played each night and on Sunday afternoons, an 18-hole pitch and putt golf course with tees and greens averaging about 60 yards apart; an Indian Village with tepees where an Indian Princess conducts games, lessons in handicraft and tells Indian stories to youngsters; an outdoor roller skating rink; a music shell where concerts are held in the afternoon and free outdoor dancing at night; and various game areas including paddle tennis, shuffleboard, archery and ping pong.

The West Bathhouse was completed in 1931; contains accommodations for 6,000 patrons, heated swimming, diving and wading pools and marine dining room. On six nights each week during the summer season free pool shows, which may be viewed from the balconies around the pool area, are presented.

Halfway between the two bathhouses is the Central Mall area dominated by the 200-foot high ornamental brick and stone water tower holding 316,000 gallons of water pumped from wells over 1,000 feet deep. The Central Mall area also contains a cafeteria building open all the year round, and the Boardwalk Cafe restaurant.

It is to this Central area that a large number of the visitors go who arrive in their bathing suits and do not use the bathhouse facilities for dressing and undressing. Approximately four out of five visitors to the park do not use the bathhouses.

Interference between pedestrian and vehicular traffic is eliminated at Jones Beach by pedestrian underpasses from the parking fields to bathhouses and beach. There are now seven concrete parking fields with a total area of 84 acres.

In round figures Jones Beach represents an expenditure of over \$15,000,000 for the development of the beach, park structures and parkways south of the mainland of Long Island. This figure includes the cost of the two approach causeways with a spur to Long Beach as well as the 17-mile Ocean Parkway along the barrier beach with adjacent State Boat Channel System from which was dredged 40,000,000 cubic yards of fill used to raise the elevation of the park and parkway to a safe height of 14.5 feet above sea level.

The policing at Jones Beach, including the causeways and Ocean Parkway, is now handled by 25 park patrolmen and 29 deck officers working under a captain and three sergeants. The Jones Beach lifeguard patrol system consists of a captain,

seven lieutenants, seven boatswains, and seventy guards, making a total of 85 men. There were 1,709 rescues at Jones Beach this year through Labor Day and no drownings.

Through Labor Day, the attendance this year was 4,500,000 as compared with 3,962,000 for the year 1946. The income from all sources, including toll and parking through Labor Day, was \$785,000 compared with \$635,000 for the same period last year.

The total revenues collected for the operation of the park, together with tolls collected on the causeways will this year amount to over \$800,000. This sum about equals the cost of maintenance and operation of the park but because of bond service payments Jones Beach is not entirely self-supporting.

*J. Spencer Smith:* Beaches must be fed the same as humans. Their food is sand.

The time to protect a beach is when you have one—do not wait until the elements destroy the beach. In erecting protective measures, be sure to study all of the factors that enter into the cause of erosion, such as winds, currents, tides, etc. The reason I advocate erecting protective measures when you have good beaches is because we have learned that it is wise to take injections or serums for protection against contracting various diseases. Always keep in mind that it is wise to harmonize your activities, so far as possible, with Nature. Do not try to fight Nature unless you have to; try to go along with it.

*P. R. Plumer:* The public beach is the *front* for any park development. It should have those elements

which provide for the health, safety and recreation of the day visitor to the park and particularly those things which go towards making swimming, sun bathing and beach games enjoyable and safe. Other features of the park development should center around the beach area so that the refreshment stand, the picnic area, nature trails, museum, boats and other park features are logically reached from the *front* or beach if not close by.

Stripped to the essentials we will probably find the necessary ingredients for a desirable beach development listed above. However, how these developments are used is of utmost importance. State Park swimming involves something more than what can be enjoyed in a swimming pool. Swimming in a State Park should be swimming enjoyed in a natural setting, in cool, crystal clear and sparkling water which is played upon by the wind and rain and enhanced by lights and shadows, not to mention the colorful rays of the rising and setting sun. Wildlife which inhabits a natural lake should be present—the frog, the fish, the water bug and the water fowl. If the attributes of Nature are lacking, there is also lacking the close association with Nature.

The public beach should be one of the *stepping stones* by which the park user is introduced to the richer and more lasting values to be obtained in a natural park, both active and passive. Water front attendants should be keenly aware of a responsibility in this regard and should realize that the total values of a State Park are far beyond the benefits of swimming and bathing.

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## JANUARY 1947

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# Planning and Civic Comment

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No. 1

## A Review of Planning Progress in the United States During 1946

By KARL B. LOHMANN, Professor of Landscape Architecture,  
University of Illinois

This was a year of great resurgence of planning interest. It was a time of large hopes and long delays. One saw excellent planning attendance at the conferences, a pushing ahead on problems such as housing—a problem more acute than ever before in the history of our country—with extensive plans being formulated for express highways, waterfront developments, business centers and airports. Special attention was being given to pollution of streams, to problems of sewage disposal and water supply, and to flood control. There was an astonishing output of reports and books; and there was promise of good enrollments in a number of the schools of planning.

### A MATTER OF INTERNATIONAL INTEREST

The year 1946 saw progress on a most challenging planning problem—the choosing of the site for a permanent home of the United Nations. After a quest of many months, (\*) interest was unex-

(\*) See report of the Headquarters Commission of the General Assembly for a statement of basic criteria used in selecting sites, a statement of investigation of sites and detailed descriptions of each of five alternative sites recommended.

pectedly focussed upon the East side of Manhattan and a section of grimy tenements, abattoirs and garages located between 42nd and 48th streets, and First Avenue and the River was offered the Assembly by John D. Rockefeller, Jr. The gift was speedily accepted by the General Assembly in a vote of 46 to 7. An international competition for architects will probably be held for the planning of the area.

### STATE PLANNING

An organizational meeting of the Association of State Planning and Development agencies was held in New York City on May fifth. Some 50 persons representing 21 States attended.

According to the reports presented, the principal activities engaging the attention of the various State Planning Commissions were: State master plans; industrial development studies associated with natural resources; plans for assisting local communities; airport organization; institutional building programs; special land use; transportation and economic studies; regional planning activity.

## *Planning and Civic Comment*

### OTHER REGIONAL ENTERPRISES

One of the largest regional activities in point of discussion and action concerned the Missouri Basin. The Bureau of Reclamation and the United States Army Engineers finally launched their huge construction programs for the Missouri Valley in a combined overall program of both organizations under what was known as the Pick-Sloan Plan. This project will cost about two billion dollars.

The preliminary survey of archaeological sites in this 530,000 square mile area is the first of a series of surveys in river basins where construction dams will cause flooding of historic, archaeological and paleontological remains. This survey is being conducted by the Smithsonian Institution in cooperation with the National Park Service and others.

Activities in the interest of flood control included: Construction of four low dams on tributaries of the McKenzie River in western Oregon; the study of at least 30 reservoir sites in Indiana; and the construction of some 300 dams in Nevada by farmers and ranchers.

Large areas in Madison and St. Clair counties, Illinois, were hard hit by flash floods which drove 2000 persons from their homes and did from three to four million dollars worth of damage. In view of this situation, a study was undertaken of a regional drainage system for that area which would supply it with additional drainage facilities.

In August of 1946 water flowed down the mile-long spillway at the Fort Peck Dam for the first time since the structure was completed

in 1939. Some opposition to proposed dam operations was met with here and there, notably to additional dams on the Columbia, Willamette and Snake rivers. Commercial sports and fishing interests voiced objections that dam operations might further destroy the fishing areas. Money has been made available for continuing such jobs as the Ross Dam on the Skagit River—one of Seattle's power developments. Major dam construction in Tennessee, however, seemed to be at a standstill.

The war industries, together with the restrictions of the war years which halted construction of remedial works, increased stream pollution problems in many areas and focussed public attention upon them. Pennsylvania seemed to be leading the States in an attempt to clear its streams, although overcoming pollution played a part in reports from Philadelphia, Pensacola and Nashville. In Toledo, Ohio, a manufacturer agreed to pay the State \$18,000 for several thousand fish killed by pollution from industrial wastes dumped into the Little Miami River at Kings Mill.

### HIGHWAYS

Throughout the year 1946 much attention was given to the consideration of thoroughways of one kind or another. Federal aid and state highways were being considered by many States with Pennsylvania apparently ahead with plans that were ready for immediate use. New York was second in this respect. Many other States, however, were considering their highway and traffic problems.

## Planning and Civic Comment

California announced an accelerated ten-year highway program that included plans for the re-classification of highways and streets and for the establishment of parking authorities. The program calls for an expenditure of over two billion dollars.

Boston revealed ambitious plans for untangling its traffic, especially in the Faneuil Hall Market section. New Orleans was contemplating the expenditure of fifty million dollars on a plan which included widenings, waterfront highways, boulevards, five-multiple level parking structures and express highways.

The city of Richmond was considering an eleven million dollar expressway through the heart of Virginia's capital, a six-lane divided highway with limited access. A road between Seattle and Spokane was being discussed and announcements were heard of a memorial parkway to encircle the city of Dallas. There was also a project being considered for expressways at Louisville, Kentucky; and in Florida a super-road is to cut through the city of Jacksonville.

A mid-city boulevard was being discussed as part of a plan to modernize Philadelphia's internal communications and to relieve traffic conditions; a north and south express route was included in the planning for Fort Wayne; and other significant plans being perfected included Willow-Newburg Freeway for Cleveland, the Congress Street Expressway for Chicago, and the Penn Lincoln Parkway for Pittsburgh.

Recommendations were announced by the New York Planning Com-

mission for an expenditure of 125 million dollars for the relief of traffic congestion in New York City. Provisions for parking garages, meters, elevated expressways, widenings, bridge approaches, sub-surface walks for pedestrians and one-way traffic arteries were included in the recommendations.

### PARKING

During 1946 indications of increased interest in the automobile parking problem were noted in reports coming from all sections of the country. There were plans in Cleveland, Dallas and Chicago to connect the business center with parking lots by shuttle service. San Francisco built a parking garage beneath a downtown park in 1943. The Massachusetts legislature has authorized the construction of a garage under the Boston Common; Detroit has designed one to be placed underneath the Washington Boulevard; and New York city is studying the possibilities of such a plan, though the *New York Times* published an editorial against any plan which would injure Central and other parks.

A parking plaza has been reported upon for Hartford, Connecticut; Los Angeles proposes an underground garage; and the feasibility of like solutions to the local automobile parking problem is being explored by both Kansas City and Sacramento.

The use of parking meters seems to be gaining ground and in addition to the 750 communities already using them, many new ones have been added including Coos Bay, Oregon, and Greenville,

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Texas. In Miami a municipally operated parking lot was opened with meters installed, the first of sixteen similar lots proposed for that city.

### HOUSING

Early in 1946 an effort was made to alleviate the ubiquitous critical housing shortage and Wilson Wyatt was named as administrator of the National Housing Agency. His comprehensive program called for 2,700,000 homes in two years with priorities on equipment and materials, with certain price ceilings set up, and with all non-essential construction postponed.

Toward the end of the year the program began to lag due, no doubt, to many different reasons. It may have been because the public was too anxious to be free from all restrictions, meat and housing included; it may have been because of an RFC decision which was considered by some to be unfavorable to the Housing Expediter. Whatever it was, Mr. Wyatt resigned and opinion was divided as to the results of his program. Many felt that he had done very well under the circumstances with a record of one million dwellings started in 1946; others felt that the varied stages of incompleteness in these dwellings, for want of plumbing, water and other features, nullified this record.

Efforts to pass the long-range housing legislation as set forth by the Wagner-Ellender-Taft bill were unsuccessful. This bi-partisan drafted bill setting forth measures for research, assembly of urban sites for re-development, incentives for investment of private capital, funds

for public housing, was deferred again and again and finally was shelved at the end of the session of Congress.

Meantime emergency housing was playing a large part in the accommodation of housing needs for veterans. This type of housing was most conspicuous on college campuses although what is said to be the largest veterans' emergency project of its kind is the non-campus collection of 1500 Quonset huts in Griffith Park, Los Angeles.

### MASTER PLANS

Several cities completed master plans for their development. Among these were Richmond, Virginia, Lancaster, Pennsylvania and Chicago, Illinois. Plans for a completely new town were announced, calling for a 70 million dollar town to serve a population of 25,000, to be constructed on 2300 acres of land near Olympia Fields, Illinois, 25 miles south of Chicago. The project is to be financed by the Federal Housing Administration and Elbert Peets of Washington, D. C. was the designer of the basic plans.

Of the 48 States, 28 passed urban redevelopment acts, 12 to authorize redevelopment corporations, 6 to authorize housing redevelopment agencies and 10 to provide redevelopment land agencies. Congress passed for the District of Columbia an urban redevelopment act of the latter type. Under this act a comprehensive plan for the District of Columbia is authorized to be published.

### PARKS

Plans for parks and other rec-

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reational features have had considerable attention during the past year.

Extensive plans for parks and scenic drives in St. Louis county, Missouri, have been prepared by the planning commission of St. Louis. These plans include a sixty-two mile peninsular parkway, together with nine major parks and some seventy athletic and recreation grounds in different parts of the county.

A Mississippi River Scenic Highway association has been attempting to support a proposal for a 2500-mile Mississippi scenic drive and parkway along the Mississippi. The plan was promulgated before World War I.

As the year progressed many cities were considering appropriate war memorials and living memorials in the form of parks, playgrounds, athletic centers, auditorium or community centers were finding much favor.

Some villages were planning libraries or athletic facilities; one was planning to mount one or two cannon that had been donated by the Federal Government. A million dollar recreational feature was planned for North Little Rock, Arkansas. No memorials in the form of statues were reported.

### WATERFRONTS

A feature that seemed to captivate planning interest in a large way during the year was waterfront development.

Portland, Maine had a striking shore front development planned; plans were announced for the Great Bay Region of New Hampshire, and

shore line improvements were being considered in Cleveland. Milwaukee was planning to secure the remainder of its 7.5 miles of lake front, and Florida cities were showing a keen awareness of the needs in this connection. Chicago has further lake front developments in mind, and a yacht basin was being contemplated for Los Angeles.

One of the most important studies for waterfront possibilities was completed in Detroit. This plan centered upon a proposed re-development of the easternmost six miles of river front and the utilization of more than two-thirds of the water front for recreational purposes. Part of the development calls for a parkway.

### BUILDINGS AND GROUPS OF BUILDINGS

With the advance of planning funds totaling over \$2,600,000 as approved by the FWA Bureau of Community Facilities, civic buildings estimated to cost four million dollars moved toward realization in San Diego, California. The city of New Orleans was acquiring land to complete the seven-block site for the proposed New Orleans Civic Center, which will include a new city hall, fire station, municipal center building, alarm office, traffic offices and a plaza.

Other important centers in the news were the General Motors Technical Center near Detroit; the Goodrich Research Center at Akron; the Johns Manville Research Center near Bound Brook, New Jersey; and the Electronics Park of the General Electric near Syracuse, New York.

Veterans' hospitals and army

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hospitals were also being discussed in various parts of the country.

### SHOPPING CENTERS

A shopping and entertainment development to be known as the North Shore Center and to become the largest of this type of project was proposed in Beverly, Massachusetts. The partly completed project at Shirlington—a Washington, D. C. suburb—was also an experiment in planning a large scale shopping district. There are already some 23 stores in operation as a part of this program and others are under construction.

A plan for a business district at La Jolla, California, proposes hollow squares with interior parking and new store fronts that face in as well as out. An interesting plan envisaged for Rye, New York, in which existing main streets would be turned into pedestrian ways did not win the approval of the voters.

Bartonville—a suburb of Peoria, Illinois—has a civic improvement plan which includes a face-lifting program for its business district. The program calls for the removal of grotesque ornamentations on buildings, the entire rebuilding of business fronts, and harmonious window treatment.

In connection with a shopping center of 25 acres located in Flushing, Long Island, there is a plan which provides overhead parking on broad covered roofs and a sub-basement level for parking trucks but not for unloading.

### RAILROADS

At Springfield, Missouri, the Frisco railroad planned expansion of

its shops, yards and terminals. The improvement will afford a considerable saving for the company in yearly operation and maintenance costs. A controversial issue over the Nickle Plate Railroad has arisen in Fort Wayne, Indiana.

Union Station plans have been under development for some time and New York City directors have voted funds for the work.

### AIRPORTS

Before the year 1946 was half over, almost 31 million dollars from the millions appropriated by Congress in the Airport Bill had been apportioned to various States for airport purposes.

Wyoming had already developed a 10-year airport program for constructing a state-wide airport system; other States were studying their airport needs. By 1960 it is estimated Detroit will need 37 airports of all classifications, and airports were being considered in Cleveland, Newark, Toledo, Miami, Kanawha (W. Va.), Wilkes-Barre, Scranton, Idlewild (in Queens) and East Boston.

In October a hangar-home airfield subdivision was opened near Fresno, California which will provide air-minded families with permanent home sites along wide streets where planes can be taxied from main runways into hangars adjoining their homes.

### ZONING

Many zoning ordinances continued to be revised and many new ones were being prepared and some interesting results were being announced. The Los Angeles ordi-

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nance, for instance, contained provisions pointing to off-street parking, off-street loading and for treatment of nonconforming uses. The Youngstown, Ohio, ordinance included a cultural district.

In general there seemed to be a feeling that in view of the increasingly large number of petitions to be processed, the tasks of zoning were becoming overburdensome for any office; and that, in many instances, the staff was inadequate to care for other planning needs of a planning commission office.

### SEWAGE DISPOSAL

Much interest continued to be shown throughout 1946 in the matter of securing adequate sewage disposal facilities. Special interest was exhibited on the west coast in Los Angeles and Portland, Oregon. The cities of Oakland, Berkley, Alameda, Piedmont, Emeryville and Albany and all members of the East Bay Municipal Utility District accepted plans for an interceptor sewer system and a sewage treatment plant. Sewage will be collected by the interceptor from outlets discharging into San Francisco Bay.

A new Allegheny County Sanitary Authority was formed to furnish sewerage and sewage treatment to the Pittsburgh area for a population of one and one-half million people and 80 major industries.

### WATER SUPPLY

Many water and sewer projects which were held in abeyance during the war are now taking first place in improvement programs. Special consideration was given to the subject last year in Philadelphia, Chicago,

New York, Washington and San Diego.

The voters of San Diego County elected to join the Metropolitan District of Los Angeles. This will make provisions to increase San Diego's dwindling water supply. The region will obtain water through a pipe line that connects with the Colorado River aqueduct at the west portal of the San Jacinto tunnel.

### MEETINGS

The American Institute of Planners met for an annual meeting in Cleveland February 16 and 17 with some 50 members present. Regional A.I.P. conferences were held in Dallas, Texas, April 21, New York on May 5, and in Fontana, North Carolina, October 19 and 20. The latter meeting combined interesting trips to Alcoa, Knoxville, Oak Ridge and Norris, Tennessee.

The annual meeting of the American Society of Planning Officials took place in New York City on May 6 through 8 and attracted some 500 persons from 35 States.

The Planning Conference of the American Planning and Civic Association was held in Dallas, Texas, April 22-24 with some 350 persons in attendance. A three-day Highway Conference on Highway Safety met in Washington May 8 to 10 at the request of President Truman and was attended by more than 1800 persons. Some 17 or 18 people from the United States attended the International Planning and Housing Congress in Hastings, England, October 7 through 12.

In addition to these meetings of national interest, there were as-



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semblies in various States. The meeting of the California Institute in Pasadena on February 16 attracted 38 persons and early in the year there was a revival of the Ohio Planning Conference with 150 planners and public officials attending. The Economic Council inaugurated a series of nine conferences, the first of which was held in Richmond, Indiana, on May 22. The Texas planners organized informally in the fall with Ralph Ellifrit serving as chairman.

### EDUCATION

In the field of education the fall season indicated that our schools of planning either were already filled with students or might well look forward to a considerable addition in the number of students in the near future.

A new school of planning was established at Denver with Carl Feiss presiding. Michigan State was offering some planning work; and beginning with the fall semester the University of Illinois opened its doors to graduate students for training in city planning in the graduate school. Tugwell and other distinguished persons joined with the University of Chicago faculty in connection with expected planning instruction.

City planning was offered in some secondary schools. Representative of this effort was the

course in city planning offered at the Crosby High school in Waterbury, Connecticut, a course elected primarily by seniors.

### PUBLICATIONS

A large number of important reports were sent out last year including those from Cincinnati, Detroit, Richmond, Baltimore, Chicago and Los Angeles. Interesting reports of conventions were also distributed.

New books included *Breaking the Blockade* by Robert Lasch, a stimulating presentation; *Regional Papers* by Alfred Bettman, edited by Arthur C. Comey, a useful planning document; *New City Patterns* by S. E. Sanders and A. J. Rabuck, a well presented statement and analysis of planning problems; *New Cities for Old* by Louis Justement, a competent statement of problems affecting our cities and containing a very interesting section on re-planning Washington, D. C.; *Cities are Abnormal*, edited by Elmer T. Peterson, restates the case against modern concentrations of people.

*The Boston Metropolitan District* by Katherine McNamara is a distinctive, comprehensive connotation. *The Art of Building Cities* by Camillo Sitte translated by Charles T. Stewart, tends to show that many suggestions written in 1889 are still applicable today.

# Abraham Lincoln and Yosemite National Park

Last year in the February 1946 number of *Yosemite Nature Notes* [Vol. xxv, No. 2] Mr. C. Frank Brockman, park naturalist, wrote an interesting article centering attention on a little known act of Abraham Lincoln which links his name with the early days of the national park movement and places him forever in the annals of the establishment of Yosemite National Park.

In the hope that Mr. Brockman's article will be of great interest to those who are interested in both Lincoln and the National Park Service, we take great pleasure in reproducing the article here.

In this, the month which marks the date of birth of two great Americans, it may be well to call attention to Abraham Lincoln's role as a conservationist. Few people would recognize him in that role. Yet it was during his administration, on June 30, 1864, that he signed the bill which established the Yosemite Grant.

The Yosemite Grant was the predecessor of Yosemite National Park as we understand it today. By this act two areas—Yosemite Valley and the Mariposa Grove—were entrusted to the care of the State of California by the Federal Government. Previous to that time these areas had attracted interest and attention of scientists

and scientific societies. It was early evident that their significant features were worthy of being retained intact for the benefit of the people of all time. In consequence Senator Conness of California, for whom Mount Conness is named, introduced the bill relative to the Grant into Congress. It passed that body and later was approved by the Great Emancipator. A photostatic copy of the original bill, bearing the signature of Abraham Lincoln, may be found in the history room of the Yosemite Museum.

Yosemite National Park was established on October 1, 1890 and comprised an area surrounding the Yosemite Grant which, in 1906, was re-ceded by the State to the Federal Government and incorporated into the national park.

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While the editor is in the mood for historical recapitulation, it might be mentioned that President U. S. Grant's name is also in the Hall of Fame of National Parks, as it was his signature which was affixed to the bill creating Yellowstone National Park on March 1, 1872. Yellowstone was the first National Park and this was the first legislation to conserve land for National Park purposes.

# 1947 Citizens Conference on Planning Milwaukee, April 28-29-30

The General Chairman of the Milwaukee Sponsoring Committee, Clifford A. Randall, President of the Greater Milwaukee Committee, who is arranging for the 1947 Citizens Conference on Planning, has gathered around him a goodly number of civic leaders in Milwaukee and in surrounding Wisconsin and Illinois.

At the request of the Milwaukee Committee, the Conference sessions will concentrate on City and Metropolitan Planning and citizen participation in the making and realization of plans. The American Institute of Planners is arranging a regional conference in cooperation with the American Planning and Civic Association. The speakers are being chosen from planners and allied professions, from business men, city officials and writers.

The headquarters will be at the historic Hotel Pfister, which is noted

for its fine cuisine and where there are pleasant meeting rooms with comfortable chairs in which to enjoy the flow of wit and wisdom.

A trip to Madison will be arranged on May 1 for the delegates, to see the State Capitol in action.

Curiously enough, in all its history the National Conference on City Planning never met in Milwaukee. The American Civic Association met there in 1906. The 1947 conference, therefore, will be our first planning meeting in Milwaukee during the past forty years.

Delegates should find much of interest in the city and it is hoped that the program will be of service to the civic leaders who are planning improvements for Milwaukee. At the request of the American Planning and Civic Association, the local Committee has prepared the account of our host city which follows.

## MILWAUKEE

### The Host City for the 1947 Conference

Milwaukee, the metropolis of the State of Wisconsin, combines the attractions of a perfect recreation center with the advantages of an important large city. Situated on the edge of Lake Michigan and the confluence of three navigable rivers, and possessing one of the finest natural harbors on the Great Lakes, Milwaukee is ideally located for industrial, commercial, residential, and recreational purposes. Probably

the only city in America with a complete recreational playground—its beautiful lakefront—at the foot of its main thoroughfare, just ten minutes' walking distance from the heart of its business district, Milwaukee also boasts of providing more than 3600 acres of play areas in public parks.

Adopting the slogan, "Saluting Yesterday—Challenging Tomorrow," Milwaukee observed its 100

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years of incorporation last year, 1946. From a primitive Indian village and fur trading post in 1846, "Mahnawaukee-Seepe," the "gathering place by the rivers," has matured and expanded into the 13th largest city in the United States, having a population approximating 600,000. Its industry, including much heavy manufacturing, is characterized by diversification and stability, its city government by careful and able direction, and its people by their home-loving tendencies, their inherent hospitality, their excellent health, and their conservative, hard-working natures. The city's wealth was developed locally to a great extent by rugged pioneers of all nationalities who built their businesses the hard and frugal way. For many years Milwaukee has led the Nation in traffic safety and health in competition with cities of over 500,000 population. She was recently honored once again with the national safety award for 1946, having only 3.2 traffic deaths for each 10,000 registered vehicles.

Milwaukee is comparable in population, area, and general character to the cities of Pittsburgh, Buffalo, Minneapolis, and Cincinnati but, her crime rate, fire-loss rate, and traffic-death rate are considerably lower. Her total assessed valuation, revenues, and number of municipal employees are greater than the 5-city average, while her tax rate and net bonded debt are lower. The "real" city of Milwaukee includes five suburbs and 34 outlying

business centers within the city limits, each of sufficient size and extent to have a neighborhood improvement association or some form of commercial organization.

The home of many nationally known breweries, such as Schlitz, Pabst, Blatz, Miller's High Life, Braumeister, and others, Milwaukee is said to be suspected by the rest of America of installing three faucets in every sink—: one for hot water, one for cold, and the biggest one for beer!

Expanding through the years chiefly by annexation, Milwaukee shows an evident lack of previous good planning. It was laid out completely on the gridiron sections and is now finding it necessary to adopt a completely new attitude—a "replanning" of her whole area—to relieve the congestion in her central region, to remove blight, to improve her traffic and transportation facilities, to establish a borough-type of metropolitan municipal government, further to expand her lakefront, and to construct a civic center of which generations to come can be justly proud—all designed to make Milwaukee a happier, a better, a more perfect home community for her citizens. The City is now engaged in planning this broad program for permanent public improvements, and is keenly looking forward to "hosting" the annual planning conference of the American Planning and Civic Association for an infusion of new and constructive ideas and a greater impetus for local action.

# EDITORIAL COMMENT

## Zoning Crisis in the Federal City

Elsewhere in this quarterly there is a factual report of the proposed zoning changes regarding lower Sixteenth Street in Washington. These proposals are of more than local concern. The first proposal, if permitted, would have changed the character of the street, designed by L'Enfant as the principal boulevard leading north from Lafayette Park and the White House, and conceived by him as a monumental thoroughfare. It would have been little short of a tragedy to permit the introduction on Sixteenth Street of twelve-story buildings, 130 feet in height, devoted to all the commercial uses which have made Connecticut Avenue, during its transition stage, a ragged street of false fronts and diverse commercial uses and in turn stripped it of its ancient trees in the inevitable widening process.

Fortunately, the Zoning Commission, in face of the evidence that there was no civic or citywide demand for the proposal, *decided against the change from residential to commercial*. We commend the wisdom of the Commission in reaching this sound conclusion.

*But the new proposal does in fact introduce into this and other residential D areas commercial uses as special exceptions to be granted by the Board of Zoning Adjustment*. It is true that the 90-foot height limit would be maintained and that exterior shops and stores would be banned. But, by no stretch of the imagination can office buildings

and banks be considered adjuncts to a residential district, even a district in which hotels and apartment houses predominate. The proposal would defeat the comprehensive zoning plan for Washington.

Harland Bartholomew, in his brief, submitted at the January 15 Zoning Hearing, points out that the proposed change of zone arises from the desire of certain property owners to rebuild contrary to the comprehensive plan. Mr. Bartholomew believes that the introduction of office buildings into an area which was zoned residential twenty-seven years ago, and which, so far, has developed according to the zoning plan, will definitely hamper the most appropriate and the most beneficial future development of the Federal City.

Zoning is only one instrument of city planning. Within established districts it sets up controls of heights of buildings, coverage of lot and defines *uses*. For these blocks on Sixteenth Street, between Scott Circle and Lafayette Square, all seem now to be agreed on the heights of buildings and lot coverage. The only difference of opinion, apparently, lies in *uses*. The *uses* now permitted in the regulations and under special exceptions which may be granted by the Board of Zoning Adjustment are incidental and appropriate to the residential hotels and apartment houses of the area—at least they are not detrimental to the principal uses.

It is our belief that, under existing regulations, Sixteenth Street is developing into a dignified thoroughfare approach to the White House; that the introduction of commercial uses, as proposed, would not be a benefit to the street, the district nor the Federal City; that office buildings and banks would injure present uses, increase traffic and ultimately induce the widening of the street with all of its accompanying ills.

It was because the National Capital Park and Planning Commission desired to hold the development of Sixteenth Street to a high standard that a few years ago, a

new definition of types of national organizations which can erect headquarters on Sixteenth Street under special exceptions to be granted by the Board of Zoning Adjustment, was recommended and adopted. And it is clear that under no circumstances should office buildings either for professional or commercial use, be permitted in this residential district.

There is ample commercial area for all of the office buildings that could possibly be needed. Their introduction into Sixteenth Street by any method—either by change of zone or through special exceptions—would be a calamity for the Federal City.

## Have We a Federal City in Fact?

We speak of the Federal City with great assurance. During the past 150 years many fine buildings have been erected according to the L'Enfant Plan and the revisions prepared by the McMillan Commission of 1901 and during the past twenty years by the National Capital Park and Planning Commission. These have all required generous Federal appropriations.

But the city of private homes and private businesses which has grown up because of the Federal Government is increasingly supported by taxes on privately owned real estate. As pointed out in the January, 1946 PLANNING AND CIVIC COMMENT, the total land area of the District of Columbia, exclusive of streets and alleys, was 31,016 acres. But only 15,385 acres was subject to taxation. And every time the Federal Gov-

ernment buys land in the District of Columbia for parks or public buildings, the area of taxable property is reduced.

The District Commissioners, harassed by a growing city and a decreasing tax duplicate, now come forward to recommend that such essential features of the Federal City as the Fort Drive, almost completely purchased, be abandoned and sold to private enterprise, so that it can pay taxes to support the Federal City. This raises the question as to whether we shall have in fact a Federal City, or whether we shall curtail our development, limit our public buildings within the District, in order to keep within the budget which the citizens of the District can support, with the small help rendered in recent years by Congressional appropriation. Or

shall Congress meet its manifest responsibility for its own Federal City and permit it to develop with the public buildings, parks and other appurtenances it was destined to have?

In 1946 the Senate raised the \$6,000,000 Federal Appropriation voted in recent years to \$10,000,000, but the House cut it to \$8,000,000. Any of these figures falls far below the appropriations which Congress should make available for expenses of the city in which it operates, and in which it owns public buildings and grounds on which it pays not one cent of taxes. There is no reason for the Federal Government to impose upon those who happen to own real estate in the District.

The tax rate, it is true, is somewhat lower than in many other cities; but when it is realized that assessments are 100 percent instead of 40 or 50 percent as in many other cities, that there is no State and county to support and that there is no bonded debt to service, the rate appears to be a fair one. If the Federal Government paid in lieu of taxes an amount commensurate with its holdings and their value, the combined Federal and District payments would support a budget appropriate for the Federal City.

Let Congress under the Constitutional mandate carry out its manifest responsibility.

## **Portland Votes Yes and No**

Portland, Oregon has had a hard time with its proposed Civic Center. The City Planning Commission worked out a plan which was later modified and recommended in the Moses Report and then voted down at a local election. The plan, with further modification, was placed before the citizens of Portland at the November elections and somehow got tangled up with the drive of the citizens of East Portland to locate the Civic Center in their midst. Paradoxically enough, the vote was against a civic center but in favor of its location across the river in East Portland.

In our bright lexicon of planning, the location of a Civic Center is a technical problem that should be determined by trained planners who consider the stable downtown busi-

ness district in relation to the public business to be transacted in the public buildings grouped in a Civic Center. The fact that a popular vote can muster support for the location of a Civic Center in any part of town only means that if enough property owners get together to vote public funds for public buildings in their part of the city in order to enhance the value of their property, the comprehensive city plan may soon be so distorted that there will be no well conceived city plan.

There is another consideration. One of the most aggravating problems of modern cities results from the relocation every generation or so of its downtown business district, leaving run-down areas with depreciated values behind. That is why so many cities are seeking sub-

sidized redevelopment measures to bail out the *slum* districts.

Let us hope that Portland will cherish and improve its downtown business district and that it will locate its Civic Center in proper relation to the central commercial area. This in no way interferes with desirable neighborhood business cen-

ters in which some cities—Detroit for one—are creating neighborhood civic centers in which are grouped the local schools, branch libraries and fire and police stations. It does mean that no city can afford to scrap its central downtown business district, with the resultant depreciation and loss in taxes.

## Sound Conservation Policies Threatened

An ominous cloud hangs over the natural resources of the United States. Louis Bromfield has directed our attention to the enormous depletion of our natural resources by World War II. Perhaps this impoverishment was inevitable, though probably out of proportion to the utilization of basic natural resources of some of the other Nations. But now we are threatened in the United States by attacks of the peacetime exploiters.

Take the national parks. In the early 20's there were proposals to dam the Yellowstone Lake and to exploit the Bechler River in the Southwest corner of the Yellowstone National Park. John Barton Payne, then Secretary of the Interior, stood firmly behind the National Park Service and these proposals were defeated. In 1920 the Federal Power Bill passed Congress, but President Wilson, at the request of Secretary Payne, let it lie on his desk. Finally, a gentleman's agreement was reached with leaders of both parties in both Houses of Congress that, if President Wilson would sign the bill, they would do their best to secure an amendment in the next Congress which would

exclude national parks from the operations of the Federal Power Commission. Congress did in fact adopt such an amendment in 1921, but only after a determined fight on the part of the power interests.

During the recent war many efforts were made to open up the Olympic National Park for cutting of spruce and fir, despite the untouched forests of these valuable trees in Canada. These proposals were defeated. There were bills introduced into the 79th Congress to hamper the establishment of National monuments and to abolish Jackson Hole National Monument. A new crop is appearing in the 80th Congress.

The national parks and monuments represent conservation on a high level. They preserve for this and future generations the finest and most inspirational scenery, the significant historical and archeological records of the past, and examples of our characteristic primitive plant and animal life. Our American culture would decline if we were to lose this treasured heritage.

Lyle F. Watts, in his annual report, points out that it is not only



future generations who will suffer from forest depletion. We are now cutting almost twice as much saw timber as is planted each year. In other words, he declares that we are overdrawing our timber bank account annually by 18,600,000,000 board feet. We have almost exhausted our virgin timber and we are not growing enough to replace the amount we are cutting.

At the hearings in the 20's when it was proposed by bills in Congress to turn over the public domain to the Western States, the current governors pretty generally testified that they would try to put these lands into private ownership so that they could collect the taxes on them. Not a word about conservation. The bills were decisively defeated.

In the 79th Congress there were numerous bills authorizing cession of public domain, and even parts of of the national forests and national parks to the States. Not one of them passed. In the 80th Congress already a bill to break down grazing districts, set up for maximum use consistent with preservation of

ground cover, has been introduced (S 34) and no doubt others will reappear in some guise.

It is only by long-range cycles of land management that we can hope to replenish our timber resources, to maintain our grazing and forest cover, to restore our vanishing soil, and to protect our inspirational parks and monuments. By permitting short-sighted and selfish exploitation of essential resources are we to lose the fruits of the long fight to conserve forests, parks and grazing cover in the West?

After the early conservation program was conceived Congress and the Presidents in successive administrations have generally coöperated to put into effect conservation policies through the Federal Government.

The Public Lands Committees in the 80th Congress will do well to consider the position of the United States with respect to its natural resources. As never before, we need to rebuild our replaceable sources of natural wealth and protect those we cannot replace.

## Public Lands Committees in Congress

For the information of our readers we publish the names of the new Committees on Public Lands and have italicized the names of those who serve on the Public Lands subcommittee in charge of hearings.

In the Senate the Public Lands Committee is as follows: Hon. Hugh Butler, Nebraska, Chairman; Eugene D. Millikin, Colorado; *Edward V. Robertson*, Wyoming; *Guy Gordon*, Oregon; *Henry C. Dwor-*

*sbak*, Idaho; Zales N. Ecton, Montana; George W. Malone, Nevada; Arthur V. Watkins, Utah; Carl A. Hatch, New Mexico; *Joseph C. O'Maboney*, Wyoming; James E. Murray, Montana; Sheridan Downey, California; *Ernest W. McFarland*, Arizona.

In the House of Representatives the Public Lands Committee is as follows: Richard J. Welch, California, Chairman; *Fred L. Crawford*,

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Michigan; *Karl M. LeCompte*, Iowa; *Robert F. Rockwell*, Colorado; *William N. Lemke*, North Dakota; *Frank A. Barrett*, Wyoming; *Dean P. Taylor*, New York; *J. N. LeFevre*, New York; *A. L. Miller*, Nebraska; *Wesley A. D'Ewart*, Montana; *Norris Poulson*, California; *Charles H. Russell*, Nevada; *John Sanborn*, Idaho; *Edward H. Jenison*, Illinois; *William A. Dawson*, Utah; Andrew

*L. Somers*, New York; *J. Hardin Peterson*, Florida; *C. Jasper Bell*, Missouri; *John R. Murdock*, Arizona; *A. M. Fernandez*, New Mexico; *Clair Engle*, California; *E. H. Hedrick*, West Virginia; *Preston E. Peden*, Oklahoma; *Monroe M. Redden*, North Carolina; *John A. Carroll*, Colorado; *Joseph R. Farrington*, Hawaii; *E. L. Bartlett*, Alaska; *Fernos-Isern*, Puerto Rico.

### Strictly Personal

John A. Parker has been designated as Chief, Division of Planning, Institute for Research in Social Science at the University of North Carolina.

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Louis Brownlow, former Director of the Public Administration Clearing House, has been appointed on the National Commission of UNESCO as representative of the American Committee for the International Union of Local Authorities, a group concerned with the administration and culture of cities.

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Robert S. Russell is now Director of Planning of the Louisville and Jefferson County Planning and Zoning Commission.

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Robert B. Mitchell, Executive Director of the Philadelphia City Planning Commission, was presented with the 1946 award for outstanding work in city and community planning, established by the Citizens' Council of Philadelphia.

Charles E. Hatch of Toledo, formerly Secretary of the Lucas County Planning Commission, has opened his private office as planning consultant.

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L. Deming Tilton has resigned from the San Francisco City Planning Commission for the private practice of planning.

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Ben H. Kizer, member of the Board of Directors of the APCA, who has been in China for the past few years as administrator of UNRRA, is now connected with the Department of Political Science of the University of Washington at Seattle and will deliver a special course of lectures.

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Alton C. Thomas of West Branch, Iowa, has been appointed landscape architect in the Division of Parks of Kentucky, in connection with the park expansion program now under way in that State. Mr. Thomas is a graduate of the University of Illinois and has recently returned from ser-

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vice in the Pacific as Captain in the Engineer Corps.

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Clarence C. Zantzing, nationally known Philadelphia architect, has been appointed by President Truman as the architect member of the National Capital Park and Planning Commission to succeed William Adams Delano, resigned.

Earl O. Mills was reelected President of the American Institute of Planners at a meeting held in Providence, R. I. January 18.

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Ernest Buff, Jr. has transferred from FPFA to the Land and Community Facilities Program Section of NHA's Program Determination and Review Branch.

## Vancouver Civic Centre Given Green Light at December Election

By **ELDRIDGE LOVELACE**, Member, Harland Bartholomew and Associates, St. Louis, Mo.

At the municipal election, held December 11, 1946, the people of Vancouver, British Columbia, Canada, by a vote of two to one, approved the development of a civic centre on the "Central School" site. This was a proposal of the Vancouver Town Planning Commission which has, over the past two years, been revising and bringing up to date the original Town Plan of Vancouver made in the period 1926-1930. Prior to the election of the proposed development of a civic centre on this site was also approved by the agencies that will be responsible for the construction of buildings in the center and by numerous organizations in the city, including the Board of Trade, the Junior Board of Trade, the Downtown Business Association and the Associated Property Owners of Vancouver.

The civic centre would be lo-

cated on a twenty-nine-acre site immediately adjacent to the central business district. The site slopes gradually to the north toward Burrard Inlet and to the east toward False Creek. Magnificent views of the mountains across the Inlet will be obtainable from buildings on the site. The civic centre is to contain the new public library, for which the rate payers authorized a \$1,000,000 bond issue in 1945, a public auditorium (badly needed in Vancouver), a museum, an art gallery, a downtown public vocational high school, and a Federal office building. The site of the civic centre includes a small park, Victory Square, which contains the cenotaph commemorating World War I. A war memorial tower commemorating World War II will be a part of the new civic centre plan and a definite relationship between the two memorials is

## Planning and Civic Comment

one of the outstanding features of the civic centre plan.

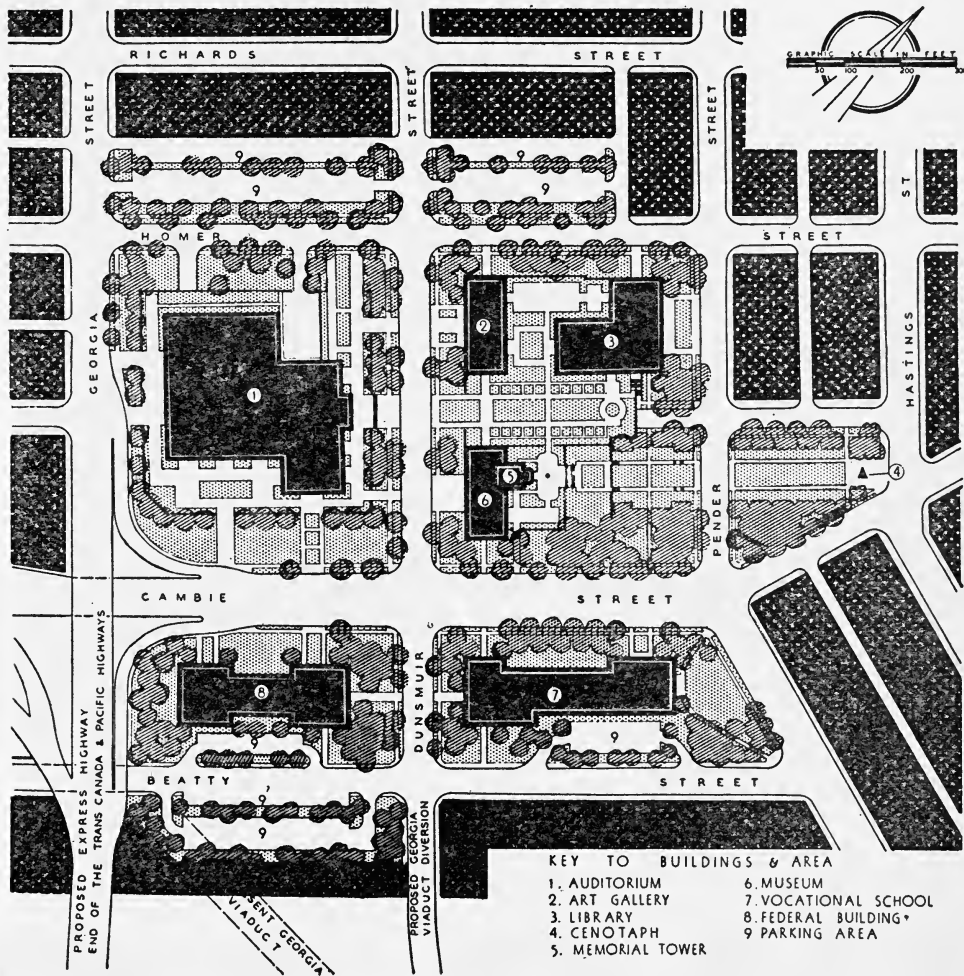
The entire development is to be carefully planned and arranged,

with buildings of harmonious architecture, in order that the greatest possible advantage can be taken of the site. When finished the civic

# THE CIVIC CENTRE VANCOUVER, BRITISH COLUMBIA

VANCOUVER  
TOWN PLANNING COMMISSION

HARLAND BARTHOLOMEW & ASSOCIATES  
TOWN PLANNERS



## *Planning and Civic Comment*

centre will contain gardens and there will be ample area for landscaping adjacent to all the buildings. With the rapid growth of vegetation in the Vancouver area a most unusual civic centre will be possible in the very heart of the city.

The location of the civic centre site was preceded by careful study of many planning factors. The Vancouver business district is located on a peninsula between Burrard Inlet on the north and English Bay and False Creek on the south. It is somewhat isolated from the remainder of the community. Only from the east can it be reached without crossing a bridge. Commercial uses in the business district have developed in an "L" shape with one arm running east and west, roughly parallel to the water front of Burrard Inlet, the northern shore of the peninsula. The other arm of the "L" runs in a northeast-southwest direction along Granville Street, a major traffic artery leading to the large residential areas located across False Creek to the south of the business district.

In Vancouver, as in most cities, property uses on the fringes of the business district largely consist of depreciated residential uses intermixed with haphazard and sporadic commercial and industrial developments. The site of the proposed civic centre now contains uses of this character. The site would be located at the pivot point of the "L" of the commercial uses. In this location it will be most convenient to the people of the city being readily adjacent to business establishments along both arms of the "L" and being within a block or two of all transit routes

serving the business district. About one-half of the proposed civic centre site is publicly owned, two blocks being parks and one block being the location of a very old elementary school, the "Central School" from which the site obtained its name. The city also owns about one-half of another block.

The relationship of the civic centre to the proposed highway plan of Vancouver is of great interest. Vancouver is the western terminus of the Trans-Canada Highway and the northern terminus of the Pacific Highway which will eventually lead from Central and South America along the Pacific Coast to Vancouver. Both of these highways will enter the city over a proposed limited access route from New Westminster. This route will cross False Creek by means of a new bridge, and enter the business district over Georgia Street. The limited access highway will terminate at the civic centre which will thus form the end of these two important national and international highways. In addition, the civic centre site is traversed by a proposed distributor street to be developed by the City of Vancouver along the southeastern edge of the business district. Parts of this route will have some express highway characteristics.

A bond issue for acquisition of the civic centre site is expected to be placed before the rate payers of Vancouver in the spring of 1947. It probably will be a part of a comprehensive program of public improvements to be made by the city over the next ten years, the total of which is expected to be in the vicinity of \$50,000,000.



# PARKS

## THE NATIONAL PARK SYSTEM

*These pages of Planning and Civic Comment represent an endeavor to present an overall conception of the National Park System,—a group of properties which all together constitute a priceless part of the estate which belongs to the American people. Here are indicated also some of the problems involved in the preservation and management of these areas "for the benefit and enjoyment of the people."*

*Of the 169 areas of various designations in the system, 27 are designated as National Parks. They are, generally speaking, the truly superlative examples of American scenery. First of these was the Yellowstone,—75 years old on March 1, 1947.*

*Right. The tumbling waters run free in Kings Canyon National Park, established in 1940.*

*Below. Santa Helena Canyon, on the border of the newest national park, Big Bend. The canyon wall on the left is in Mexico.*





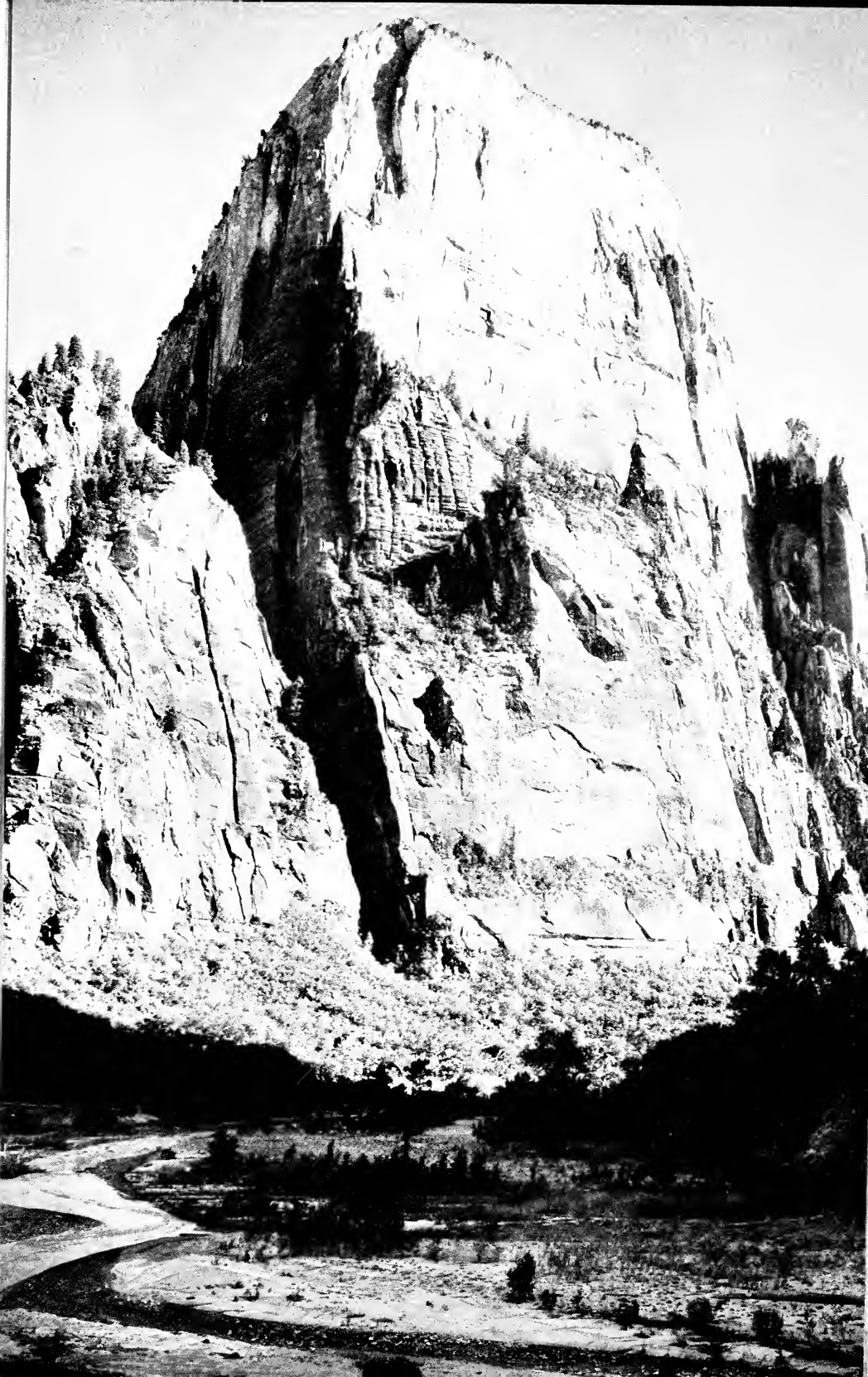




*Right. El Gobernador, or "The Great White Throne," probably the best-known feature of Zion National Park, one of the colorful and spectacular parks of southern Utah.*

*Below. Wild azaleas, in a wide color range from white to flaming orange, are a part of the notable display of plant life found in Great Smoky Mountains National Park, one of the greatest natural "botanical gardens" in America.*







*A small fraction of America's virgin forests are preserved in the national parks. In them Nature's processes go forward free of artificial controls or "improvements."*

*Left. Pressure to open up the magnificent forests of Olympic, including such giant Sitka spruce as these, is likely to be active during the present session of Congress.*

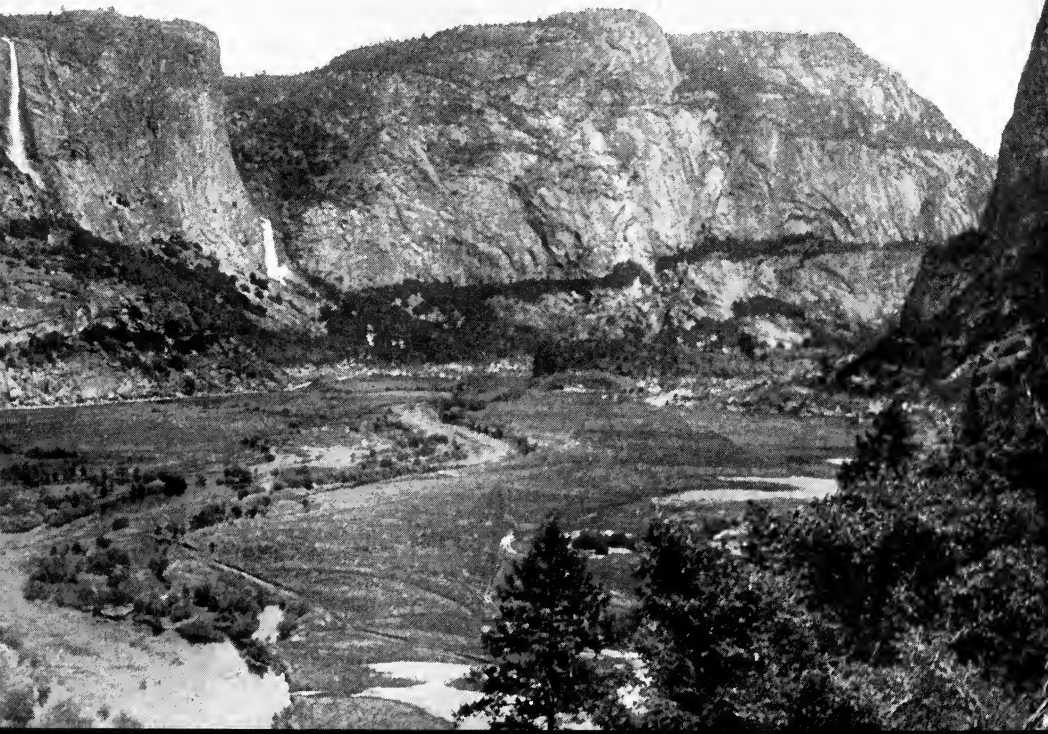
*Right. Matching of Federal funds by Mr. John D. Rockefeller, Jr., made it possible to save these Yosemite sugar pines.*





*In this age of giant dam-building projects,—for irrigation, flood control, hydro-electric power and other purposes,—there is need for special watchfulness to prevent needless invasions of national parks and monuments. Many proposals to impound park waters have been defeated in the past; a few—of which the Hetch Hetchy Dam in Yosemite National Park is perhaps the most famous—have succeeded.*

*Below. This shows a part of lovely Hetch Hetchy Valley before the waters of the river were backed up behind a dam.*



*Right. Numerous proposals to raise the level of Yellowstone Lake, which would have involved control over the flow of the Great Falls of the Yellowstone, have been defeated.*



*Below. The Hetch Hetchy Dam.*

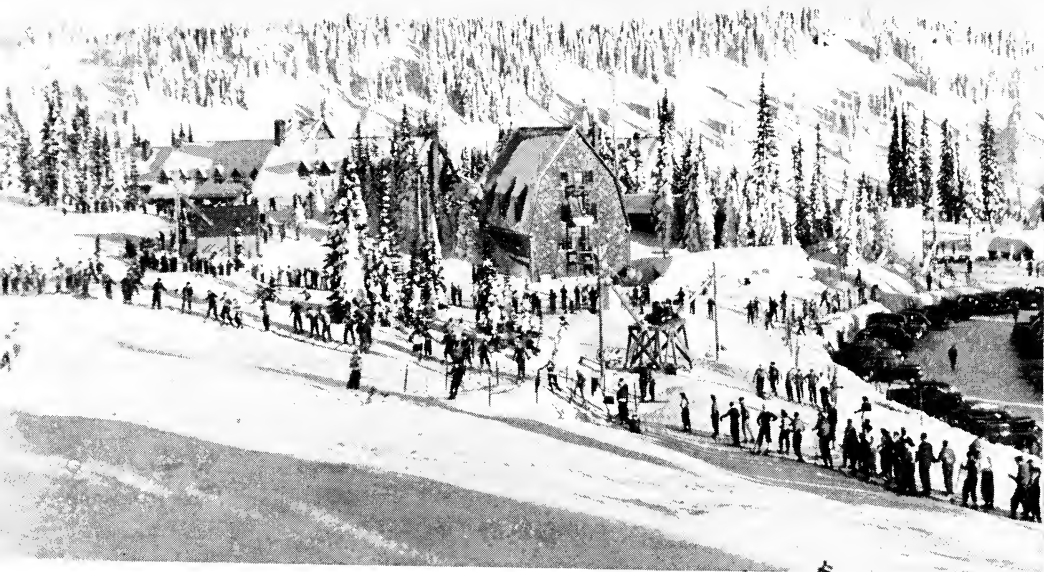


*The parks and monuments have been established to provide for enjoyment of "the scenery, the natural and historic objects and the wildlife therein in such manner and by such means as will leave them unimpaired for the enjoyment of future generations." Attendance figures which were not far below 22,000,000 last year for the whole National Park System show that the American people find them enjoyable.*

*Right, above. Winter brings thousands of winter sports enthusiasts, and other thousands who simply enjoy the winter scene, to several of the great western parks where snows are heavy. The scene is of Paradise Valley, Mt. Rainier National Park.*

*Below. Free campgrounds are provided in all but one of the national parks and in many other areas of the National Park System.*





*Below. Evening campfire programs, with talks by rangers, and plenty of song, are popular events of a park visit.*







*Evening talks by naturalists or historians, guided walks or automobile caravans, trailside exhibits, informational booklets of many kinds, and museums all help the visitor to a better understanding of the natural features or the historic or prehistoric objects in the parks and monuments. Above is one of several small museums in Yellowstone National Park.*



*Left. Visitors who take to the strenuous life like to head for the high country on foot or on horseback. Here a trail party stops for lunch—with hot coffee.*

*Many of the parks offer excellent fishing. Who wouldn't like to fish in this Glacier National Park stream?*

*(Photograph by T. J. Hileman)*





*Nearly half of the areas in the National Park System are national monuments. A few have been specifically authorized by Congress; but most of them have been established by Presidential proclamation. Those who opposed the establishment of Jackson Hole National Monument in 1943 are renewing their efforts to kill or cripple the Antiquities Act of 1906 which gave monument-making power to the President.*

*Above. The ruins of Pueblo Bonito, in Chaco Canyon National monument.*

*Right. Devils Tower, first national monument established after passage of the Antiquities Act.*



*Grand Canyon was a national monument for many years before Congress made a national park of it.*





*More than 600,000 acres of non-Federal land within park and monument boundaries complicate protection, administration and development. A regular program of acquisition is a vital need.*

*Above. In Joshua Tree National Monument, checkerboarded with railroad lands.*

*Below. A subdivision in a national park!*

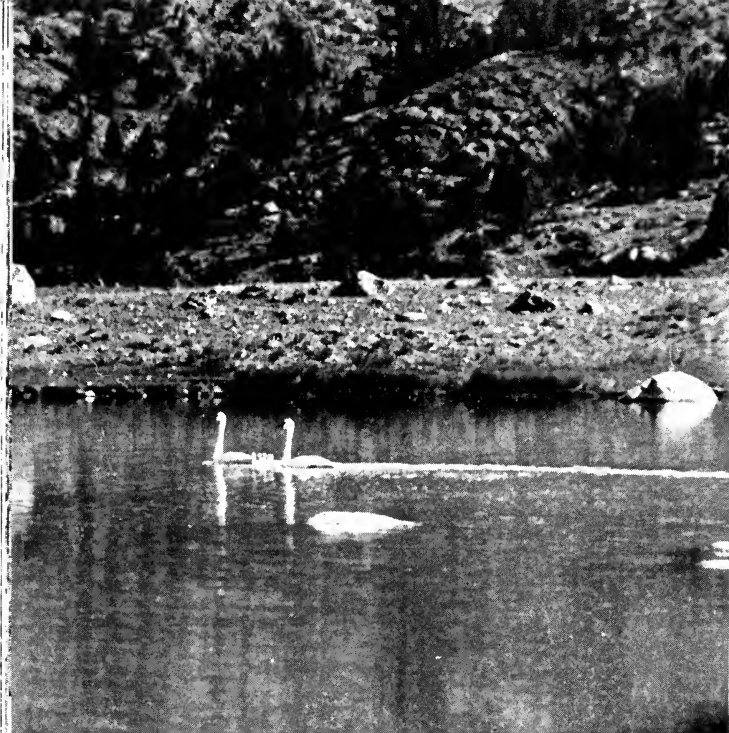




*Wildlife, living its own life unmolested and freed of fear of human beings, offers an exciting spectacle to those who normally see moose, antelope, mountain sheep and mountain goats, and other animals large and small only in city zoos. Predator and prey are given equal protection as a general rule.*

*Below. Rocky Mountain bighorn sheep in Rocky Mountain National Park.*





*Protection of the trumpeter swan in Yellowstone National Park has been an important factor in preserving this great bird from extinction.*



*The grizzly bear is shy of human beings. Since the feeding of garbage in bear-feeding pits has been discontinued in the parks they are rarely seen close to the haunts of men.*

*An excellent way to invite disaster, as each year's records of injuries by bears testify. Black bears are dangerous wild animals; the National Park Service issues no more earnest—or wise—injunction than "Don't feed the bears; keep your distance when you photograph them!"*





*Great moments and great periods of American history are memorialized in the historical parks, military parks, historical monuments and historic sites in the National Park System.*

*Below. A quiet street in Yorktown, scene of the last major struggle of the American revolution.*





*Above. The ancient Spanish fort, the Castillo de San Marcos.*

*Below. View of Chattanooga and the Tennessee River from Look-out Mountain, Chickamauga-Chattanooga National Military Park.*



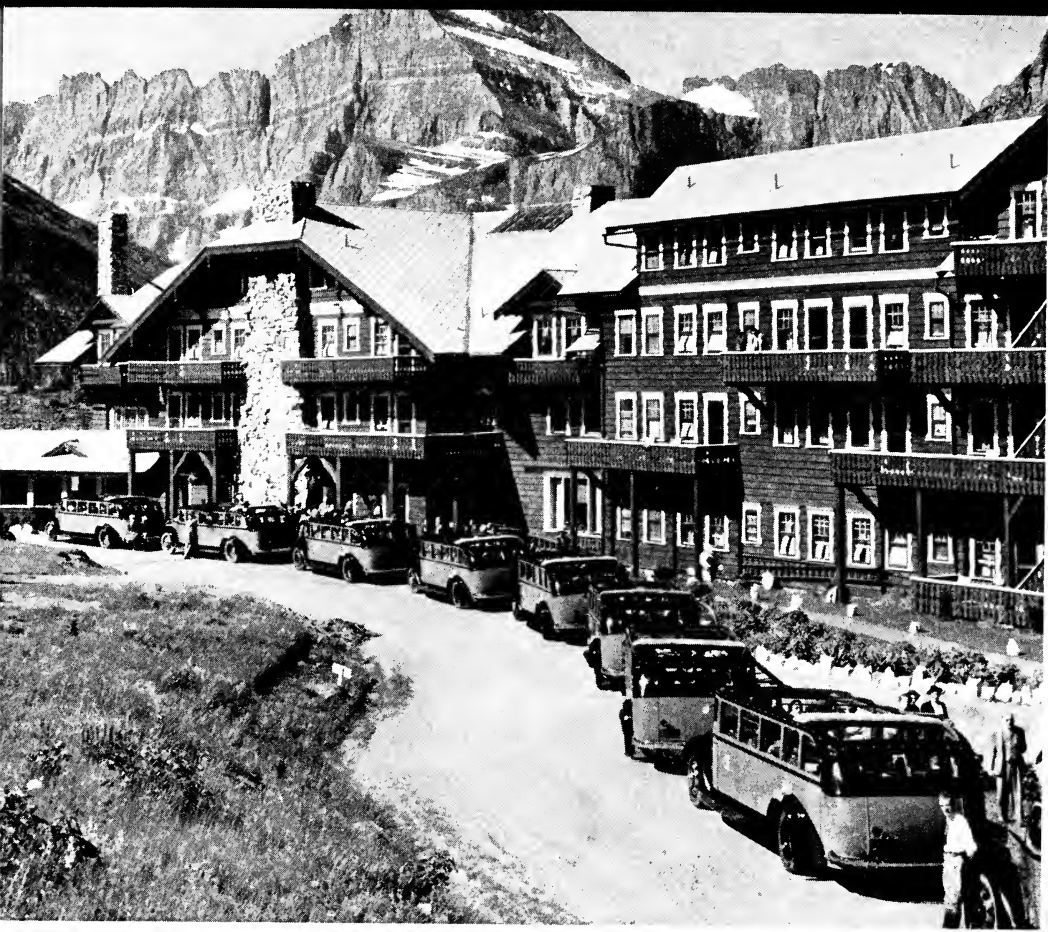
*Accommodations for the public in the national parks and monuments range all the way from luxurious hotels to simple and inexpensive housekeeping cabins. Although some of these facilities have come into Federal ownership in parks which have been bought for presentation to the Federal Government, most of them have been constructed with private capital by concessioners who operate them under contract with the National Park Service, at rates and under conditions approved by the Service. Most of those in government ownership are operated by non-profit distributing corporations.*

*Back page. A part of the wilderness of Olympic National Park*

Asahel Curtis copyright photo.

*Below. A group of national park cottages.*





*Above. One of the hotels in Glacier National Park.*

*Below. Bright Angel Lodge, Grand Canyon National Park.*







# State Park Notes



Conrad L. Wirth, Director of the National Conference on State Parks and Chief of Lands, National Park Service, has been awarded the Pugsley gold medal by the American Scenic and Historic Society for 1946. The silver medal goes to Thomas J. Allen, Regional Director, Region I, National Park Service. Formal presentation of the medals, which are awarded annually for distinguished park service, will be made sometime in the spring.

The bronze medal has been awarded to Samuel H. Boardman, Director of State Parks of Oregon.

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On November 20-22, the National Conference for the Prevention and Control of Juvenile Delinquency was held in Washington, D. C. About 800 delegates from all parts of the country attended. The conference was divided into 18 panels, one of which was titled Recreation for Youth. A discussion of the report of this panel will be found in the January issue of *Recreation*.

*California.* In the November issue of *News and Views*, the procedure being followed by the Division of Beaches and Parks in handling requests for public utility

easements across park property is outlined. The first step is to send the request to the District Superintendent for his report as to its feasibility and desirability, and whether the prime purpose is for park operational needs or for private convenience and use. His report along with the staff's recommendation is then presented to the State Park Commission. If rejected, that terminates the matter; if approved, the easement permit must then be properly executed, based upon the legality of the request, and whether or not the utility company will concur in the conditions and requirements imposed by the Attorney General.

Dr. Duane Robinson, who served as research director for the Recreational and Cultural Resources Survey for the State of Washington, has been authorized to make a somewhat similar survey, financed by the Rosenberg Foundation, for the State of California. This survey will be directed particularly to the responsibility of state government in stimulating and aiding in the development of better recreation for the State.

The December issue of *News and Views* reports that the position of Supervisor of Conservation Educa-

## Planning and Civic Comment

tion has been established in the Division of Beaches and Parks. Edward F. Dolder assumed this position on February 1, 1946. The work of this section consists of preparing informational folders, posters, films, slides, and exhibits; coördinating the nature and recreational programs; disseminating information to the public; editing the monthly publication, *News and Views*; aiding in the sponsoring of Conservation Week; and numerous other educational projects.

*Connecticut.* The State Highway Department has developed near Marlborough a fishing area for crippled war veterans. It will be restricted to crippled veterans, and will be provided with benches on the stream banks and other facilities for the comfort of the users. This fishing area is located about 500 feet from the new Black Ledge picnic area which the Department has also developed.

*Florida.* The Florida Park Service has established an archeological program, with Dr. John W. Griffin serving as State Park Archeologist and Hale W. Smith as his assistant. \$15,000 has been made available for this work during the current fiscal year. This work is temporarily headquartered at Highlands Hammock State Park but it is hoped that it can eventually be located at the University of Florida at Gainesville.

*Illinois.* The Department of Conservation of the Forest Preserve District of Cook County has recently issued its 1946 Annual Report. Roberts Mann describes in detail the work his Department is performing. This includes conducting nature trips, development of

nature trails, giving lectures to schools and clubs, issuing publicity and nature bulletins for newspapers, holding conferences and training programs for group leaders, endeavoring to increase the number of day camps, and managing the wildlife resources of the Forest Preserve. Copies of this report may be obtained from Charles G. Sauers, General Superintendent, Forest Preserve District of Cook County, 536 North Harlem Avenue, River Forest, Illinois.

*Iowa.* V. W. Flickinger, Chief, Division of Lands and Waters of the Iowa Conservation Commission, reports that three sections—forests, parks, and waters—each with a supervisor under his jurisdiction, have been set up and that the new organization is working very well.

*Kentucky.* The Division of State Parks, in its *Annual Report, 1945-46*, reports the acquisition of two new parks: Carter Caves, purchased with money raised by popular subscription, and Pennyryle, acquired on a long-term lease from the Soil Conservation Service. Another area, the proposed Kentucky Lake State Park, is in process of being transferred in fee from the Tennessee Valley Authority, except for that portion below the high water line which is being leased on a long-term basis.

On September 19, H. R. Giles was appointed State Director of Recreation, to head up the recently established Division of Recreation of the Department of Conservation. This new Division has been set up on a parallel status with the Division of State Parks and has a two-year budget of \$18,000.

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*Michigan.* The Michigan Winter Recreation Area near Grayling, which has been designed and developed for all types of winter sports, is being operated by the Parks and Recreation Division during an eight-week season, which opened in December. Each week of the season will feature a different Michigan city, with special events for winter sports fans and the "snow queen" from that community.

The January issue of *Michigan Conservation* reports that more than 250 fishing sites covering 40,000 acres and having 125 miles of lake or stream frontage have been acquired. Since 1940, \$588,000 has been spent for site purchases, many sites have been acquired by gift and exchange, and several have been dedicated from lands which came into state ownership through tax reversion. Nearly \$150,000 has been spent to date on site development, mostly on surveys, entrance roads, parking areas, shore grading or ramps for boat launching, and sanitary facilities.

*Missouri.* Walter L. Wirth, formerly Superintendent of Parks and Recreation in New Haven, Connecticut, assumed duty as Director of Babler Memorial State Park on January 1. Mr. Wirth is the brother of Conrad L. Wirth, Chief of Lands of the National Park Service.

*New Mexico.* Dr. Edward L. Hewett, Director of Museum of New Mexico at Santa Fe, and Director of State Monuments, died on December 31 at the age of 81.

*New York.* The New York State Department of Audit and Control has given its opinion that a recreation project of a New York town or

village may receive state aid through the New York State Youth Commission, if the project is operated jointly by the town or village and a school district pursuant to Article 13 of the General Municipal Law.

*Pennsylvania.* The vacation and recreation bureau of the State Department of Commerce has recently issued its 1946-47 edition of "Winter Sports in Pennsylvania." This booklet lists many places where persons may enjoy winter sports, gives detailed descriptions of the facilities and accommodations available, how to reach the centers and other valuable information.

On December 18, President Truman approved the transfer to the Commonwealth of Pennsylvania, as a unit of its state park system, 5,349 acres withdrawn from Hopewell Village National Historic Site. This area was formerly the French Creek Recreational Demonstration Area, and was developed with three organized camps, five tent campsites, and day-use facilities for picnicking, swimming and hiking. The Hopewell Village National Historic Site, will remain under the administration of the National Park Service.

*Washington.* A digest of the report of the Recreational and Cultural Resources Survey of the State of Washington, entitled *Recreation For All*, has recently been published. The full report will be issued soon.

*Wisconsin.* The 1945 Legislature adopted three joint resolutions directing the State Planning Board to make certain investigations with respect to possible extensions of its State Park System. These included lands on the shore of Lake Michigan, the Aztalan site and the Wildcat



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Mountain area. In accordance with these resolutions, the State Planning Board has made these studies and in December, 1946, published its report, entitled *Lands for State Parks*.

This 105-page volume contains a statement of Present State Park Policies and an Inventory of Present State Park and Other Outdoor Recreational Facilities in Wisconsin. The Report was issued December, 1946. Jens Jensen is quoted on the importance of wilderness areas, and in discussing standards for state parks, John Nolen's Report of 1909, which was cited in the *Park, Parkway and Recreational Area Plan*, is quoted at length; also *A Study of*

*the Park and Recreational Area Program of the United States*, issued by the National Park Service in 1941. In one of the last chapters, C. L. Harrington, Superintendent of Parks and Forests, makes a plea for a more comprehensive state park system. Mr. Harrington recommends that the authority and responsibility of the Conservation Commission be expanded so that it will become the agency in Wisconsin to be responsible for a state park system comprehensive enough to include all classes of properties acquired for recreational, cultural or scientific purposes. An excellent report, illustrated by maps.

### National Conference on State Parks Board Meeting

On February 8, a Board meeting of the National Conference on State Parks was held in the Union Trust Building in Washington. There were present: James F. Evans, President; Thomas W. Morse of North Carolina, Vice-President; Horace M. Albright, New York; William M. Hay, Tennessee; Lewis G. Scoggin, Florida; Russell B. Tobey, New Hampshire; Conrad L. Wirth, Harlean James and Dora A. Padgett of Washington, D. C.

The President was authorized to appoint a special Committee on Conference Policy and Organization, State Park Facilities and Services, Legislation, Membership, Finance and on 1947 Conference Program and Arrangements. Through these Committees it is expected that reports will be presented to the 1947 Conference which will be held at Bear Mountain early in October.

The page proof of the forthcoming TWENTY-FIFTH ANNIVER-

SARY YEAR BOOK was exhibited to the Board and members were asked to see that the volume (price \$2 in paper cover) is bound and placed in state park headquarters and in all major state parks in the country. Orders may be sent to 901 Union Trust Building, Washington 5, D. C.

The Board went on record as approving the continued service under the Park, Parkway and Recreation Act, now that appropriations are available again to the National Park Service. The Board also approved the creation of the Federal Interagency Committee on Recreation, and expressed the hope that the coördinated program of recreation services at the Federal level might continue to develop. The Board affirmed its opposition to a new Federal bureau of recreation which would duplicate existing services. The Board will continue to support a Bill to aid state parks.

## Facilities in National Parks

On December 2, 1946, Secretary of the Interior Krug announced that, at the request of Director Drury of the National Park Service, a group of consultants had been appointed to study the problem of park concessions.

The American Planning and Civic Association was invited to submit its views to the park concession study group. Accordingly, President Albright prepared a report which presents background history and answers definitely the questions propounded by Director Drury to the study group.

Mr. Albright declares:

While there does not seem to be any doubt but what the U. S. Government could authorize the Secretary of the Interior to build and operate facilities for the public in National Parks, there has never been any indication that Congress intended this should be done, except in Mt. McKinley in Alaska. It seems reasonable to assume that if Congress had wanted the Government to engage in the business of operating tourist facilities in the National Parks it would have made some move in that direction years ago and especially during the depression when prospects for operating business at a profit in certain new National Parks were anything but bright.

Mr. Albright continues:

Congress, even in its days of willingness to be extravagant in the appropriation of public funds, never showed any signs to being liberal in appropriation of funds for the acquisition of private holdings in the National Parks, and it is safe to assume that it would have been even less interested in financing business operations in the parks. . . . There is nothing that would lead one to believe that there are any circumstances at the present time under which Congress would consider permitting the Secretary of the Interior to take over the operation of tourist facilities in the National Parks where these facilities are being operated by private enterprise.

Mr. Albright points out that while there would be certain advantages attached to the building and ownership of hotels, lodges and cabins in National Parks, insofar as landscape protection and treatment are concerned, there are and would be some disadvantages to the public, as zealots in the protection of scenic resources might banish these facilities to such remote places that the public would not patronize them and the very purpose of making National Parks available to the people would be defeated or diminished. Even on investment and ownership of buildings, therefore, Mr. Albright is inclined to believe that the present system of attracting responsible private enterprise to invest capital in permanent facilities for park patrons promises better provision for the public than would the investment of such government funds as Congress could be induced to appropriate.

And when it comes to the question of operation of such facilities, Mr. Albright believes firmly that the system of concessions is much sounder than any attempt of the government to operate these facilities, either directly or through a government-controlled corporation. He calls attention to the fact that preoccupation on the part of the National Park Service with the troublesome details of securing and holding adequate staffs and purchasing provisions might, and probably would, affect adversely the high relationship of park superintendents, rangers and others in the

educational and inspirational programs now an essential park service for the benefit of park visitors.

Mr. Albright believes in concessions by negotiation and if the present system of inducing private capital to provide buildings and equipment is continued he thinks that these negotiations should lead to contracts covering a sufficiently long period to justify adequate capital investment—not less than 20 years. A reasonable profit should, he thinks, be permitted to the con-

cessioners, taking into account the inevitable years when losses will be incurred, as during both wars and the depression; but he thinks that the aim of the Federal Government in its park concession program always should be to guarantee good service to the public at reasonable prices rather than to secure a large income for the Government.

Mr. Albright's brief has been mimeographed in full and is available on request at the headquarters office, 901 Union Trust Building.

## Zoning Hearings in the Federal City

The District of Columbia Zoning Commission at its hearing on January 15, denied the request to change the zoning of 16th Street from Scott Circle to Lafayette Square for Residential D 90-feet to First Commercial D 110-feet (which on 16th Street would permit 130-feet). But the Commission has announced a second hearing on March 5 on a new proposal as follows:

On January 20 the Zoning Commission decided against the proposed change but has now advertised a new proposed amendment to the Zoning Regulations which would permit in the Residential 90-foot D Area District on streets not less than 160 feet in width, office buildings and banks, provided: (a) No articles of commerce are sold on the premises, (b) there be no projections made beyond the front building line and no display or show windows used, (c) there be no neon or gas tube signs or displays used, and no permitted sign extending beyond

the front wall of the building, and (d) the use will not affect adversely the present character and future development of the neighborhood, and will not result in dangerous or otherwise objectionable traffic conditions.

The brief of the Committee of 100 on the Federal City and the American Planning and Civic Association at the January 15 hearing was presented because of the national importance of 16th Street in the plan of the Federal City.

Concerning the proposal to rezone both sides of Sixteenth Street from Scott Circle to Lafayette Square from 90 feet, residential D, to 110 feet first commercial D, it should be recognized that such a change, under existing amendments to the zoning law, would, on Sixteenth Street, permit buildings 130 feet in height, or twelve stories—the maximum height of any buildings now permitted in Washington. These high buildings could be

## *Planning and Civic Comment*

erected not only on Sixteenth Street but on the south side of Scott Circle.

The Committee of 100 on the Federal City has, in former years, opposed re-zoning Sixteenth Street for commercial uses, even when the height limit was 110 feet. Indeed we may consider that this is a perennial proposal even though it does not reach the stage of hearings before the Zoning Commission. Now that the proposal is officially before the Commission, the Committee of 100 on the Federal City, and the American Planning and Civic Association, from a national point of view, wish to record opposition to the change.

Sixteenth Street is the principal wide thoroughfare which, in the L'Enfant Plan, leads north from Lafayette Square, in effect the front yard of the White House, and, conversely, it is the principal approach to the White House from the north. One of the oldest historic streets in Washington, the type of new structures has already been set by the zoning of twenty-seven years' standing.

We have comparatively low buildings such as that occupied by the National Geographic Society, which is a type now permitted on the street and already it is influencing the uses of Sixteenth Street buildings. The University Club, built in 1920, the Carlton Hotel, built in the twenties, and the Statler Hotel, completed during the war, all conform to the present zoning laws. While there are some non-conforming uses on the street, none exceeds the height limit. The skyline has been held, as it should be, to serve as a foreground for the White House

and its surrounding Executive Buildings. The Veterans Administration Building back of St. John's built during World War I, before the Zoning Law was adopted is higher than the scheme agreed upon for Lafayette Square and illustrates what happens when buildings are created which depart from a consistent plan. The Hay Adams House on Sixteenth Street and the adjoining Chamber of Commerce of the U. S. are within the 90-foot limit.

Both the height limitation and the residential zoning have now been in effect on this part of Sixteenth Street for twenty-seven years and during this time all new buildings have conformed. Are we now to permit other property owners to build twelve-story buildings to overshadow those of eight or less stories? And will this double Chinese wall 130 feet high, five blocks long, which could be erected but probably for at least a generation would be a broken wall, with different heights varying from 30 to 130 feet, add to the appearance of lower Sixteenth Street or aid in the smooth functioning of the street? Increased land occupancy means increased demands upon street capacity. Consider the load now imposed upon this major thoroughfare. It is entirely possible that with regulations our finest avenue would have to be widened as Connecticut Avenue has been, thus destroying the standing trees and eliminating the green parking which give the hotels, apartments, clubs and other buildings their excellent setting.

The Federal City, designed by L'Enfant, was conceived as existing

## *Planning and Civic Comment*

principally for the Federal Government, which has itself, in all public buildings erected since the Zoning Law was adopted, held to the 90-foot height. Most of the earlier public buildings were subordinated to the dominating dome of the Capitol, 285 feet high, but surrounded by spacious grounds. This relationship between the Capitol dome and surrounding public buildings has been considered in all official plans of recent years. The McMillan Commission recognized this significance when they revived the L'Enfant Plan in 1901. The zoning law recognized this when Sixteenth Street and other areas surrounding the White House were held to a maximum of 90 feet. The National Capital Park and Planning Commission, in all of its plans for the Federal City, has assumed that Sixteenth Street would remain residential—that its development would be for hotels, apartment houses, clubs and educational headquarters similar to the Geographic Building. The character of the street is already set and its continued development, without change should be in line with ancient plans and modern zoning.

Entirely apart from this, there are other generic considerations. Washington, like most other cities, has an extensive downtown district. In older cities, such as New York, there were no zoning rules before 1916, when New York began to recognize the complications of high buildings and traffic congestion. So the retail commercial district has every few generations moved itself, lock, stock and barrel, uptown for a mile or so. This has happened to

most of the larger cities in the United States, with and without the benefit of zoning, which is a very recent legal contrivance.

Let it not be supposed that this is a general hypothetical question for academic discussion. It developed as all such efforts do from a specific case, a specific opportunity to make a financial killing if established conditions could be upset. Under the recognized zoning map, Scott Circle and nearby Massachusetts Avenue have developed modern high-class apartments and the recent separation of traffic has provided some traffic relief at this congested point. Definitely to be apprehended as the very probable outgrowth of this attempt to break down zoning, is a twelve-story office building with its high density of daytime occupation on the perimeter of Scott Circle itself and a sequence of other office buildings and retail stores with their train of patronage. Think how long Connecticut Avenue has been in process of change. Is it good municipal planning to divert development from this change in process before its consummation?

The building and maintaining of the Federal City has already covered nearly 150 years. Its future should conform to an over-all stable plan. Good results in long-range planning cannot be anticipated from changing the rules in the middle of the game, as it were. There can be no security of real estate investment if individual specific projects are permitted to upset the stability of large areas whose development over a period of years has been predicated upon a presumably fundamental plan.

And what have these moves en-

tailed? They have left outworn shells of commercial districts with depreciated prices and blighted areas like the Bowery and Lower Broadway in New York, East Avenue in Rochester, New York, and Euclid Avenue in Cleveland. It is these deserted areas that city officials have recognized as tax burdens, for, ultimately, they fail to pay their way. That is why there is now a demand for Federal and state aid to redevelop these run-down areas which will pay their way in taxes.

Like most cities in the early days of zoning, Washington zoned as commercial rather more area than today would be considered essential to serve any conceivable population, especially as we have now developed the decentralized shopping and marketing neighborhood centers to supplement the central downtown district. It will be years, if ever, before the available area already zoned for commercial use along Connecticut Avenue is occupied. The extremely ragged appearance of Connecticut Avenue as regards heights would indicate that, under the present law, an enormous cubage could be introduced. Indeed, many students of planning thought it unwise to permit on this uptown avenue 130-foot buildings—the maximum height permitted in the downtown district. Certainly Connecticut Avenue and 14th Street offer all the uptown opportunities for office buildings and retail establishments which are needed. It would be folly to zone another competing area on Sixteenth Street to duplicate the permitted development along Connecticut Avenue.

If this area is re-zoned petitions will be filed for re-zoning other areas and the fat will be in the fire so far as the preservation of a stable downtown business district is concerned.

For in Washington there is still a recognized downtown district in which are located the principal mercantile establishments and office buildings. Traffic and public transportation are more or less adequately routed to serve this district. Will it be to the advantage of the City of Washington, physically or financially, to start the downward trend of property values and uses in the existing downtown district? Should not the owners of modern buildings know that the downtown district is a permanent institution? Should not the owners of property ready for redevelopment know that they can invest in new and remodeled buildings in a district which will be scrupulously preserved?

After all, it must be recognized that cities maintain their tax income by protecting each type of zoned district to maintain decently high values without periods of deep depreciation. Any new or advanced values created on lower Sixteenth Street will be secured at the cost of depreciated values in Washington's cherished downtown district.

We recognize that zoning regulations are based upon the proposition that change is inevitable as a city grows and develops. But we also recognize that the burden of proof is on those who propose the changes and that their proof must take into account the effect of the proposals upon the community as a whole. The purpose of zoning is to promote an orderly development, not to per-

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mit a continuation of the past disorderly practice which has led to area decay. Zoning is not meant to serve the immediate and temporary advantage of a special interest—whether of property owners who hope to profit by a relaxation of regulations or of business firms who seek cheaper sites than are available in the areas now zoned commercial or others who expect to profit in some way. The ragged development of our present downtown commercial area would be extended and perpetuated if the proposed change on lower Sixteenth Street were authorized.

It is inconsistent to project a six-year plan for new subways or new transit facilities at tremendous cost to maintain value in existing commercial districts such as F Street, when simultaneously proposing to undermine values in that district by making possible the establishment of a formidable competing center.

And so our Committee of 100 on the Federal City and our American Planning and Civic Association, long committed to the application of sound and consistent principles over long periods of time, oppose the change of zoning for property facing lower Sixteenth Street.

## Commentaries

*Felix Grisette, Managing Director of the State Planning Board of North Carolina, at a recent meeting of the Community Planning Committee, declared that the Planning Board feels that adequate development in North Carolina, community by community, is a basic requirement for a greater State. Tom Carroll pointed out that the State Conference for Social Service had the first committee on community organization, which was succeeded by a similar committee in the United War Fund. In line with the recommendation of Mr. Grisette, Mr. Ed Conover who worked with these committees, has now been taken over by the State Planning Board. Mr. Grisette hopes to add physical and economic planning to the already established social planning. Mr. Conover called attention to the work of the Committee for Economic Development which had created in the minds of business men a new consciousness of the values of planning in the economic field. Reports were made on planning progress from Durham, Washington,*

*Charlotte, Whiteville, Hickory and Swain County. No doubt we shall hear more from community planning in North Carolina.*



*In Tennessee, the Community Services Division of the State Planning Commission, reports that Cyril McC. Henderson has temporarily taken over the work in connection with his Local Planning Assistance Division because of the death of Miss Nelle Major who had been in charge of the Community Services Division. The Newsletter records that excavation has begun on a new building in Crossville to be used as a community center for teen agers of Cumberland County. The Recreation Association of Oakridge reports that more than 140,000 citizens are participating in some recreational activity. The Kingsport Recreation Program has received praise from the National Recreation Association because of its varied activities; likewise the recreation program of Bristol.*

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*In Indiana, the State Office Building Commission, with the cooperation of the Indiana Economic Council, has reported to Governor Gates concerning the need, the facilities required, available sites, and methods of procuring architectural services for a state office building. The need is estimated to be great, as since 1888, when the State House was built, no planning program has been adopted to provide for the subsequent growth of Indiana's State Government. The Commission recommends buildings for state offices for conservation and state museum and for a highway commission; additions for state library and historical use and for the board of health, together with parking space for 1,000 automobiles near the State House. The Commission recommends the acquisition of four full blocks near the State House, and designates specific locations for each building. It is also recommended that a planning authority be established by the 85th General Assembly to supervise land acquisition and the planning and development of state office buildings and related facilities, with ample power and funds. This authority should be authorized to conduct an architectural competition according to the competition code of the American Institute of Architects.*



*From John M. Picton, City Planning Engineer of Kansas City, comes the word that the Master Plan for Kansas City, which has been under study by the planning staff for three years, has now been presented to the City Plan Commission in map form. The master map, drawn on board lines, is of the entire city. There are nine other maps, breaking down the master plan into detailed drawings covering residential features, business and industrial areas, planned street and traffic layout, public transportation, public schools, recreation plans, community services and finally, the downtown district. It is estimated, according to Mr. Picton, that the system of express highways contemplated to encircle the entire downtown area may reduce traffic in the*

downtown district by some 25 to 50 percent.



*Mr. E. G. Faludi, Planning Consultant, of Toronto, has sent us A 30-Year Program for Development of Peterborough, a city of 32,000. It is proposed to establish a planning area of about 84.3 square miles (within a radius of about 6 miles of the city limits) for the purpose of preventing a haphazard growth.*



*Gale Gibson, County Planning Engineer of the Michigan Planning Commission, has sent us a memorandum summarizing the Saginaw Valley Regional Planning. It seems that the chief problem in the valley is water. Recognizing that the drainage basin should be treated as a unit, the Commission arranged a conference of representatives of the 20-county region in December of 1944. A committee appointed by Governor Harry F. Kelly in January of 1945, adopted a program, including soil conservation, up-stream storage, drainage of wet land, erosion control, lake and stream stabilization, sanitation and improvement, recreational development, and ground water conservation.*

*A resolution formally creating a Saginaw Valley Regional Planning Commission was adopted by the State Planning Commission on July 23, 1946. The Governor appointed the Commission on November 1. One of the first tasks of the new Commission will be to prepare evidence of flood damage and regional needs for a hearing which Congress has authorized the Army Engineers to hold on the question of Federal assistance in constructing flood control works in the Valley. According to the release, the Saginaw Valley presents one of Michigan's most complex and challenging problems. A successful solution will permit increased agricultural, recreational and industrial development.*





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On the cost of grade crossings, one of our members wrote in to inquire, and we in turn wrote to the *Public Roads Administration*, R. E. Royal, Chief of the Division of Research Reports, who reported that the railroads have contributed only a small part of the cost of Federal-aid projects eliminating crossings at grade since the passage of the Act of June 8, 1938. More recently, the Federal-aid Highway Act of 1944 has provided that railroads benefiting by a grade crossing elimination shall make a payment to the Federal Government but not in excess of ten percent of the cost of the grade crossing elimination project.



From the *Albuquerque Journal* we note an editorial commending the Director of the National Park Service for his announcement that the long-standing ban against airfields within national parks, or low-flying airplanes over them, will be perpetuated. Citing the reasons that takeoffs and landings would disturb park wildlife, and increase the danger of fires and that the runways and servicing facilities would disturb the natural landscape, the editor comments that the national parks should remain islands of quiet in an age of speed and noise. He declares that there should be a few places left in this country where one can go for rest and solitude, and the national parks are the most appropriate.



From Myron Downs, Engineer-Secretary of the Cincinnati City Planning Commission, and Sherwood Reeder, Director of the Master Planning Division, comes a chapter of the Metropolitan Master Plan on *Industrial Areas*. The Report stresses the fact that sizeable industrial tracts, immediately available, are limited; but points to several tracts of land, well suited to industry, outside the city. The suggestion is made that several areas within the city could be made suitable for industry if they could be properly protected. Recommenda-

tions include a direction that full use of zoning powers should be invoked to ensure that land will be available to meet future requirements of industry; that zoning controls should be extended to parts of the Area not now covered; particularly with the end in view of protecting industrial areas from other types of uses now commonly permitted in such zones. Conversely land now zoned as industrial, but unsuitable, should be re-zoned for other purposes. Supplementing the public program it is recommended that a semi-public, privately capitalized organization be set up to assure an adequate supply of suitable industrial sites to be available at reasonable prices. Redevelopment legislation in Ohio and Kentucky should be directed toward clearing slum areas which may be later used for industrial purposes. Flood control should make still other areas available.



From the same source we are in receipt of No. 1 Development Plan of the Metropolitan Master Plan on the *Downtown Riverfront*. The large page-size—11 x 17 inches may be convenient for map presentations, but it does not fit into any filing apparatus possessed by most of us. Presented in half the size, with a fold in the middle of the maps and illustrations, it would have been graphically good and much better suited to book shelves or filing cabinets. And now, concerning contents: Not many cities have extensive riverfronts; fewer still develop them as assets to the city. The Cincinnati plans show imagination of a kind which should be profitable for the city both in waterfront enjoyment and in property values. On the inside of the back cover the City Planning Commission invites comments from citizens. The statement is made that the riverfront can be transformed along the lines of this redevelopment plan if the people desire it. And the question is: "Will Cincinnati put so valuable an asset to its highest, best and most needed uses, or will its citizens choose to sit idly by and see it grow worse and worse?"

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*Omaha's New Park and Recreation Commission.* In November the citizens of Omaha voted to create a new Park and Recreation Commission, uniting, after a period of separation, the park and recreation administrations. The Commission consists of: Clarence L. Kirkland, Chairman; Frank Fochek, Vice-Chairman; John J. Jelinek, Secretary; Roy N. Towl, Acting Superintendent; Mayor Charles Leeman, Edward G. Hinton, Mrs. Paul Gallagher, and George A. Bank. Chairman Kirkland at the January meeting of the Commission, said that he thought of the Commission as a Board of Directors and Mr. Towl as the general manager. This action seems in line with the trend of the times.

Mr. Frederick J. Adams, President of the Fontenelle Forest Association, and now a member of the Board of the National Conference on State Parks, writes: "Our City Improvement Council of which I have been a member since its organization in 1935, has been working for an independent park board. In 1937 and 1938 we sponsored without success very much the same Park and Recreation bill which now has been incorporated in the present program, with only slight changes. . . . I believe that the Commission will function well. Our City Improvement Council will be

kept alive, for I think that an earnest body of plain citizens should exist, even if its work seems to have been accomplished."



*Omahans*, at the November election voted for a broad program of improvements, as proposed by the Mayor's City-wide Planning Committee, headed by Russell J. Hopley. These include \$1,635,000 for park and recreation bonds, \$3,132,700 for streets, \$3,540,000 for an auditorium, \$2,090,000 for sewers, \$615,000 for airports, with lesser amounts for river docks, fire barns, police and fire equipment. Proposed bond issues for the civic center, parking lots, municipal garages, police station, public market and naval armory were rejected. It is stated that the failure of the civic center project will not affect the purchase of the approved site for the auditorium and it is stated that, with the auditorium as a starter, it is hoped that the citizens at a future election will vote for a civic center grouping of public buildings. Certainly the vote ensures an excellent start on a joint program of the Mayor's Committee of Citizens and the official City Planning Commission.

## Mexico-United States Boundary Commission Appointed

New impetus has been given to the study and establishment of international parks and allied areas along the Mexican-United States boundary by new membership appointments to the International Park Commission, as recently announced by Secretary of the Interior, J. A. Krug.

This body was created in 1936 to formulate policies and plans for the establishment and development of international parks, forest reserves, and wildlife refuges along our south-

ern international boundary.

President Truman has approved the following revised membership: M. R. Tillotson, regional director, National Park Service, Santa Fe, N. M., chairman; Lawrence M. Lawson, American Commissioner, International Boundary Commission, United States-Mexico; Hillory A. Tolson, assistant director, National Park Service, Chicago; P. V. Woodhead, regional forester, U. S. Forest Service, Albuquerque, N. M.; Conrad L. Wirth, Chief of Lands,

National Park Service; William H. Zeh, district director, Office of Indian Affairs, Phoenix, Ariz.; Jesse L. Nusbaum, archeologist, National Park Service, Sante Fe, N. M.; John C. Gatlin, regional director, Fish and Wildlife Service, Albuquerque, N. M.

Reactivation of the Mexican membership which it is hoped will soon be effected by the Mexican government, will permit steps to forward various joint projects.

These might include establishment of a Mexican national park across the Rio Grande from the new

Big Bend National Park in Texas, so that the two contiguous areas may be designated as an international park; establishment of a Coronado International Memorial to commemorate the crossing of the Spanish conquistador coronado from Old Mexico into what is now the United States; and to initiate or further such other international projects as may be in the interests of the peoples of the two nations. A precedent for an international park has been established on our northern boundary already.

## TWO EVENTFUL DAYS—APRIL 1 and 2

# National Park Conference and Board Meeting

On Tuesday, April 1, an important all-day National Park Conference is scheduled at the Interior Building, Washington, to consider crucial problems in the national parks and monuments. This is the 75th anniversary of the creation of Yellowstone National Park and the 30th anniversary of the organization of the National Park Service. In the past the conservation organizations, in coöperation with the National Park Service, have successfully resisted most of the threatened intrusions on national parks. Thanks to the Department of the Interior and the National Park Service the pressures to open up the national parks to timber cutting during the war were resisted.

But now we are facing proposed peacetime exploitations of national parks through pressures of the stockmen and other groups who want to secure use of publicly owned lands. There are pending bills

which would break down the grazing districts and which threaten the integrity of national parks and national forests. Established conservation policies are in danger.

The National Park Conference has been arranged to consider the present crisis and devise ways and means of meeting it. Following the day sessions there will be a dinner in Barker Hall, YWCA, at which Secretary Krug, Director Drury and other officials will speak.

On Wednesday, April 2, the annual business meeting of the Board of Directors and Advisory Council of the American Planning and Civic Association will hold an all-day meeting and be in a position to take action on any recommendations which may come out of the National Park Conference.

The Board will also perfect arrangements for the National Citizens Conference on Planning, to be held in Milwaukee, April 28—May 1.

## Recent Court Decisions

Compiled by FLAVEL SHURTLEFF, New York, N. Y.

### *Zoning—Non-conforming Use*

Premises consisted of a one-story brick building and a garage used for cafe and lunch room, which was a non-conforming use. Applicant for permit wanted to take down present buildings and erect a two-story building covering the same area and to be used for the same purpose. The Board of Appeals granted the permit but on appeal the City Court modified the decision in accordance with the protest of the defendant Jirout, who occupied a building as a residence on the adjoining lot.

The zoning ordinance of Baltimore provided that a non-conforming use could not be extended, but that the extension of an existing use to any portion of a building now arranged or designed for such non-conforming use should not be deemed to be an extension of a non-conforming use.

Court held that the above provision which operated to stop the expansion of a non-conforming use was not an arbitrary or unreasonable exercise of governmental power, and on the question of the right of the Board of Appeals to grant a variance to allow expansion of a non-conforming use said:

"The manner in which the zoning ordinance limits the application of the principle of non-conforming use, and the restrictive language with which it authorized the restoration of a building in event of destruction [in event of destruction, nothing shall prevent the continuance of the use as such use existed at the time of

destruction'] are strong manifestations of the intent that the power of the Board of Appeals to extend non-conforming uses shall be strictly construed." The Court concluded that the Board of Appeals had no authority to extend the non-conforming use as requested by the applicant for permit, and used the following language:

"It is generally accepted that a few non-conforming buildings and uses, allowed to continue as exceptions to the regulations in order to avoid injustice, will not be a substantial injury to the community if they are not allowed to multiply when they are harmful or improper; but *non-conforming uses should not be perpetuated and the Zoning Board should make constant efforts to move them into the use districts where they properly belong.*"

*Colati v. Jirout, Maryland Court of Appeals 47 Atl. 2nd p. 613, June 1946.*

For some years the defendant, Murphy had used a building in residence B zone for slaughtering swine, and this was a non-conforming use. In the spring of 1945 he erected an extension or attachment to this building which he proposed to use for storing swine before slaughtering. The Burlington zoning ordinance contained a provision that non-conforming uses could not be structurally enlarged or extended. In holding that the proposed use was a violation of this provision the court said:

"The zoning by-law cannot prevent a land owner from doing a

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much greater business of the same sort without change in the plant. But a small existing non-conforming business cannot be so enlarged as to be different in kind and in its effect on the neighborhood."

*Inspector of Buildings of Burlington, Mass. v. Murphy.* Massachusetts Supreme Court 68 N. E. 2nd p. 918, September 1946.

### *Improper Delegation of Power*

The provision of the zoning ordinance which was challenged in this case was as follows: "No buildings of a substantially different type or size from the existing buildings in the immediate vicinity shall be erected in any block in this area, except with the consent of the property owners for a distance of 300 feet from the exterior lot line on both sides of the street or streets upon which the proposed building abuts"

... This was held to be an unconstitutional provision as violating the Fourteenth Amendment of the United States Constitution. It invests property owners with a discretion which is purely arbitrary and specifies no rules or conditions under which their discretion is to be exercised.

*Pentecostal Holiness Church v. Dunn.* Alabama Supreme Court 27 So'n 2nd p. 561, June 1946.

### *Proper Delegation of Power*

The zoning provision in question was as follows: "To permit after public notice and hearing the location of any of the following uses in a district from which they are prohibited by this ordinance [list], provided they comply with height, front and rear yards and lot area of the district in which they are to be located, and in no case cover more than 30 percent of the buildable area of the site."

The plaintiff contended that this provision was invalid as violative of the rule that administrative boards must be given "rules of guidance." But the court held that the above provision as supplemented in the ordinance by the right of the Board of Adjustment to make variances was a proper delegation of authority. "In the very nature of such statutory laws, the basic rule must be flexible enough to allow the legislative body of the municipality a certain amount of discretion to take care of unforeseen instances as they arise."

*Driskell v. Board of Adjustment.* Texas Court of Civil Affairs 195 So. W 2nd p. 594, June 1946

# Watch Service Report

## *National Parks*

S. 91 (Robertson of Wyoming) introduced Jan. 8, 1947. To amend the Act entitled "An Act for the preservation of American antiquities," approved June 8, 1906. This bill amends the original act by adding the following: "At least six months prior to the making of any proclamation . . . notice of intention to make such proclamation shall be sent to the Governor of the State or States in which the monument or any part thereof is to be located . . . ; No proclamation shall be made unless such monument has the approval in writing of a majority of the persons to whom notice of intention to make proclamation is required to be sent; and no monument shall be considered to have been lawfully established since that date and prior to the date of enactment of this act." To Committee on Public Lands.

H. R. 490 (Thomason) introduced Jan. 6, 1947. Providing for the appointment of a United States commissioner for the Big Bend National Park in the State of Texas.

H. R. 731 (Lemke) introduced Jan. 9, 1947. To establish the Theodore Roosevelt National Park; to erect a monument in memory of Theodore Roosevelt in the village of Medora, North Dakota. To Committee on Public Lands. Reported favorably by Committee on February 18; similar bill passed by 79th Congress was vetoed by the President.

H. R. 791 (Bland) introduced January 10, 1947. To provide for the establishment of the Rehoboth-Assateague National Seashore in the States of Delaware, Maryland, and Virginia, and for other purposes. This area would embrace 75,000 acres lying between Cape Henlopen, Delaware and the south end of Assateague Island, Virginia. To Committee on Public Lands.

H. R. 935 (Allen of La.) introduced Jan. 14, 1947. To provide for an appropriation of \$150,000 with which to continue the survey of the old Indian trail known as the Natchez Trace through Louisiana and Texas, with a view of constructing a national road on this route to be known as the Natchez Trace Parkway. The sum authorized is not to exceed \$150,000 to continue the survey authorized by the 73rd Congress, Pub. Law No. 244. To Committee on Public Lands.

H. R. 1330 (Barrett) introduced January 27, 1947. To abolish the Jackson Hole National Monument as created by Presidential Proclamation Numbered 2578, dated March 15, 1943, and to restore the lands belonging to the United States within the exterior boundaries of said monument to the same status held immediately prior to the issuance of said proclamation. To Committee on Public Lands.

S. 251 (Johnson of Colo.) introduced January 15, 1947. To establish the National Elks Scenic Area and Park in the San Juan Range of the Rocky Mountains of Colorado. To Committee on Public Lands.

## *Housing*

H. R. 43 (Celler) introduced Jan. 3, 1947. To establish a national housing policy and provide for its execution. Title VI of this bill provides for land assembly by private enterprise in development or redevelopment programs. To Committee on Banking and Currency.

## *State Parks*

S. 151 (Pepper) introduced Jan. 10, 1947. To provide that the United States shall aid the States in the acquisition and development of systems of State parks. This bill provides for grants-in-aid of projects for the acquisition of lands, the planning and development of lands and the employment of competent technical, professional or administrative personnel to accomplish this. To Committee on Public Lands.

## *Water Pollution Control*

H. R. 123 (Mundt) introduced Jan. 3, 1947. To provide for water-pollution-control activities in the United States Public Health Service. To Committee on Public Works.

## *Planning and Civic Comment*

H. R. 315 (Spence) introduced Jan. 3, 1947. To provide for water-pollution-control activities in the United States Public Health Service. To Committee on Public Works.

H. R. 470 (Elston) introduced Jan. 6, 1947. To provide for water-pollution-control activities in the United States Public Health Service. To Committee on Public Works.

### *National Planning*

S. 35 (McCarran) introduced Jan. 6, 1947. To establish a national natural resources policy; to create a Natural Resources Council; to provide for a Natural Resources Inventory; and for other purposes. To Committee on Public Lands.

### *Public Lands*

S. 34 (McCarran) introduced Jan. 6, 1947. To amend the Act entitled "An Act to stop injury to the public grazing lands by preventing overgrazing and soil deterioration, to provide for their orderly use, improvement, and development, to stabilize the livestock industry dependent upon the public range, and for other purposes," approved June 28, 1934, as amended. The bill provides for the dissolution of a grazing district, or portion thereof, upon petition signed by at least 60 percent of the properly qualified users and make available for leasing such dissolved districts. To Committee on Public Lands.

S. 31 (McCarran) introduced Jan. 6, 1947. To amend the Taylor Grazing Act for the purpose of providing for greater participation by district advisory boards in administration of this Act. To Committee on Public Lands.

### *General*

H. R. 13 (Kilburn) introduced Jan. 3, 1947. Approving an agreement between the United States and Canada relating to the Great Lakes-Saint Lawrence Basin with the exception of certain provisions thereof; expressing the sense of the Congress with respect to the negotiation of certain treaties; authorizing the investigation through the Department of State and with Canada of the feasibility of making the Great Lakes-Saint Lawrence seaway self-liquidating. To Committee on Public Works.

H. R. 502 (Rankin) introduced Jan. 6, 1947. To provide for the creation of censervation authorities. This bill aims to develop plans for the promotion of navigation, the control and prevention of floods, the reclamation of public lands, the generation, sale and distribution of electric energy in order to promote agriculture, improve living conditions, to aid and protect commerce among the States, to stabilize employment by the creation of 9 authorities to cover the area of the United States. To Committee on Public Works.

S. 28 (McCarran) introduced Jan. 6, 1947. To supersede the provisions of Reorganization Plan numbered 3 of 1946 by reestablishing the officers of registers of land offices, and providing for appointment of the Director and Associate Director of the Bureau of Land Management. The Bureau of Land Management shall perform all duties appertaining to the surveying and sale of the public lands of the United States. To Committee on Expenditures in the Executive Departments.

S. J. Res. 14 (Moore, Knowland, McCarran) introduced Jan. 8, 1947. To quiet the titles of the respective States and others to lands beneath tidewaters and lands beneath navigable waters within the boundaries of such States and to prevent further clouding of such titles. To Committee on the Judiciary.

S. 215 (O'Mahoney-Overton)—H. R. 1325 (Hébert) Introduced Jan. 15, and 27, 1947.

A bill to fix the amount of the annual payments of the United States toward defraying the expenses of the government of the District of Columbia: to the Committee on the District of Columbia, in both Houses. Based on ratio of acreage owned by the U. S. exclusive of parks, streets and alleys, to entire land area of the D. C. less land owned by the U. S.

H. R. 2053 (Beall) introduced February 18, 1947. A bill to abolish the United States Park Police force in the District of Columbia, to transfer the personnel and powers thereof to the Metropolitan Police Department. To Committee on District of Columbia. Adverse report by the Committee on February 25.

## A Most Successful Conference

On Friday, February 21, the Joint Committee on the National Capital, composed of representatives of professional and civic national organizations, met in Washington at the Interior Building. In the morning the Committee visited the District Building, where they were received by Commissioner Mason and where the heads of departments of the District Government presented their problems. In the afternoon, the Committee met with the National Capital Park and Planning Commission and the Commission on Fine Arts to consider pending plans concerning the Federal City.

In the evening Mr. and Mrs. Horace Peaslee had arranged for a buffet supper and evening program in the headquarters of the Society

of the Cincinnati, the famous Lars Anderson Home. There, presided over by Robert Woods Bliss, the newly-elected chairman of the Joint Committee, the group was addressed by Lt. Gen. Raymond A. Wheeler, Chief of Engineers, Commissioner Guy Mason and Major General U. S. Grant 3rd, Chairman of the National Capital Park and Planning Commission.

The Committee of 100 on the Federal City and the Citizens Sesqui-Centennial Committee to draft legislation for the adequate observance of the 150th anniversary of the occupation of the District of Columbia as the seat of the National Government were also in attendance at the dinner.

## Committee of 100 Meeting

On January 22, the Committee of 100 on the Federal City met in St. John's Parish Hall, adjoining St. John's Church, at the corner of 16th Street and Lafayette Square. Mr. Clifton A. Woodrum, Chairman, presided. Four new members of the Committee were announced: Harry Barrett, Architect; Fischer Black of PEPCO and Chairman of the Committee on Planning of the Washington Board of Trade; Ben M. McKelway, Editor of the *Evening Star* and Rudolph Kauffmann II, also of the *Star*.

The meeting was addressed by Brig. Gen. Gordon R. Young, who

outlined the objectives and scope of the six-year plan which is, as General Young explained, a program of all proposed capital expenditures not yet arranged by priorities. The preparation of this program is held to be a necessary step in the realization of essential planned improvements for the Federal City.

Major General U. S. Grant 3rd, Chairman of the National Capital Park and Planning Commission, reported on the consideration by the Commission of the six-year plan as it may affect the comprehensive plan of Washington.



# Recent Publications

Compiled by Katherine McNamara, Librarian of the Departments of Landscape Architecture and Regional Planning, Harvard University

- AIRPORT REFERENCE:** 6th annual (1946-47). Los Angeles, Calif., Occidental Publishing Co., [1946]. 104 pages. Illus., maps, plans, cross sections, diags., elevations, tables. Price \$2.00.
- AMERICAN CITY MAGAZINE CORPORATION.** Municipal index and atlas; 21st annual ed., 1946-47. New York, The Corporation, 1946. 751 pages. Illus., maps, diags., tables. Price \$5.00.
- AMERICAN SOCIETY OF PLANNING OFFICIALS.** Off-street parking; a selected list of references in zoning ordinances providing for off-street parking. Chicago, The Society, June 1946. 30 pages. Mimeographed. Table. Price \$1.00.
- AMERICAN SOCIETY OF PLANNING OFFICIALS.** Traffic studies, surveys and reports; a selected bibliography. Chicago, The Society, 1946. 9 pages. Mimeographed. Price 25 cents.
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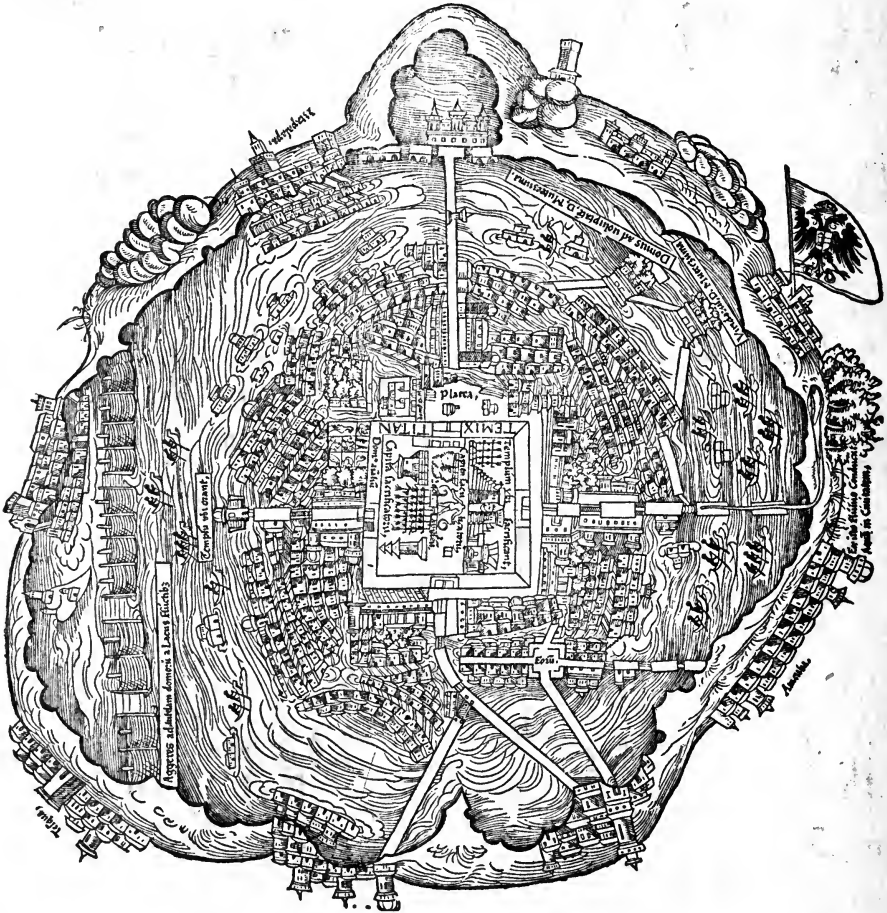
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## THE CITY OF MEXICO IN 1524

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Dr. Dan Stanislawski is the author of an Article in *The Geographical Review* for January 1947 entitled, "Early Spanish Town Planning in the New World" which is a sequel to his former article, "The Origin and Spread of the Grid-Pattern Town" in the same magazine Vol. 36, pp. 105-120, 1946. Dr. Stanislawski is at present engaged in field studies in Central America but will shortly return to his position as assistant professor in the geography and history departments of the University of Washington at Seattle.

# Planning and Civic Comment

Successor to: Civic Planning, Civic Comment, State Recreation

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# PLANNING AND CIVIC COMMENT

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Conservation of National Resources; National, State and Local Parks,  
Highways and Roadsides.*

*AIM: To create a better physical environment which will conserve and develop  
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*Left. Horace M. Albright,  
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*Right. Maj. Gen. U. S. Grant, 3rd,  
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# Planning and Civic Comment

Vol. 13

April, 1947

No. 2

## Association Elects Officers

The American Planning and Civic Association elected its fourth President at the April 2 meeting of the Board of Directors held in Washington, D. C. when it named Maj. Gen. Ulysses S. Grant, 3rd, Rtd., to succeed Horace M. Albright, who was elected Chairman of the Board of Directors.

J. Horace McFarland held the office of President from 1904 to 1925; Frederic A. Delano, 1925 to 1937 and Horace M. Albright from 1937 to 1947.

General Grant is no stranger to the Association. He was elected a member of the Board in 1943 and was elected first vice president at a meeting of the Board held in St. Louis, June 15, 1944. General Grant was retired in 1946 after a distinguished career in the Engineer Corps of the United States Army. Wherever he has been stationed he cooperated with other community leaders to promote civic improvement. He has become an acknowledged authority on planning and is a member of the American Institute of Planners. He is now Vice President of the George Washington University and has recently been elected president of the Council for Historic Sites and Buildings. From 1926 to 1933, when he served as Director of Public Buildings and Public Parks, and ex officio as executive officer of the National Capital Park

and Planning Commission, he cooperated closely with the Committee of 100 on the Federal City. In 1943, he was brought back to Washington by the War Department and President Franklin D. Roosevelt appointed him Chairman of the National Capital Park and Planning Commission to succeed Frederic A. Delano, resigned.

Horace M. Albright, elected Chairman of the Board to succeed Frederic A. Delano who had retired, came to Washington in 1913, a young graduate of the University of California, to serve as a member of the staff of Franklin K. Lane, then Secretary of the Interior. For 20 years he remained in the Department of the Interior serving variously as Superintendent of Yellowstone National Park as field officer and finally Director of the National Park Service. In 1933, he was elected Vice President and General Manager of the United States Potash Company and in 1946 was made President of the Company. Mr. Albright has served as a member of the Board of APCA since 1933 and as President since 1937.

Mr. Albright was an ex officio member of the National Capital Park and Planning Commission from 1929-33. He is a Director of Colonial Williamsburg, Inc. No man knows better than he the



## Planning and Civic Comment

National Parks and Monuments of this country and no one has a wider acquaintance of leaders who have participated in the significant conservation movement of the United States.

Earle Sumner Draper, who now becomes First Vice President of the APCA, served as Third Vice President since 1937. He has been a member of the Board of Directors since 1936. Mr. Draper was trained at Massachusetts State College and after study and travel in Europe, established his landscape architecture firm in Charlotte, N. C., where he planned many southern communities. He was chosen to head the Department of Land Planning and Housing of TVA in 1933 and in 1937 became director of the Department of Regional Plan Studies, TVA. In 1940 he became Assistant Administrator of FHA and in 1942, Deputy Commissioner. Mr. Draper now heads a consultant service in planning and housing.

Tom Wallace, who continues as Second Vice President, was elected to the Board to succeed Colonel Richard Lieber, who died in 1944. Mr. Wallace became Chairman of the Board of the National Conference on State Parks and so he represents the Conference on the Board of the APCA. As Editor of the *Louisville Times*, Mr. Wallace has long been a leader in conservation.

Harland Bartholomew, who now becomes Third Vice President of the APCA, has served on the Board of Directors since 1944. In the earlier years of the Association, Mr. Bartholomew served a term on the Board. He heads the firm of Har-

land Bartholomew and Associates in St. Louis and has, in the past, served as President of the National Conference on City Planning and the Institute. In all of the many community plans prepared by his firm, Mr. Bartholomew has always stressed citizen participation and leadership in securing application of the plans.

At the Board meeting at which the officers were elected, the following Resolutions were adopted:

### PLANNING

The Board confirms the principles in the resolutions adopted last year which recommended citizens' organizations for community planning; the continuance and strengthening of state planning boards; the establishment of an official national planning agency; the redevelopment of blighted urban areas; a policy under which all Federal and Federal-aid structures within urban boundaries shall conform to local comprehensive plans and planning procedures; the extension of comprehensive planning in urban and rural districts including county planning, zoning and roadside control.

### HOUSING

The Board continues to advocate that every proper encouragement be given to private industry to provide needed housing, especially in the low cost brackets with a fair proportion of rental properties to be supplemented by low cost public housing to meet the needs of families who cannot pay for housing built by private enterprise; again emphasizes the importance of locating and developing all public as well as private

## *Planning and Civic Comment*

housing projects in conformity with local comprehensive plans.

### CONSERVATION

The Board reaffirms its long-held policy to preserve National Parks and Monuments from unrelated commercial developments and urges Congress to make funds available for the purchase or acquisition of all private lands existing within National Parks and Monuments; reaffirms its belief that the creation of new National Parks and Monuments is a function of the National Government which should not be unduly influenced by local considerations and continues to oppose all measures which would transfer national parks and monuments, national forests or public domain to the States (including Alaska and Hawaii if statehood is voted by Congress); recommends that the Lacey National Antiquities Act of 1906 be continued in full effect; repeats its approval of the Jackson Hole National Monument; approves payments to the States from income of National Parks and Monuments; commends the work of the Missouri River Basin studies; opposes the erection of any structure in the vicinity of Yorktown which would be inconsistent with its present development.

The Board approves in principle a statement of Horace M. Albright prepared for the consideration of the Concessions Advisory Group appointed by the Secretary of the Interior to the effect that, while the public good could be served if the Federal Government selected sites and erected all structures in National Parks, there is no indication

that Congress would be willing to appropriate funds either to purchase existing structures or to erect new ones. If, therefore, the increasing number of visitors in National Parks is to be served adequately, it is imperative that the Government enter into responsible, long term contracts with the concessionaires who otherwise will not be willing or able to invest the considerable capital necessary to provide accommodations for the public. The Board also favors the operation of facilities in National Parks by private enterprise in the belief that National Park officials should be relieved so far as possible from the demands and distractions of the hotel and transportation business in order to concentrate on the protection of natural scenery and the important educational program of interpretation which makes the National Parks and Monuments useful media in the cultural development of the American people.

The Board stresses the importance of the sustained yield policy for its products of the U. S. Forest Service; commends the work of the Soil Conservation Service to restore and preserve the fertility of the agricultural lands of the United States; maintains that comprehensive water programs should include in the list of beneficial uses the conservation of scenic and recreational streams and lakes free from injury and adequate control of the lake shores of government owned reservoirs; reaffirms its stand in favor of Federal legislation to cooperate with States to insure pollution control.

The Board again urges the return of the central offices of the National

Park Service and the Fish and Wildlife Service to Washington at the earliest practicable time.

#### FEDERAL CITY

The Board again emphasizes the Federal character of the Federal City and the responsibility of the Federal Government to make available an annual contribution to the expenses of the Federal City commensurate with Federal ownership and responsibilities; urges that the recommendations contained in the Bureau of the Budget report on the reorganization of the National Capital Park and Planning Commission be put into effect and supports the

appropriation of Federal funds to complete and publish a current comprehensive plan of Washington and its environs as authorized in the recent Redevelopment Act; recommends a comprehensive revision of the zoning maps for the metropolitan region; maintains that the Fort Drive should be completed as an important circumferential freeway which would also have recreational and historical interest; suggests a restudy of the Lafayette Square area to ascertain the best assignment of sites for Federal buildings; recommends the resumption of the arboretum project.

## EDITORIAL COMMENT

### The Federal Estate

Recent Congresses have been besieged with bills to transfer the public domain and even parts of the national forests and national parks to the States, where it can be turned over to the stockmen and other exploiters. The Joint Committee on Public Lands of the American National Livestock Association and the National Wool Growers Association early this year hatched up another scheme. They would like to buy lands now being administered under the Taylor Grazing Act at estimated prices from 9 cents to \$2.80 an acre. Only the 21,000 stockmen now holding permits would be eligible to buy the 7½ million acres in Colorado, the 13½ million acres in Wyoming and the 14¼ million acres in New Mexico. They would

have thirty years to pay. Can anyone suppose that these users, released from the conservation controls of the Department of the Interior, would avoid over-grazing? Many private lumber companies have established sustained-yield programs; but the record of the stockmen in conserving forage cover is not good.

Bernard de Voto, in the January *Harper's Magazine* recalled the sad results and decline of civilization from over-grazing in Mesopotamia in ancient times; the devastation in Spain in the Middle Ages; and the destruction of forage cover right here in the U. S. A. in modern times. He says:

The historian finds no convincing evidence that the cattle business was ever

run intelligently enough to survive unassisted even in its great days, and is completely skeptical that it ever will be. Right now, with the sheep business cooperating, it is trying to make the cattle business impossible in the West within a generation. . . . If the water sheds go . . . the West will go too—farms, ranches, towns, cities, irrigating systems, power plants, business in general. Much of the interior West will become uninhabitable.

The stockmen are also making a determined drive to secure a larger local voice in management of grazing in the National Forests. This is the result of the proposed cuts in livestock numbers announced by the United States Forest Service for the good of the range. Over the strenuous objection of the National Livestock Association, Secretary of Agriculture Anderson has supported the Forest Service in its sound conservation policy.

By and large the National Forests of the West never were state or privately owned. They have always belonged to the Federal Government. But now comes the State of Georgia, where the Federal Government has purchased forest lands to repair the damage of uncontrolled timber exploitation, and in a resolution from the Georgia Legislature urges that a bill be introduced to provide for cooperative contracts

between the State and Federal Government for the management and control of the Federal forest lands in the State. This is a plain bid to give the State of Georgia control over 1,330,623 acres purchased with Federal funds and now being administered by the United States Forest Service under a sound conservation policy.

There are some notable exceptions, but the record of the States in conservation matters is not good. The eastern and middle western States sold or gave away their heritage of vast timber resources. When the conservation movement captured the imagination of the American people there was still a huge public domain in the western States. Large areas of this have been conserved in National Forests, National Parks, Grazing Districts and other reservations, all administered with scrupulous regard for the public good. Perhaps there is no more reason for maintaining beneficial control of the purchased areas in the East than for the inherited estates of the West. In either case, the Federal Government is doing a good job. Let us hope that the States will not interfere to make it a less good one.

## Threats to National Parks and Monuments

### JACKSON HOLE

The April hearings before the subcommittee on Public Lands on the Barrett Bill (H.R. 1330) to abolish *Jackson Hole National Monument* brought out little new testimony. The conservation organizations believe that the preservation

in a National Monument of the upper Jackson Hole is essential. It cannot be separated physically from the Grand Teton National Park. Those who have visited the area know that the park barely takes in the steep eastern slopes of the Teton from crest to base, including

## Planning and Civic Comment

the picturesque chain of glacial lakes lying close to the mountains. The Tetons cannot be seen except from Jackson Hole, and, looking out from the mountains, Jackson Hole is in the immediate foreground. It is now generally conceded that the legality of the executive order creating Jackson Hole cannot be successfully attacked. These points were made by General Grant who, as President of the American Planning and Civic Association, testified against the bill.

The Jackson Hole controversy is really a part of the conflict between the Federal Government, which has a good conservation record, and the State of Wyoming, which is subject at close hand to pressures for exploitation of these lands by stockmen and others.

Let us hope that the public good will continue to be served!

### OLYMPIC NATIONAL PARK

A sheaf of bills to reduce the boundaries of the *Olympic National Park* has rolled into the 80th Congress. Before his death Congressman Norman of Washington introduced H.J.Res. 84 to create a boundary Commission on the Olympic National Park to see what lands might be excluded to render *locally* and nationally the maximum public benefits. Also there is S. 711, introduced by Senator Magnuson to eliminate about 6,000 acres, containing nearly 600 million board feet of timber along the Quinault River in the southwestern corner of the park.

Congressmen Norman and Jackson and Senator Cain introduced bills (H.R. 2750 and 2751 and S. 1240) to eliminate 56,396 acres of land and 2½ billion board feet of timber from the park. Here again we have local pressures for private gain. And this demand, we are told, was a compromise over much larger eliminations.

The Sierra Club, which is familiar with the Olympic Peninsula, is making a determined effort to defeat all of these bills. In a recent statement, in the *Sierra Club Bulletin*, the case is set forth:

The fringe of timber remaining in the Olympic National Park is hardly more than a museum specimen to show to future generations the magnificence of the rain forest that originally covered much of western Washington and Oregon. The total stand of timber in the Olympic National Park is estimated by the Forest Service and National Park Service as only 18 billion board feet of timber of all kinds. At the beginning of 1945 the United States had 1601 billion board feet of timber and would need only 1700 billion as growing stock to sustain an annual cut of all the timber products that the United States would be likely to need this century. In the West alone we still had 1043 billions and half of that was in the Douglas fir belt of western Washington and Oregon. Under these circumstances it would definitely be unwise and harmful to the national interest to sacrifice 2½ billion board feet of national park calibre timber to the devastation surrounding the park for the temporary expedient of avoiding economic readjustments that should be undertaken as early as possible.

At its April Board meeting the American Planning and Civic Association voted unanimously to sustain its stand for the integrity of the Olympic National Park.

## Federal Lands and Taxation

There is an acknowledged vexatious problem in the western States, particularly, where there are large Federal holdings not subject to state and local taxation. There are 15 bills before Congress suggesting remedies, including the assessments of values, based on adjacent valuations of private lands. Hearings were held by the House Public Lands Committee on May 27 with special reference to the Engle Bill (H. R. 2725). County officials supported the Engle Bill which would set up a commission on Federal payments to the States and local governments. Under this bill a balance would be sought of benefits against losses in communities through Federal ownership of lands.

There have been other approaches. The National Forests now pay 25 percent of gross revenues from forest districts to the States

and local governments and the grazing districts turn over 50 percent. National Parks and Indian lands do not turn over anything. On May 26, Congressman Peterson of Florida reintroduced his bill (H.R. 3537) to authorize the payment of 25 percent of the moneys derived by the Federal Government from the National Parks and Monuments to the States. This act of justice has been advocated for many years by the American Planning and Civic Association, as the present discrimination has acted as a brake on the creation of National Parks and Monuments in areas which meet all of the high qualifications but which now pay a percentage to the States.

An impartial Commission to assess benefits and losses to local communities from nearby Federal lands might lead to a fair solution of this troublesome problem.

## The Support of the Federal City

On repeated occasions during the past quarter of a century the Civic Association, through its Committee of 100 on the Federal City, has pointed out the financial, as well as legislative, responsibility of the Federal Government for its Federal City. The District Commissioners, faced with smaller and smaller proportionate appropriations of Federal funds and with a shrinking taxable area, are now quoted as advocating that the Federal Government should not acquire more land in its own Federal City and that some of that already acquired, such as the Fort

Drive, should be returned to private ownership in order that it may pay taxes. The desire to secure legitimate revenue to operate the Nation's Capital is understandable; but we maintain that the primary responsibility lies with Congress and not with the people who, from time to time, live in the District of Columbia. They can, and should, pay fair taxes on the property they own, but they should not be taxed to support the Federal property which belongs to the people of the Nation.

This is not a case of Federal Aid. It is a case of clear Federal respon-

sibility to provide the expenses for services to Federal property and generally to support the Nation's

Capital in the style to which National (and world) Capitals have become accustomed.

## Zoning in the Federal City

The District of Columbia Zoning Commission very wisely turned down the request to rezone Sixteenth Street from Scott Circle to Lafayette Square. On March 5th there were new hearings and the Commission finally adopted the following amendment to the Zoning Regulations:

30. Permit in the Residential, 90 ft. 'D' Area District on streets not less than 160 feet in width, office buildings and banks, provided: (a) No articles of commerce are sold on the premises, (b) there be no projection made beyond the front building line and no display or show windows used, and no permitted sign extending beyond the front wall of the building, and (c) the use will not affect adversely the present character and future development of the neighborhood, and will not result in dangerous or otherwise objectionable traffic conditions.

This amendment thus becomes one of the special exceptions authorized to be granted by the Board of Zoning Adjustment.

Most planners are agreed that special exceptions, rating spot zoning, help to defeat the results of good zoning. But, now that we are dependent on the Board of Zoning Adjustment to "preserve the present character and future development of the (Sixteenth Street) neighborhood," we are gratified to learn that the Board of Adjustment has denied the request of the owners to build on the back yard of the house on Sixteenth Street and Eye Streets an addition to be used for commercial purposes.

It cannot be denied that the responsible city officials of each administration leave their marks on the face of the city. Let us hope that the Board of Zoning Adjustment will continue to protect Sixteenth Street.

## Recreation and the Federal Government

President James F. Evans of the National Conference on State Parks, in accordance with a resolution adopted by the Board at its spring meeting, has written Secretary of the Interior Krug expressing the appreciation by the Conference of the Secretary's action in creating the Federal Inter-Agency Committee on Recreation. This Committee plans a series of meetings in the autumn to familiarize interested organiza-

tions with what is being done by the various Governmental agencies in the field of recreation.

Mr. Evans reminded the Secretary that the Conference had supported the legislation which resulted in the Park, Parkway and Recreation Act of 1936, under which the Park, Parkway and Recreational Studies were made, and expressed the opinion that with adequate appropriations, the National Park

Service would be in a position to render a very much needed service to the States and local communities.

In view of the excellent service already performed by the National Park Service and the coordinating influence of the Inter-Agency Committee, the Board of the Conference also went on record as favoring the fullest use of existing Federal agencies rather than the creation of a new agency as is proposed in S. 1229 introduced into the Senate on May 5 by Senators Thomas of Utah,

Murray, Magnuson and Aiken. The institution of new authority in the Federal Security Administration, concerning recreation would most certainly add to complications already existing. The appropriation of funds under existing law (the bill proposes \$450,000 for the first year) would probably accomplish results far greater than would be possible in the case of a new agency with rather indefinite powers and overlapping some existing authorities.

## The Milwaukee Citizens Conference on Planning

Flavel Shurtleff, who has organized planning conferences for thirty-five years, declared at the Citizens Conference on Planning, held in Milwaukee, April 28 to 30 that the opening session was the most effective of any in his experience.

The sessions were opened by a gracefully phrased welcome by Mayor Bohn of Milwaukee and a response from Harland Bartholomew, Vice President of the APCA. The significant addresses at the first session were "Metropolitan Government" by Kenneth P. Vinsel; "State Laws for Subdivision Plats" by J. M. Albers; "Consolidation of County and City Planning" by Gordon Whitnall and "County Planning" by Charles W. Eliot.

Mr. Vinsel pointed out that one-third of the forty largest cities in the U. S. lost population to surrounding areas from 1930-40, but in the same period only two of the forty largest

metropolitan areas decreased in population. He advocated the unification of the metropolitan area under one government. Mr. Albers made the claim that the Wisconsin statutes on government land subdivision have actually had a strong influence in raising the standards of lay-outs throughout the State, especially in those areas where there are no city or county plans. Mr. Eliot, now of California, outlined four examples of county planning on the west coast and declared that planning to be effective must be positive, democratic, cooperative and national as well as local.

Urban Redevelopment was discussed by Newton C. Farr at the luncheon meeting on the first day and also at a Round Table panel consisting of Frank W. Herring, Paul Oppermann, and Howard J. Tobin, and by Gen. Grant, who discussed the subject in relation to the Federal City.



Leslie Williams conducted a good session on Transportation, in which were included papers on "Urban Express Highways" by George F. Emery; "Parking" by Perry Anderson; "Mass Transportation" by R. N. Graham, and "Legal and Administrative Aspects of Urban Highway Problems" by Dr. David R. Levin. Mr. Emery made the plea that expressways be fitted into the community plan, neither dominating the plan nor being unduly subordinated to it. Mr. Graham, President of the Youngstown Municipal Railway Co. of Youngstown, Ohio, estimated that the local transit industry sold about half a billion dollars worth of rides to more than 20 million people last year. The 80,000 vehicles—52,500 motor buses, 4,000 trolley coaches, and 25,250 street cars—used less than 20 percent of the total street mileage in American cities. Dr. Levin declared that an efficient highway transportation system is one of the great public needs of today. The task of building and improving the urban expressway and terminal facilities involves a long-term investment in mobility, safety and better living conditions. But these improvements must be related to a coordinated transportation system and to the larger scheme of planned land use for the entire urbanized community.

Zoning was discussed by Col. Lawrence V. Sheridan and by a well-attended Round Table panel consisting of Flavel Shurtleff, Earl O. Mills, Gordon Whitnall, S. Herbert Hare and Col. Sheridan. Col. Sheridan pointed out that the greatest foe of sound, intelligent zoning is

that vague but ever-present element known as human selfishness. It is after zoning has been adopted and the applications for variances pour in that the Board of Zoning Appeals needs fortitude and courage to make absolutely impartial decisions.

Citizen Participation in Planning came in for a full evening's session, with papers by W. M. Cotton, "Enlisting Citizen Interest and Action for Planning"; Robert Kingery, "Planning Accomplishments Through Official Cooperation"; and Hon. Vincent J. Murphy, "A Mayor's Committee." Mr. Cotton, who is Director of Community Relations of the National Cash Register Company at Dayton, Ohio, told how Dayton made its plans and enlisted the citizens' interest. He spoke decisively against secretiveness in making plans. He believes in citizen observation, though he recognizes that planning requires technical training and experience. For the postwar planning projects, the voters approved a twenty-million-dollar program by from 65 to 80 percent of the votes cast on the various classes of improvements. Mr. Kingery declared that public officials are not different from citizens. In fact, they are citizens. Elected officials are citizens who have successfully passed the test of special approval of their fellow citizens. Appointed public officials to carry out specific and legally prescribed duties also are citizens. We like to remember that the Chicago Regional Planning Association, working in three different States and 15 counties, serves more than 250 communities. Mayor Mur-

phy of Newark, N. J., said that American cities are suffering from physical ills and an obsolete system of government. With 58 percent of our people living in urban communities, we are still subject to the Colonial system of county government. Our state legislatures are dominated by rural representation. Newark contains more than ten percent of the population of the State of New Jersey, and yet does not have one single direct representative in the State Legislature—the body which makes the laws by which the people of New Jersey are governed. He said that the salvation lies in careful and comprehensive city planning. He prepared the ordinance to create the Newark Planning Board in 1943 and stated that the Master Plan is now completed. He appointed a Citizens Advisory or Mayor's Committee of about 250 public-spirited men and women to work as counselors to the Planning Board. This Master Plan has been devised as a plan of the future city by the citizens of the present city and for the over-all benefit of the entire city.

Philip Elwood's panel on University Courses for Planning, in which he was ably assisted by H. O. Whittemore, Harold Lautner and Karl B. Lohmann, resulted in resolutions adopted at the Members Meeting of the APCA and with other resolutions conclude this account of the Conference.

Russell Black, ably assisted by Joshua H. Vogel, Charles W. Eliot and Cyril McK. Henderson, conducted a popular Round Table on the Planning of Small Towns.

The ever-present problem of Ur-

ban Parking was discussed by Perry Anderson of the Milwaukee Downtown Association, Russell H. Riley and George C. Hayward.

Maj. Gen. Philip B. Fleming, Federal Works Administrator, told of the diverse services for urban public works in the Public Roads Administration, Public Buildings and the Bureau of Community Facilities, the latter in danger because of curtailed appropriations.

Harland Bartholomew presented the results of a scholarly study on urban land uses. H. Evert Kincaid outlined the Chicago plan for neighborhood units and explained that in the formulation of the Comprehensive Plan of Chicago, the neighborhood has been selected as the basic planning unit for the development and redevelopment of a better Chicago. The Plan Commission, supported by Chicago's Mayor and its elected and appointed officials, is convinced that successful planning and the execution of plans can only be done at the neighborhood level and at the will of the people.

Milwaukee can be proud of its session which was presented effectively by officials of the city of Milwaukee. Elmer Krieger declared that in adopting the Master Plan, the Planning Commission of Milwaukee is accepting its role as a coordinating, policy-suggesting agency. In adopting and carrying out the Master Plan, the city departs from the piece-meal planning of the past, but the adoption of the plan is the beginning and not the end. Eugene A. Howard recalled that the Milwaukee County Planning Department started to

function on March 15, 1924. At the outset, four major types of planning were undertaken—land use control through zoning, establishment of a system of highways, development of a park and recreational system and subdivision control. Ray E. Behrens explained that in June 1946, the Milwaukee County Park Commission, acting as the rural planning board, instructed the Milwaukee County Regional Planning Department to prepare a Master Plan for the areas of Milwaukee County beyond the limits of the City of Milwaukee. The Commission expects to adopt a park and parkway master plan to serve as a guide for future acquisition; to indicate the major and secondary highways which have generally been adopted by official ordinance; land-use proposals for the unincorporated areas are recommended for adoption by the County Board and respective towns, following proper action and hearings. Alvin C. Bromm, Director of Planning for Milwaukee, spoke on Milwaukee's Long Term Permanent Improvement Program.

The Conference closed with a challenging session on Putting the Plan Into Effect, presided over by T. Ledyard Blakeman. Paul Oppermann, discussing "What We Need in Planning Law," also talked about what else we need. He said that about 40 States have city planning enabling acts and all of the 48 States have zoning powers applying to their urban communities. County zoning is permitted in perhaps one third of the States. Ten or 12 States give their cities and counties power to combine their planning

activities under a regional planning commission. The country knows that it must plan. It has taken many a hard struggle to get planning powers written into Federal, state and local statutes and charters. We have learned, said Mr. Oppermann, that unless people take a hand in the planning and building of their communities, all this business of legislation will be a dead letter. It is the people who make the laws and the people who make laws work for them. C. Dwight Wood of Lansing, Michigan, asked the question, What Can Cities Afford? He admitted that cities today are in difficult straits regarding their original investment. Billions of dollars worth of real values have been destroyed by decay. Cities have tried to derive great returns from this dwindling stock pile. He estimated that the cost of making a city plan ran from 25 cents to one dollar per capita. But depreciating slums are costing cities far more than this. In the end, good planning pays substantial returns on the investment. Robert B. Mitchell, Executive Director of the Philadelphia City Planning Commission, discussed Planning Administration.

Scores of verbal commendations have been made on the Milwaukee Conference; but a few of our delegates have been rash enough to commit themselves to writing. We quote from some of their letters: HARLAND BARTHOLOMEW: I am still receiving commendatory statements on the fine program and fine spirit of the conference in Milwaukee. LEE J. NINDE: The conference in Milwaukee could not have been better.

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H. EVERT KINCAID: Those who attended your conference in Milwaukee got a great deal out of your program and thoroughly enjoyed the meetings.

H. O. WHITTEMORE: I think it was one of the best planning conferences I have attended. I have talked to two or three who were there and they agreed with me in that sentiment.

ARTHUR STELLHORN: I would like to express my personal satisfaction over the program of the convention.

EUGENE A. HOWARD: We have heard nothing but appreciative comments about the conference and I think it was well liked by those from out-of-town. I know that it was helpful to those from Milwaukee who attended the sessions.

J. M. ALBERS: I would go Mr. Shurtleff one better and say that I think the whole convention was one of the most interesting and informative that I have attended. I liked the informal atmosphere and the many earnest people that I met.

Resolutions recommended by the Citizens Conference on Planning were adopted at the meeting of APCA members as follows:

### RESOLUTIONS

That the APCA advocate the re-establishment in the Federal Government of a National Planning Agency, since the progress of city, county, regional and state planning is necessarily related to and affected by the planning policies, projects and fiscal program of the Federal Government.

That in view of the fact that the legislative authority and appropriation of the Bureau of Community Facilities of the Federal

Works Agency to continue to advance planning assistance to communities and States will expire June 30, 1947, the APCA go on record in favor of the continuance of the advance planning services now being rendered by this Bureau of the FWA.

That the Board and staff of the APCA makes available, upon request, from materials already in the files of the Association, and from additional information, local and nation-wide examples and experiences as to how the average citizen has participated, or can take personal part, in community planning.

It is further recommended that the staff concentrate on collecting such additional information as may be obtained on this important subject and that attention be given to the furnishing of bibliographies and other records of useful citizen participation. This may be done through a special committee or committees appointed at the discretion of the Board.

That the APCA urge that planning instruction be integrated into the grade schools through research and reoriented textbooks and simple laboratory exercises on local problems and needs.

That all universities be urged to provide general, inspirational and popular courses on planning.

That the APCA write, or cause to be written, a planning primer and/or illustrated leaflets to be used in grade and high schools for instruction of both teachers and pupils.

That a complete prospectus be prepared on the great need for the education of future citizens to be

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presented to the Ford or other Foundation for financing.

That the Citizens Conference on Planning expresses its appreciation of the devoted service and excellent arrangements of the Milwaukee Sponsoring Committee, its officers and chairmen of special committees and to Maynard W. Meyer who, as Secretary of the Sponsoring Committee, carried the continuing responsibility of all the many services which go to make a successful conference; acknowledges the gracious cooperation of Mayor Bohn in proclaiming the week of April 27th as City Planning Week in Milwaukee and in extending personally the official welcome to the Conference; the Conference further acknowledges the hospitality of the Host City and commends the itinerary and printed and oral explanations which directed attention to the accomplishments

and proposed plans on the Milwaukee region of the Tour which was such an enjoyable feature of the Conference; that the Conference thanks the Rotary Club for the opportunity to present a planning subject in the address before the large audience at the Joint Luncheon; commends the Exhibit which added to the interest and value of the meeting; extends to the Milwaukee *Journal* and *Sentinel* grateful thanks for the excellent coverage of the sessions and the generous space accorded Conference news; extends sincere thanks to speakers and the many participants in the program; the Conference especially appreciates the attendance of students from the University of Wisconsin and thanks the school authorities of Milwaukee for bringing to the Conference sessions some hundred high school students.

## Strictly Personal

V. B. Stanbery has resigned as chief of the technical staff of the California Reconstruction and Re-employment Commission and is now economic analyst for western States in the Regional and Area Development Program of the U. S. Department of Commerce at San Francisco.

Charles E. Peterson, landscape architect at the Jefferson National Expansion Memorial in St. Louis, is the first president of the St. Louis Historical Documents Foundation which has been organized to publish a history of the earliest attempts to reach the Pacific Ocean from St. Louis.

Walton R. L. Taylor, until recently the executive secretary of the Citizens Planning Association of Cincinnati, has joined the staff of the Cincinnati Bureau of Governmental Research.

Coleman Woodbury, former assistant administrator of the National Housing Agency, and more recently with the University of Wisconsin, has been appointed executive director of the National Association of Housing Officials.

S. D. Currier, formerly with the Bergen County Planning Board at

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Hackensack, New Jersey, is now Executive Director of the Regional Planning Board of Dade County, at Miami, Florida.

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Howard K. Menhinick accepted the award of the Citation of the American Institute of Architects at the AIA Convention at Grand Rapids, April 29, 1947, on behalf of the Tennessee Valley Authority for distinguished achievement in planning. The citation states "We honor a group of individuals who have achieved, by their coordinated effort, what no individual could ever achieve." In his acceptance statement, Mr. Menhinick pointed out that the many different professions which have made noteworthy contributions to the development of the Valley include architects, planners, engineers, agriculturalists, conservationists, chemists, doctors, economists, and public administrators.

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Chauncey J. Hamlin, president of the Buffalo Museum of Science, received on April 4 at the Greek Embassy in Washington, the Diploma and Insignia of Commander of the Order of King George I.

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Dr. J. Horace McFarland is "written up" in the May issue of *Better Homes and Gardens*, under the title, "70 Years a Crusader," illustrated with a fine technicolor picture of Dr. McFarland at his plant in Harrisburg. A good and inspiring article!

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Charles Phelps Taft, son of President William Howard Taft and

brother of Senator Taft, has accepted membership on the Concessions Advisory Group of the National Park Service to represent the interests of the general public.

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Louis P. Croft of Manila, Philippines, reports that the preliminary plans for the central portion of Manila have been completed by the staff of the Planning Commission. In a recent letter, Mr. Croft says that he had been in Baguio and met with the local planning board there. This resort mountain city began in 1905 with a splendid plan of Burnham's which requires only minor alterations and expansion. The next major task is Cebu, followed by Iloilo, Davao and Zamboanga.

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A. P. Giannini, long a member of the Board of Directors of the APCA and now a member of the Advisory Council, is the subject of a biography, "Giannini, Giant in the West," a new volume by Julian Aana, California author.

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At the expiration on April 30 of his appointment as a member of the National Capital Park and Planning Commission to succeed William Adams Delano, Mr. Clarence C. Zantzinger does not desire reappointment on account of the pressure of business and ill health.

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Edward B. Ballard has been engaged by the State of Maryland to take charge of State Park development.

## Progress in Billboard Regulation

EDITOR'S NOTE: This article, called to our attention by Dr. L. F. Schmeckebier, was originally published in the *Daily Record*, April 29, 1947, Baltimore, Md. The author is Bethune Jones.

Stricter regulation of outdoor advertising is being sought in a number of States.

In the most far-reaching action yet taken by any State in this direction, the Massachusetts Outdoor Advertising Authority issued a ruling in March prohibiting the erection of new outdoor advertising billboards in open country or residential areas of the State. Expressing belief that it was the first State in the Nation to make such a ruling, the authority said that new billboards in Massachusetts hereafter will be permitted only in the State's business areas.

Meanwhile, bills to impose new curbs on outdoor advertising have been introduced in a number of 1947 State legislative sessions throughout the country. While such proposals were common before the war, the current year's legislative sessions mark the first postwar revival of broad interest in the issue.

A bill introduced in the Wisconsin legislature by the House committee on State affairs would prohibit erecting roadside advertising signs, guides or markers on any public highway outside the limits of a municipality. Also introduced in the Wisconsin lawmill was a bill to tax outdoor advertising "where conducted as a business." The measure proposed a tax not to exceed 5 cents a square foot annually, to be assessed and collected by

local units of government. The bill would not apply to outdoor advertising on the premises of a business it advertised.

Maine's House of Representatives recently approved a bill which would ban advertising billboards within 500 feet of all highways in the State. As originally introduced, the bill barred billboards from being erected within 500 feet of turnpikes, but the House accepted an amendment to change "turnpikes" to "highways." The bill, which had not yet been acted upon by the State Senate at this writing, would exempt advertising signs erected on property in connection with a business conducted thereon.

Under existing Maine law, billboards are banned within 50 feet of highways and 300 feet of the intersection of two highways. In advocating the more stringent regulatory proposals, Rep. Edward E. Chase, Cape Elizabeth Republican and a former president of the New England Council, declared that while Maine was spending money to develop the State's recreational and tourist business, it was "permitting our highways to be cluttered up with billboards."

Pending at this writing in the New Hampshire legislature was a bill under which no roadside advertising sign would be allowed over five by six feet in size or more than seven feet high. All signs would have to be 50 feet from the road. The State highway department would be authorized to collect 25 cents per square foot for issuing per-

mits for signs, with the fees to be used to cover the cost of regulating all roadside advertising.

Billboard advertising both outside and within city limits would be subject to new stringent curbs under a bill introduced in the Vermont legislature by the House Conserva-

tion and Developing Committee. At a hearing on the proposal, Arthur Hawkins, president and general manager of the Vermont Advertising Company, said the measure would eliminate between 80 and 90 per cent of all existing billboards and advertising signs in the State.

## Recent Court Decisions

Compiled by FLAVEL SHURTLEFF, New York, N. Y.

### URBAN REDEVELOPMENT

The Illinois Supreme Court has again upheld the constitutionality of a redevelopment or slum clearance law. The City of Chicago, acting under a law approved in 1945 which added sections on slum clearance to the Cities and Villages Act, authorized a five-million-dollar bond issue, and this was approved at a special election by a majority of the voters. This court proceeding was based on the alleged invalidity of the law.

The court held that redevelopment affects the entire community, consequently the purpose is public and this purpose is not changed by a leasing of the property after redevelopment to a private tenant for a private use. The earlier case—*Zurn v. Chicago*, 59 N.E. 2nd, p. 18—upheld a similar law, reversing a lower court's decision.

*People ex rel. Tuohy, State's Attorney v. City of Chicago*. Supreme Court of Illinois 68 N. E. 2nd, p. 761, September 1946.

### *Nonconforming Use: Abandonment*

Premises were built and used for a private garage in 1932; were leased

as a public garage in 1933 and 1934; and from 1935 to 1946 were used as a storage place for automobile accessories and a delivery truck. The custom of the owner was to load the truck at the garage and sell from the truck to retail stores. The garage was locked at all other times and no sales were made from it. In 1937 a zoning ordinance was passed and the premises were put in a residential zone.

The use from 1935 on was held to be conforming and an abandonment of the nonconforming use (public garage). Consequently an application to operate as a public garage in 1946 was properly denied.

*Branch v. Powers*. Arkansas Supreme Court 197 S. W. 2nd, p. 928, December 1946.

### *Accessory Use*

Where a barn was built on a separately numbered lot from Fisher's house, but this lot and other contiguous lots owned by Fisher were all enclosed by a fence, the barn was accessory to the house as being on the same lot.

*Appeal of Fisher*. Supreme Court of Pennsylvania 49 Atl. 2nd, p. 626, November 1946.



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And in a zone which permits a high school, a stadium is also permitted as an accessory use.

Board of Education of Louisville v. Klein. Kentucky Court of Appeals 197 S. W. 2nd, p. 427, November 1946.

### Variances

Board of Appeals was warranted in granting a variance to allow the operation of a riding school and stable in Residence A zone. The property was a large acreage occupied with buildings more than one hundred years old and with no modern improvements. This condition was found to be unique; the place would not yield a reasonable return if used for residence; the change would not "alter the essential character of the neighborhood."

Banister (Mayor) v. Board of Appeals of Village of East Hampton. Supreme Court of New York. 65 New York Supp. p. 15, August 1946.

And where the owner of premises would be deprived of *any practical economic use* of his property, the Board of Appeals abused its discretion in refusing a variance for a business use. Here the lot was entirely isolated from residential uses and its access was cut off to residential street by the grade of

the land, and it was otherwise surrounded by business uses and the railroad.

Schaible v. Board of Adjustment of Millburn, N. J. New Jersey Supreme Court 49 Atl. 2nd, p. 50, September 1946.

### Illegal Revocation of Permit

Pendleton secured a building permit for an addition to a single-family residence, and after he had spent \$1000-\$1500 in construction, the permit was revoked by the City Council because of suspicion that the house was to be used for two families in violation of the zoning regulations.

The city was enjoined from interfering with the construction on the ground that Pendleton had a property right which should be protected and that there was no question of danger to health, comfort or safety of public or the people in the immediate neighborhood.

Pendleton v. City of Columbia, South Carolina Supreme Court 40 So. E. 2nd, p. 499, November 1946.

*Note.* If this decision can be cited as supporting the *use* of the property for two families, a single-family residence requirement would appear to be futile.

## Merger of AIP and CIP

One of the interesting developments of the well-attended Regional Meeting of the American Institute of Planners, held at Milwaukee on Sunday, April 27, was the unanimous vote to recommend to the Board of Governors the merger of the California Planning Institute and the American Institute of Planners. The Board of Governors, meeting at Cincinnati, voted to complete the merger on terms satisfactory to the California Institute, under which, after the first of the year, the CIP will become the California Chapter of the American Institute of Planners. Charles W. Eliot and Mr. and

Mrs. Gordon Whitnall of California were present at the Milwaukee meeting.

Another significant action at the Milwaukee meeting was the decision to form a chapter of the Institute centering around Chicago and Milwaukee.

All this in addition to a very interesting program on Indiana Urban Redevelopment, described by Col. Lawrence V. Sheridan.

The credit for arranging the Institute meeting goes to H. Evert Kincaid, Executive Director of the Chicago Plan Commission.

## California Planners Institute Meetings and Magazine

A meeting of the California Planners Institute for May 17 at Arrowhead Springs was announced in the May "Perspective," the excellent mimeographed organ of the Institute. James M. Campbell, this year's president, has drawn around him a group of active workers on committees. Among the names familiar throughout the country are Charles Bennett, Milton Breivogel, Charles Diggs, Si Eisner, Bryant Hall, Pat Hetherton, Herbert Jaqueth, Everett Mansur, John Marr, Wallace Penfield, Glen Rick, Werner Ruchti, L. Deming Tilton, Gordon Whitnall and others. Mary Robinson Gilkey of San Rafael is Secretary-Treasurer.

A recent issue of "Perspectives" also announced that the Oakland City Planning Commission, with the aid of Harland Bartholomew and Associates, is at work on several elements of its master plan, scheduled for completion in August. In another recent issue John Marr, Director of Planning in Oakland, described and explained the plans developed for the Civic Center of Oakland by the City Planning Commission, a local board of consulting architects, and Earl O. Mills. The Civic Center will be located at the lower end of picturesque Lake Merritt, and, marvelous to relate, parking space for 2,000 cars will be provided.

# National Council Formed to Aid Historic Preservation

On April 15, 1947, the National Council for Historic Sites and Buildings and its subsidiary, the National Trust for Historic Preservation in the United States, were formed by a group of delegates of national societies and organizations at the National Gallery of Art, Washington, D. C. A wide variety of interest was represented at the meeting of archaeologists, architects, anthropologists, city planners, museum executives, geographers, historians, archivists and antiquarians, all keen to further the cause of historical preservation.

The organization of the Council was based upon preliminary plans worked out at an informal meeting of representatives of the charter organizations on February 5, including Horace M. Albright, President of the American Planning and Civic Association; Dr. C. C. Crittenden, Chairman, North Carolina Department of Archives and History; Mr. James E. Edmunds, Jr., President, American Institute of Architects; Dr. David E. Finley, President, American Association of Museums; Dr. Guy Stanton Ford, Executive Secretary American Historical Association; Dr. Ronald F. Lee, Chief Historian, National Park Service; Dr. Waldo G. Leland, Chairman, Advisory Board on National Parks, Historic Sites, Buildings and Monuments; Judge Edwin O. Lewis, Chairman, Philadelphia National Shrines Park Commission; Mr. George McAneny, President, American Scenic and Historic Pres-

ervation Society and Mr. John Walker, Chief Curator, National Gallery of Art. The consensus of opinion expressed by this group recognized the urgent and nationwide need for an awakened public sentiment for the preservation of the historical and architectural heritage of the United States.

The organizations which were instrumental in forming the Council, include The American Planning and Civic Association, American Institute of Architects, American Scenic and Historic Preservation Society; Society for American Archaeologists; American Anthropological Association; American Association for State and Local History; American Association of Museums; Archaeological Institute of America; American Historical Association; Society for the Preservation of New England Antiquities; Mississippi Valley Historical Association; Southern Historical Association; Pacific Coast Branch of the American Historical Association and National Geographic Society. Bylaws were adopted which provided for the election of members at large by the Council on nomination of the executive board of the Council. Ex officio members will be government officials or representatives of the Librarian of Congress; the Secretary of the Smithsonian Institution; the Director of the National Park Service; the Archivist of the U. S.; the Director of the National Gallery of Art; and Chairman of the National Commission

of Fine Arts.

Temporary officers elected to serve until the final organization are: President, Maj. Gen. U. S. Grant, 3d, U.S.A. Rtd.; Chairman of the Board, George McAneny of New York; Vice-President, Kenneth Chorley, Colonial Williamsburg, Inc.; Executive Vice-President, Mrs. Dwight Davis, Washington, D. C.; Secretary, Dr. Ronald F. Lee, Chief Historian, National Park Service; Treasurer, Robert Garrett, Baltimore; other members of the executive board are Dr. David E. Finley, Dr. Waldo G. Leland, James R. Edmunds, Jr. and Dr. Guy Stanton Ford.

The Council's objects, as stated in the by-laws, are: "to further the preservation, study and interpretation, for the public benefit, of historic sites, and buildings situated in the United States and its possessions and significant for American history and culture." The purposes of the National Trust are "to receive monies by gift, endowment or bequest . . . to be applied to the acquisition, maintenance and interpretation of buildings or sites of historic importance, either directly or in conjunction with a designated appropriate body for historic preservation. . . ."

The Council is in no way under Federal control, but will be a free-functioning agency and can help or receive help from any branch of the Government engaged in preservation work. In some respects the National Trust will resemble Britain's organization of the same name.

The Council will in no way supersede any regional body formed for preservation work or any local historical society. Rather, it will act as a coördinating agency, ready with financial help to local bodies in emergencies, or with advice needed, or to act on its own initiative where no local responsibility is in existence. The Charter of the Trust will enable it to hold and administer or to dispose of any property it takes over. The thought was expressed that it is impossible to preserve all the historic spots in this country and therefore, the Council's efforts and also the activity of the National Trust will be directed towards saving those of outstanding national interest and importance, threatened with destruction.



As a part of this summary of the establishment of the Council, we are privileged to publish the statement delivered at the meeting by the distinguished historian, Dr. Thomas Jefferson Wertenbaker, who will retire in June from Princeton University, where he has been teaching since 1910 and since 1925 has been Edwards Professor of American History. Dr. Wertenbaker is currently serving as president of the American Historical Association. It has been announced that Dr. Wertenbaker will take up residence in Williamsburg in September to work on a history of Colonial Williamsburg. He had been a consultant to the Restoration since its beginning.

# The Importance of Preserving Historic Sites and Buildings

By Prof. THOMAS JFFERSON WERTENBAKER, Dept. of History,  
Princeton University

Historians throughout the ages have given personal testimony to the aid they have derived from historic sites and buildings. Herodotus thought it worth his time to visit the various countries which were the scenes of his narratives, not only to question persons and examine records, but to view for himself the palaces and temples and rivers and battlefields which were the stage on which his characters moved.

Carlyle, when writing his *Life of Frederick II*, dropped his pen for several months, in 1857, to go to the continent and wander over the battlefields, so that he could see for himself in what ways the hills, or streams, or woods shaped the character of the fighting.

Before our own Francis Parkman wrote some of his vivid books, he felt it necessary to visit the scenes of the events he wished to describe, even though his ill health made this a painful and exacting task. "Faithfulness to the truth of history," he tells us, "involves far more than a research, however patient and scrupulous, into special facts. The narrator must seek to imbue himself with the life and spirit of the times." In his later years it was a lasting distress for Parkman, that so much of what he considered vital in our great West as he knew it had been destroyed—the vast forests, the herds of buffalo, the frontier cabins, etc.

May I be pardoned if I mention my own experience? Several years ago I undertook to write a brief history of the Battle of Princeton. I had proceeded but a short way when I discovered that it was necessary for me to get out on the battlefield. After retracing the ground covered by Washington's men and Mawhood's regiments, I came to the conclusion that I could never have understood this small but vital engagement had I not examined the topography, with its hills and depressions, its wooded areas and its farmhouses.

My friend, Mr. George McAneny, whose personal efforts, seconded by the National Park Service, the American Scenic and Historic Preservation Society, the State of New Jersey, and generous donors, saved this site for the American Nation, has prevented the destruction of a priceless historical document. And I am certain that other battle sites are equally important for the understanding of our history, and that we will never regain what has been lost by having built over the sites of Bunker Hill, the Battle of Long Island, and other battlefields.

It is often said that if old buildings could speak what interesting tales they would tell. But do they not speak, do they not tell interesting tales? At Williamsburg, the Governor's Palace, the Capitol, the Wren Building, the Wythe House, the Raleigh Tavern, the

charming cottages that line the Duke of Gloucester Street, all throw a revealing light upon the character, the type of life, the economy, the tastes, the mentality of the men who occupied them two centuries ago.

At Princeton, my colleague, Dr. Julian Boyd, is gathering the vast collection of the writing of Thomas Jefferson. He thinks, and I am sure that every historian will agree with him, that each document which he adds to this collection is a treasure of American history. Yet, there are other documents which are revealing of Jefferson's mentality and character which cannot be tucked away in a file—his beloved Monticello, the lawn of the University of Virginia, the Capitol building at Richmond. Should any one of these happen to burn, a part of Thomas Jefferson would be lost to us forever.

Is it not true that the partial

wrecking of the Parthenon and the taking of stones from Hadrian's Wall were blows to our knowledge of the past? Is it not equally true that the work which the late Professor Shear and others have done in the partial restoration of the Agora in Athens has thrown a welcome light on Greek history?

I think this point needs no further elucidation. To any historian the fact that historic sites and buildings are important sources of information for their work is so obvious that they would be startled if anyone questioned it. So in conclusion, may I, in behalf of my fellow American historians, take this opportunity of thanking the National Park Service, the American Scenic and Historic Preservation Society, and other organizations for their invaluable service in preserving so many of the physical evidences of the Nation's history.

## Are We Neglecting Our Historic Heritage?

EDITOR'S NOTE:—Excerpts from a talk delivered by Dr. Ronald F. Lee, Chief Historian, National Park Service, before a meeting of the American Planning and Civic Association, Washington, D. C., April 1, 1947. The full text of this paper will be printed in the American Planning and Civic Annual.

The phrase, "peace has broken out with great violence" impresses me as a peculiarly apt description of what is happening to our national and historic resources in the United States in this postwar period. The problem is all one, for historic sites and buildings are affected by the same forces that are attacking wilderness areas. The same pent-up demand for public and private construction which is causing pressure to open the Olympic National Park

to the lumbering interests, is also marring the appearance of Gettysburg battlefield. The difference is that Gettysburg is on the receiving end. Within the past year tourist cabins have been constructed on private land, just outside the park, in the center of an inspiring panoramic view before the Eternal Light Peace Memorial. The same pressure on our diminishing supply of oil, that is delaying the establishment of the Cape Hatteras National Seashore in North Carolina, is also affecting the preservation of historic Natchez in Mississippi, one of the most attractive ante bellum towns

## *Planning and Civic Comment*

in the South. As the terminus of the Natchez Trace Parkway, the National Park Service has a serious interest in the future of old Natchez. During the war, Mississippi became the tenth oil-producing State in the Union. . . . The secondary effects on the preservation of the historic buildings and atmosphere of the town are already painfully apparent.

Unfortunately, historic sites and structures are peculiarly exposed to the postwar pressures crowding around so many of our communities . . . Then, too, most historical areas are situated in the heavily settled portions of the country. Unlike some scenic areas, which by their very remoteness and isolation receive a certain negative protection, historical areas are subject to all the pressures of traffic and construction that population centers bring with them. Just now, for example, there is a grave possibility that a high level bridge will be constructed across the York River at Yorktown Battlefield. This bridge, if built according to plans, will tower high above the village of Yorktown and the surrounding fields. Its center supports, rising perhaps 330 feet above the water, will loom higher than the Victory Monument. If executed, the entire project will seriously mar the national shrine where in 1781 the British finally surrendered and our national independence was won.

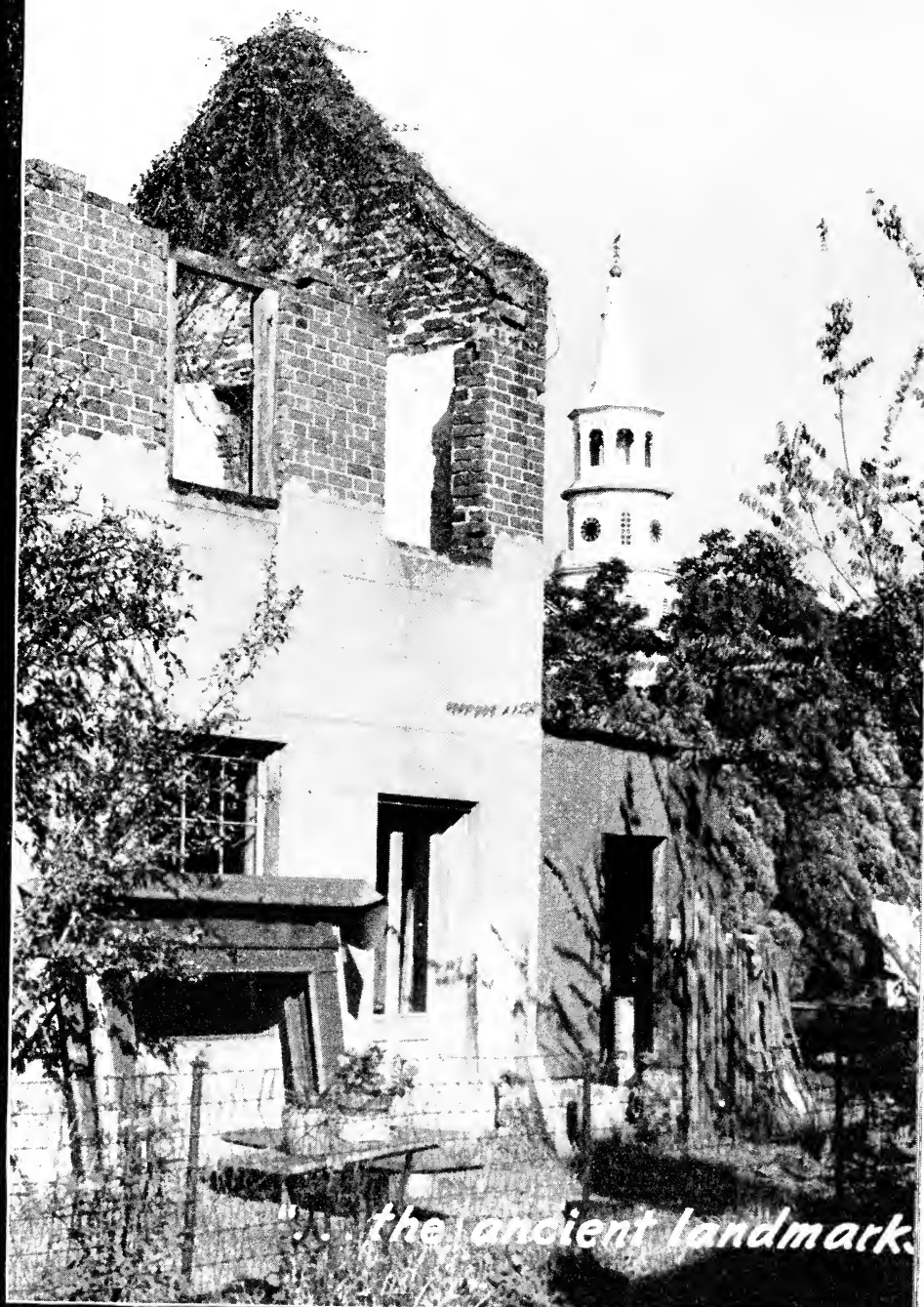
It should be remembered, too,

that historic sites and buildings are constructed for the most part of fragile materials, of perishable brick and wood. For this reason many of them have already been lost to us. Those that remain need most careful protection if we are to pass them on, unimpaired, to future generations. . . .

Fortunately the people of the United States are awakening to the value of preserving historic and prehistoric sites and buildings. It is beginning to be fully recognized that they constitute a basic scientific record of our history and culture which must be preserved and studied if we are to understand ourselves. . .

The United States was fortunately spared the bombings which ravaged so much of the cultural heritage of Europe and Asia. But the slower processes of peacetime change, though less spectacular, can be as ultimately destructive as war. During this postwar period, the forces of change and encroachment are pressing upon the historic and prehistoric resources of the U. S. with peculiar insistency. The most vigorous efforts of all of us will be required during the coming months and years if extremely serious losses are to be prevented. Unless such efforts are made, it is entirely possible that it will be necessary for someone, 20 or 30 years hence, to issue a volume which may have to be called—"Lost Treasures of the United States."

The following pictorial section, was selected and arranged by Mr. Rogers W. Young, Historian, National Park Service in collaboration with Dr. Lee.



*... the ancient landmark.*

# PARKS



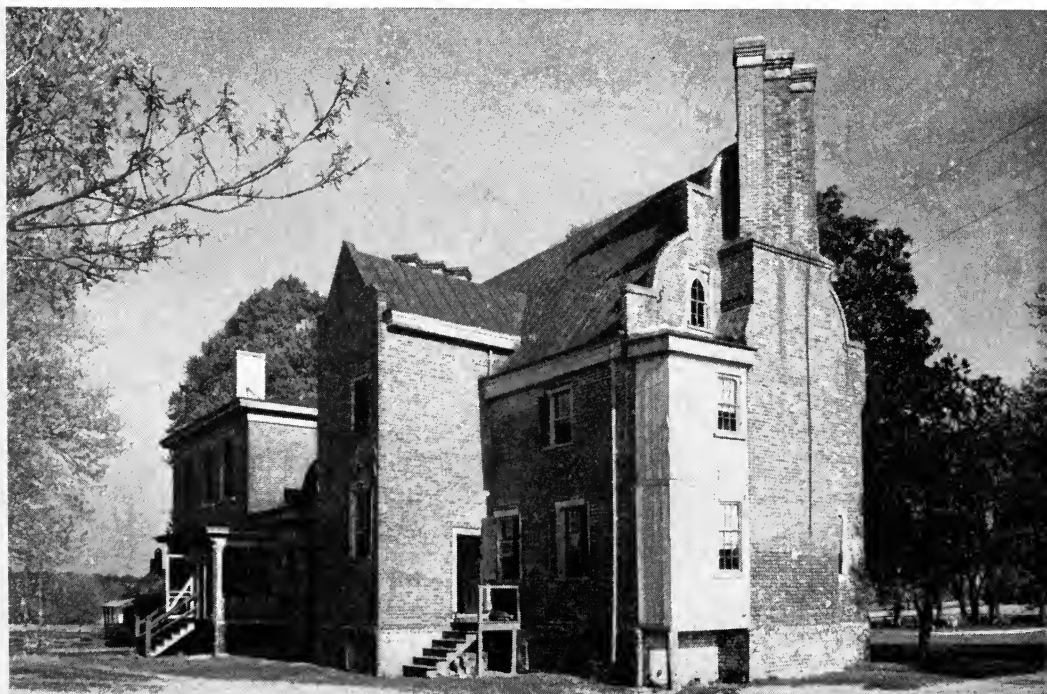
## ARE WE NEGLECTING OUR HISTORIC HERITAGE?

*Graphically representative of the present-day condition of many historic structures throughout the United States, the cover photograph is a view of buildings of architectural worth now crumbling into ruins in sight of Charleston's famed St. Michael's Church spire.*

—Courtesy, Carolina Art Association, Charleston.

*Below: Among notable houses in danger today is "Bacon's Castle," Surry County, Virginia, a unique example of a mid-seventeenth century mansion, which has had disfiguring modern alterations. Its future in private ownership is uncertain.*

—Historic American Buildings Survey, Library of Congress.



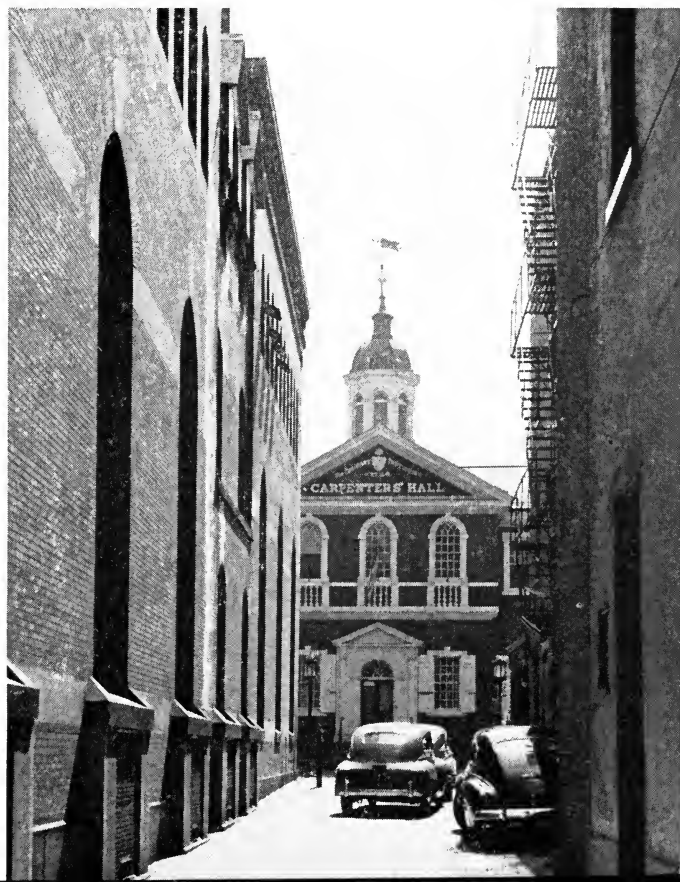


*Above: "Whitehall," a splendid example of classic-revival, mid-eighteenth century architecture, although now in sympathetic private hands, may be seriously affected by the expansion of the Naval Academy at Annapolis.*

—Historic American Buildings Survey.

*Right: Carpenters' Hall, one of the most interesting early eighteenth century public buildings in Philadelphia, was the meeting place of the First Continental Congress in 1774. The photograph vividly illustrates the close encroachment today of downtown business structures upon the historic buildings in the "Independence Hall" Square and environs.*

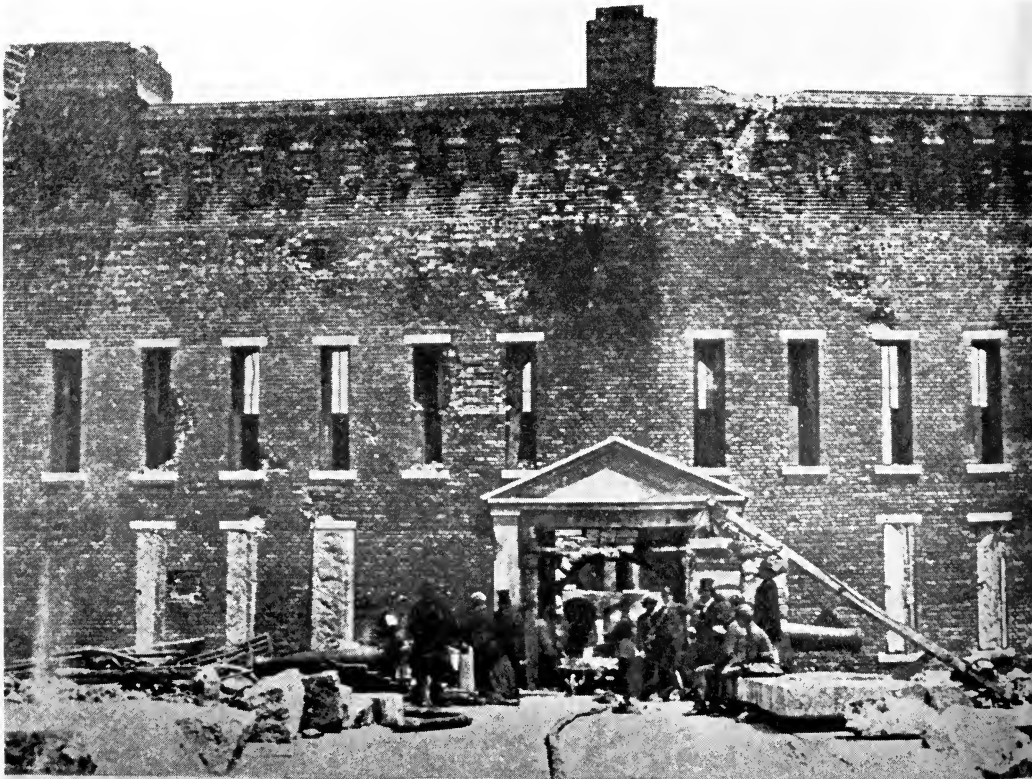
—Courtesy, Independence Hall Association. Photo by Hoedt Studios.



## FAMOUS BATTLEFIELDS AND FORTS ARE IN JEOPARDY—

*Below: This is a contemporary photograph of Fort Sumter, scene of the opening engagement of the Civil War and noted Confederate defense work of Charleston Harbor. The remains of this historic structure have recently been declared surplus by the War Department, and special Congressional legislation will be necessary to insure its preservation as a national historical monument.*

—Courtesy, The National Archives.

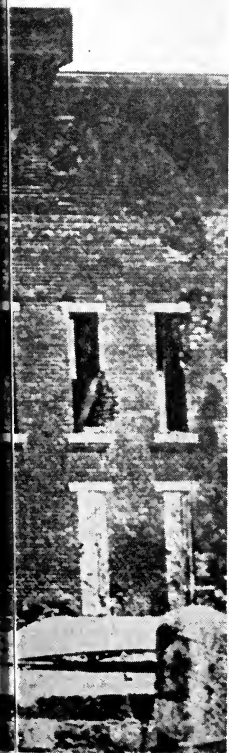


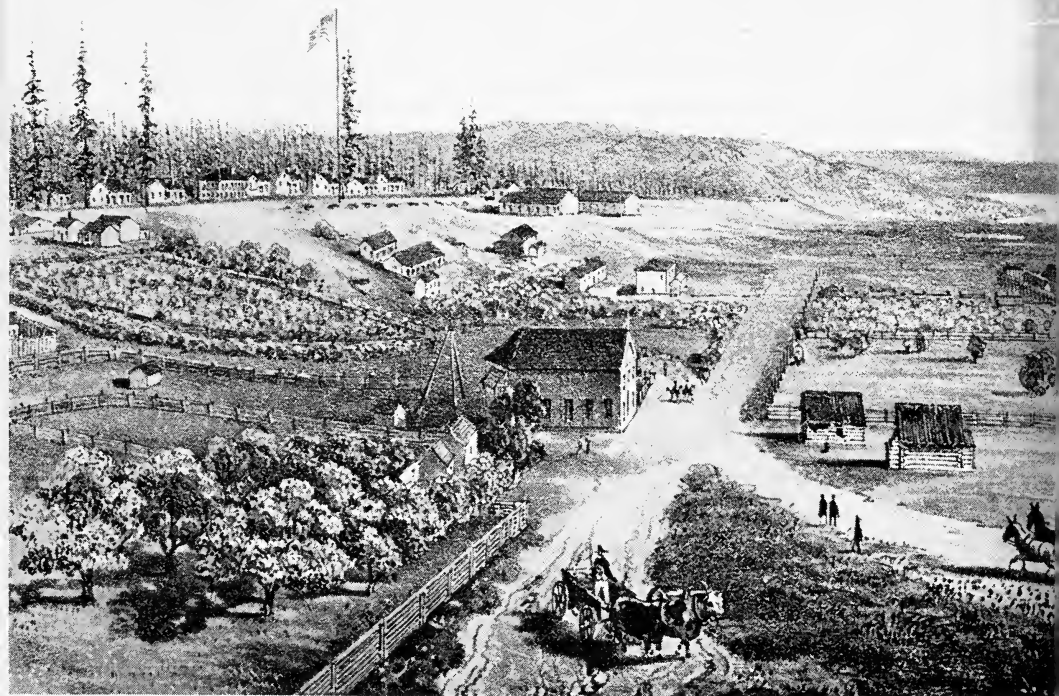
*Interior View of the* **GORGE OF FORT SUMTER** *on the 12th April 1861*



—Courtesy, Gettysburg National Military Park.

*Above: Striking evidence of the encroachment of post-war economic developments upon the boundaries of existing national historical areas is contained in this present-day scene at Gettysburg National Military Park. The view is southwestward from the Eternal Light Peace Memorial over the ground upon which occurred crucial fighting in the first of the 3-day battles, July 1–3, 1863. In the center of this significant area, at the right, during 1946 were built the Peace Light Tourist Cabins, which form a serious intrusion upon the historic scene.*





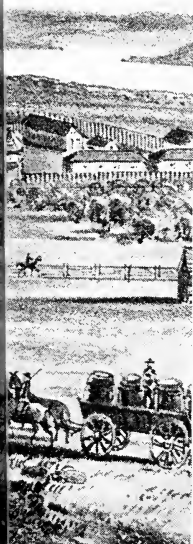
—Courtesy, The National Archives.

*Right: This is a view of Fort Snelling, Minnesota, in 1837. Established in 1819 for frontier defense in the Upper Northwest, the old U. S. Army post became the “nucleus of American civilization” in this region and was an important center of trade and settlement until 1859. Reoccupied during the Civil War, it was used continuously as a post until recently when it was transferred from the War Department to the Veterans Administration. Only part of the old post structures survive but their future status as an historical landmark are still to be determined.*





*Left: Fort Vancouver, Washington, as it appeared in 1853. One of the most significant historic and cultural sites in the Pacific Northwest, it was established as a Hudson's Bay Company trading post in 1825 and was first occupied as a U. S. Army post in 1848. Today, only the site of this old fort remains but the War Department has recently declared it surplus and special Congressional legislation will be necessary to preserve it as a national historical monument.*



—Courtesy, The National Archives.

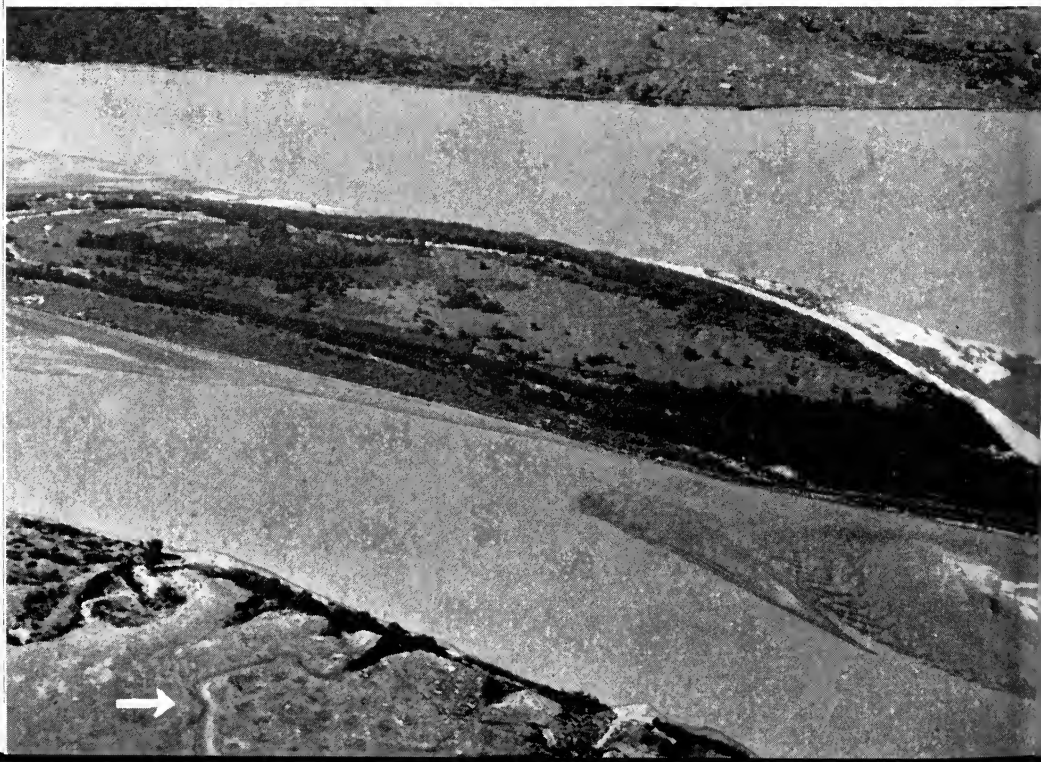


## ANCIENT INDIAN REMAINS MAY SOON BE FLOODED——

*Scores of huge flood control reservoirs now under construction on major rivers will inundate hundreds of important prehistoric Indian village sites. Archeological excavations, before these are covered, are necessary to salvage irreplaceable material.*

*Below: Airplane view of fortified Indian village site near the proposed Oahe Dam on the Missouri River in South Dakota. Arrow indicates outline of the prehistoric defense ditch enclosing house pits which will be inundated.*

Photos on these two pages are by courtesy, River Basin Surveys, Smithsonian Institution.





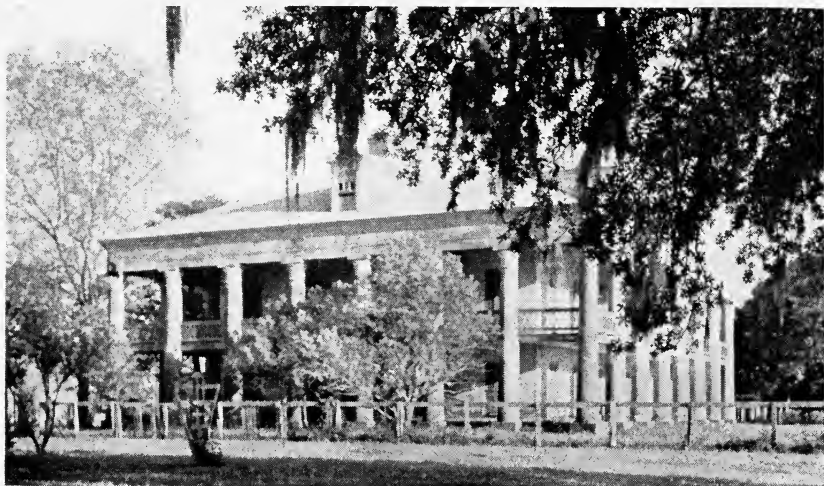
*Above: Indian pictographs of unknown age in Boysen Reservoir area, Wind River Valley, Wyoming, will be flooded when the dam, now under construction, is completed.*

*Right: Unique ear  
rings or ornaments taken  
from prehistoric occu-  
pation site near Carters-  
ville, Georgia, which,  
with many others, will be  
flooded when the Alla-  
mona Dam is completed.*





THROUGH NEGLECT MANY  
STRUCTURES HAVE BEEN LOST —



*Before and after views of the Uncle Sam Plantation House in the vicinity of Convent, Louisiana. This magnificent, mid-nineteenth century, veranda-type mansion of the Greek Revival period fell into serious neglect and was finally demolished in 1940.*

—Photos on these two pages are by courtesy, Historic American Buildings Survey.





*While the soul of the old structure on the preceding page was, at least, left quietly at peace, the photographs on this page illustrate the utmost in desecration of a typical, early nineteenth century, ship captain's mansion in Portsmouth, New Hampshire. These views show the Captain Barnes House as it appeared in 1936 and its remains in 1937 after conversion into a gasoline station.*



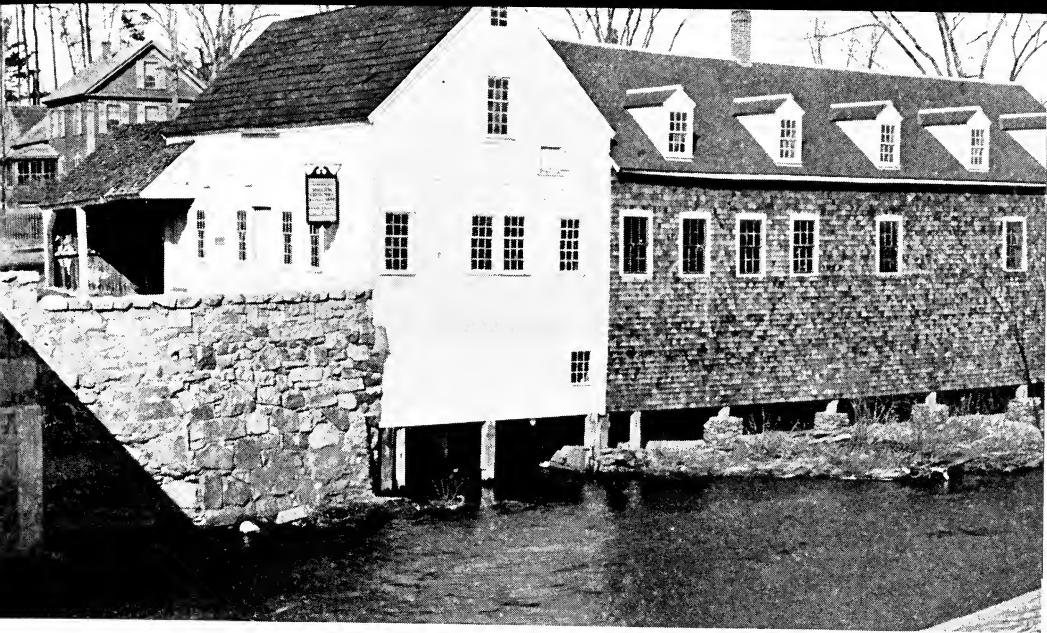
## OTHER STRUCTURES HAVE BEEN SAVED——

*Scores of historical and patriotic societies, as well as branches of municipal, state, and Federal Governments, are preserving important historic structures. The photographs that follow illustrate several types of preservation projects.*

*Below: The Jonathan Hasbrouck House (Washington's Headquarters), Newburgh, New York, was purchased in 1850 by the State of New York. It was the first historic house in the United States specifically acquired for public exhibition and illustrates what one state government is doing for historic preservation.*

—Historic American Buildings Survey.





—Historic American Buildings Survey.

*Above: The Spaulding Grist Mill, Townsend Harbor, Massachusetts, is owned by the Society for the Preservation of New England Antiquities. It is an excellent example of an early nineteenth century industrial structure preserved and displayed by a voluntary association because of its unusual historical interest.*

*Below: The Fairbanks House, Dedham, Massachusetts, is probably the oldest frame house in the United States. It is owned and administered by a family association, the Fairbanks Family in America, Incorporated.*

—Courtesy, American Association of Museums.





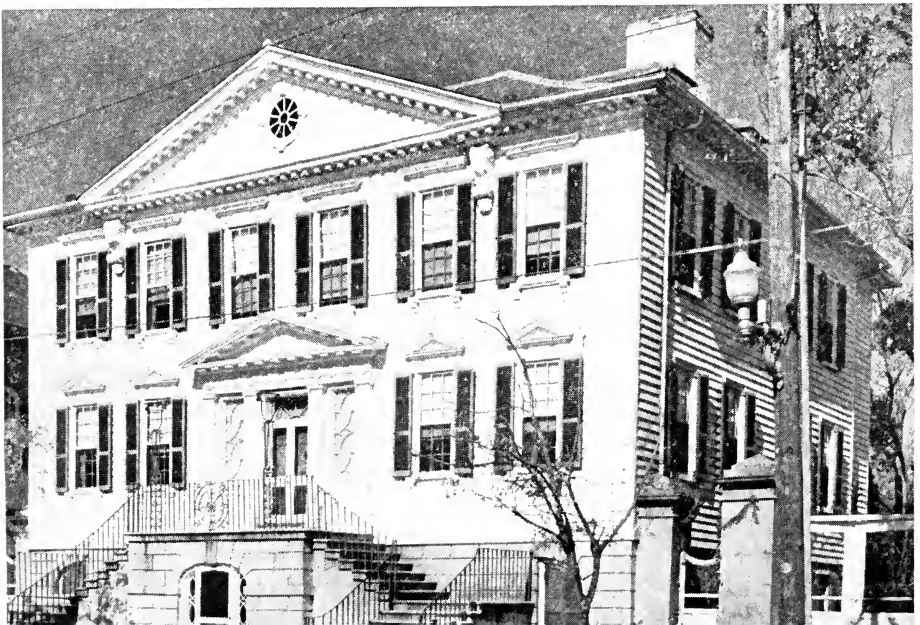


—Historic American Buildings Survey.

*Above: The Hermitage, Andrew Jackson's famous home near Nashville, Tennessee, is attractively preserved and exhibited by the Ladies Hermitage Association.*

*Below: The Gibbes House, Charleston, South Carolina, is an important classic-revival structure, now in sympathetic private ownership and exhibited upon special occasions.*

—Courtesy, Carolina Art Association, Charleston.



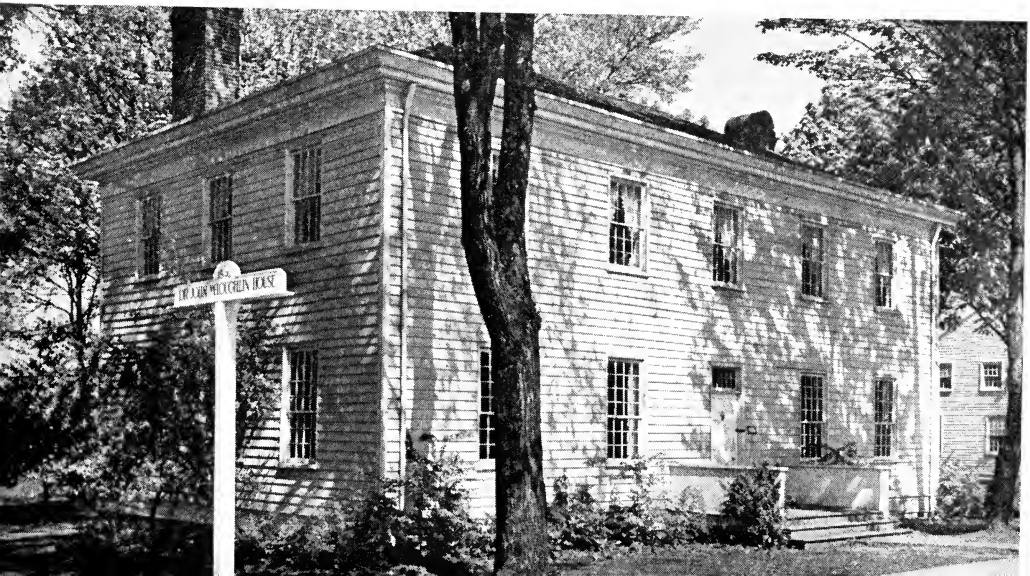


—Courtesy, American Association of Museums.

*Above: "The Alamo," San Antonio, Texas, originally constructed as the Mission San Antonio de Valero, is owned by the State of Texas, and has been placed in the custody of the Daughters of the Republic of Texas, a patriotic society.*

*Below: The Dr. John McLoughlin House, Oregon City, Oregon, is a mid-nineteenth century structure owned and preserved by the McLoughlin Memorial Association. It memorializes the activities of Dr. John McLoughlin, onetime chief factor of the Hudson's Bay Company, who assisted American settlers in the Oregon Country. The house has also been designated a national historic site.*

—Courtesy, McLoughlin Memorial Association and the National Park Service. Photo by Boychuck Studio, Portland, O.e.





*Lee Mansion National Memorial, in Arlington County, Virginia, is part of the National Park System and is administered by the National Capital Parks, a division of the National Park Service, United States Department of the Interior.*

# State Park Notes



The first Great Lakes Park Training Institute was held at Pokagon State Park, Indiana, from February 24 to 28, with 116 persons attending from six midwestern States. The main topics of discussion related to Park Planning and Design, Park Maintenance, and Park Equipment. Two of the papers, "Swimming Pool Parks for the Community" by Arthur Lindberg and "Maintenance of Picnic Areas" by Roberts Mann are included in the May issue of *Parks and Recreation*. Tentative plans have been made to hold the 1946 Institute again in Pokagon State Park.

The February issue of *State Government* contains excerpts from the 1947 annual or inaugural messages of 41 governors. State parks and recreation were mentioned in six or more of these messages, including those for Arkansas, Ohio, Oklahoma, Pennsylvania, Vermont and Washington. The April issue is devoted primarily to state forestry programs.

The National Recreation Association has issued a 6-page paper, *Summary of Recreation Services of State Agencies to Communities*. This summary is not intended to cover

all recreation services performed by state agencies, but just those which are available to communities.

American Recreation Society is now the name of the organization formerly known as the Society of Recreation Workers of America. Dr. Harold D. Meyer, Director of the North Carolina Recreation Commission, has succeeded Milo F. Christiansen as president.

*Arkansas*. This State will have a new State Park Director beginning July 1, under Fred H. Lang, Director, Division of Forestry and Parks, Arkansas Resources and Development Commission. W. B. Holman is no longer Supervisor of State Parks.

*California*. In the October 1946 issue of *Shore and Beach*, the journal of the American Shore and Beach Preservation Association, which has just been published, George P. Larsen of the Shoreline Planning Association of California, Inc., presents a comprehensive summary of accomplishments in the statewide program of acquisition, development and control of the beaches and shoreline of California.



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The report and recommendations of the Committee for the Study of Recreation in California is contained in a booklet entitled *Recreation in California*. Dr. Duane Robinson, who conducted a similar study for the State of Washington, was the Director of this study, which was made possible by a grant from the Rosenberg Foundation of San Francisco. This report contains an inventory of California's recreation resources and services, an analysis of special recreation problems and basic needs, and a concise listing of recommendations.

*Connecticut.* The April issue of *Connecticut Progress*, issued by The State Development Commission, is devoted entirely to the financial aspects of the vacation business in Connecticut. These data were obtained from yearly surveys and questionnaires sent to vacationists.

*Georgia.* Charlie Morgan, Sr. has been appointed by Governor Thompson as Director of State Parks.

*Indiana.* Kenneth R. Cougill, formerly Superintendent of Indiana Dunes State Park, has been appointed as Director, Division of State Parks, Lands and Waters, to succeed Robert F. Wirsching who has entered private practice as a construction engineer in Indianapolis. Milton Mather has been succeeded by John H. Nigh as Director of the Indiana Department of Conservation.

The second annual Conservation Education Camp for teachers will be held in Versailles State Park from June 23 to July 31, according to the April issue of *Outdoor Indiana*. This will be sponsored jointly by the

Indiana Department of Conservation, the State Office of Public Instruction and Purdue University. Six semester hours of credit will be granted for completion of the training which will be administered by the Department of Forestry of Purdue.

*Kentucky.* In an article in the *Louisville Courier-Journal*, dated May 17th, there is outlined a proposal to establish a park program for Kentucky under a nine-man commission formulated at a meeting of the Kentucky State Parks Association. The temporary association, headed by Eugene Stuart of the Louisville Automobile Club, was founded for a two-fold purpose: (1) to enlist state and civic organizations and interested individuals in a park program which has "continuity"; (2) to push for a 1947 legislative act which would create the commission to be patterned after the Fish and Game Commission.

*Louisiana.* State recreation services in Louisiana were described at an informal luncheon meeting in Fontainebleau State Park, Mandeville, on May 13, 1947. Participating in the round table discussion at the invitation of William W. Wells, State Park Director, were Edward B. Ballard, of the National Recreation Association and representatives of nine state agencies concerned with parks, planning, wildlife, highways, physical education, libraries, commerce and industry, art, music and 4-H Club activities. Tentative suggestions were made of ways in which the state recreation program can be advanced through inter-agency cooperation. It was agreed that a second luncheon meeting will

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be held in October, and a program committee was designated by Mr. Wells to formulate topics for future discussion.

*Maryland.* Joseph F. Kaylor has resigned as State Forester and Director of State Parks to accept the position of Assistant Executive Director of The American Forestry Association.

*Michigan.* Thirty teachers in Michigan will have an opportunity to study at first hand geology, forestry, recreation, wildlife management, land use and other phases of conservation when a 1,200 mile field trip is conducted through the Upper Peninsula from July 26 to August 10. This is a non-credit course and is only open to those engaged in teaching some phase of conservation or who plan to do so. The course will be conducted jointly by the Central Michigan College of Education and Department of Conservation.

The "No Hunting" signs have been taken down on the 37,300 acres so far acquired as southeastern Michigan recreation areas, according to Arthur C. Elmer, Chief, Parks and Recreation Division, in the March-April issue of *Michigan Conservation*. Hunting license buyers have contributed \$600,000, or one dollar in every six, for the purchase of this land. Hunting for pheasants, rabbits, squirrels, waterfowl, grouse, and raccoons will be allowed as well as deer hunting with bow and arrow. Provisions will be made for other forms of recreation, such as swimming, hiking and fishing.

Two new group camps are expected to be completed for use this summer in Michigan state parks.

Last year 15 camps were in use in 12 locations, with a total attendance of 63,593 camper days.

*Montana.* The report of the Montana State Park Commission, for fiscal years 1941 through 1946, stresses the need for a comprehensive survey and study of all the State's historical, recreational and scenic resources as the first requirement for the improving and expanding of the State park system. Extensive plans have also been made for the development of the one existing state park, Lewis and Clark Caverns.

*New Hampshire.* The recently issued Recreation Division Report of the Forestry and Recreation Commission, 1945-1946, contains thorough discussions of area operations, and of design, development and maintenance. The tabular presentation of fiscal data is particularly interesting.

*Ohio.* Kenneth B. Disher, formerly Executive Secretary of the Allegany State Park Commission, New York, is now Director of the Cleveland Museum of Natural History which operates the Cleveland Zoo, Metropolitan and City Park Trailside Museums and the Holden Arboretum.

*Oklahoma.* A new Division of Recreation and State Parks, separate from the Division of Forestry, has been set up under the Oklahoma Planning and Resources Board. Beginning July 1, the new division will be headed by a Director of State Parks.

*Pennsylvania.* Milo F. Draemel has succeeded James A. Kell as Secretary of the Department of Forests and Waters.

*Tennessee.* William M. Hay has

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resigned as Director, Division of State Parks, to accept a position as Reservoir Utilization Supervisor with the Corps of Engineers, effective May 1, and will continue to be stationed in Nashville. He has been succeeded by B. R. "Buck" Allison, formerly Superintendent of Montgomery Bell State Park. Howard Buntin has succeeded Paul S. Mathes as Commissioner, Department of Conservation.

*Washington.*—On March 1, Governor Wallgren signed Senate Bill No. 327 which dissolves the State Parks Committee and creates a "State Parks and Recreation Commission." This Commission consists of seven members appointed by the Governor for six-year terms on a staggered basis. Harry T. Martin, the Director of State Parks for several years, has been appointed Director of Parks and Recreation by the new Commission. The recreation phase of the new Commission was added to permit the State to give technical assistance to cities and communities seeking to establish recreation facilities. A Supervisor of Recreation may be employed by

the Commission upon the recommendation of the Director of Parks and Recreation.

The Pacific Northwest Tourist Conference was held in Seattle on April 17 and 18. Charles A. De-Turk of the Wayne County Road Commission, formerly Director, State Parks, Lands and Waters in Indiana, spoke on "State Parks to Attract Tourists." Representatives of Federal, state and municipal bureaus and of organizations concerned with the tourist industry also gave talks on a variety of related subjects.

*Wisconsin.* Prof. N. C. Fassett, in the February issue of *Wisconsin Conservation Bulletin*, describes the program for establishing "Natural Areas." In 1946, the Wisconsin Conservation Commission appropriated \$5,000 for the acquisition of areas of botanical interest which could not be taken as State Parks, Forest Reserves, etc., and established a Natural Areas Committee to study and furnish recommendations concerning these areas. Thirteen areas are now under consideration by this committee.

### Recreation Lands Accepted by Pennsylvania

The State of Pennsylvania has a new state park through action of the National Park Service of the Department of the Interior in transferring approximately 5,350 acres of Federal lands to the State for recreation use. Director Newton B. Drury of the Park Service has informed Secretary of the Interior J. A. Krug of the consummation of the transfer, which previously had received Presidential approval.

The land transferred was formerly part of the French Creek Recreational Demonstration Area, one of 46 such areas acquired by the Federal Government in the 1930's primarily for the purpose of retiring submarginal agricultural land and demonstrating its value for recreational purpose. It had been developed for use by organized campers, picnickers, swimmers, and hikers.

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In 1942 the French Creek Area was added by act of Congress to Hopewell Village National Historic Site. In 1946 Congress authorized withdrawal of a major portion of the former recreational area from the historic site and its reversion to recreational demonstration area

status since the primary purpose of developing the area was for local recreation.

This is the fifth such area to be transferred to the State of Pennsylvania. The other four are Blue Knob, Hickory Run, Laurel Hill, and Raccoon Creek.

### **Announcement of the 27th National Conference on State Parks, Bear Mountain, N. Y., October 7, 8 and 9, 1947**

Those who attend the 27th annual meeting of the National Conference on State Parks, to be held at Bear Mountain, in Palisades Interstate Park, will not only have an opportunity to discuss state park problems, but also to view development and use in three of New York State's park regions. Preliminary arrangements for the program include, in addition to the customary meetings, participation in the dedication of the William A. Welch memorial, honoring the man who was for so many years chief engineer

and general manager of Palisades Interstate Park; field trips to parks in the Long Island and Taconic regions, as well as to the Bear Mountain and Harriman sections of the Palisades area; and possibly an afternoon parade of the Cadet Corps at the United States Military Academy at West Point.

Accommodations will be provided at the Bear Mountain Inn, where three previous meetings of the Conference have been held and at the Thayer Hotel, at West Point.

### **25th Anniversary Yearbook, Park and Recreation Progress, Now on Sale**

After more delay than the Editor anticipated, the 25th Anniversary Yearbook, Park and Recreation Progress, is now ready for distribution. The preparation of this volume, scheduled for 1946, involved many time-taking processes, especially in the preparation of the historical material on the Conference in consulting the archives and early correspondence of the organization. The biographical records of the early leaders in the state park movement involved much research, but it is believed that the

information collected in this volume will be a valuable record of the inspired and constructive service of the eminent men and women who made the state park movement possible.

While the title-page bears the imprint of 1946, the actual issuance falls in 1947. The volume contains a record by States of the state park development and progress and a valuable section on acreage and accommodations as of June 30, 1946, compiled by the National Park Service. The price is \$2.

## Summary of the April National Park Conference

The American Planning and Civic Association acted as host for the National Park Dinner, held in Barker Hall, Washington, D. C., as the climax of the National Park Conference on April 1st, which was attended by Members of Congress, Federal officials and leaders in conservation.

*Dr. J. Horace McFarland*, first President of the American Civic Association, was given an ovation when he arrived. Dr. McFarland, now in his 88th year, was hailed as the dean of conservation. From the time of the Roosevelt Conservation Conference of Governors in 1908 he had worked persistently for the Act which was finally passed by Congress in 1916 creating the National Park Service. Dr. McFarland recalled the many meetings and dinners he had attended in Washington and particularly the dinner in Barker Hall in 1933 which introduced to the Civic Association the then newly appointed Secretary of the Interior—Harold L. Ickes.

At the speakers' table were Senator Dworshak, Congressman and Mrs. Fred L. Crawford, Congressman and Mrs. J. Hardin Peterson, Hon. Oscar L. Chapman, Under Secretary of the Interior, Colonel Peter A. Feringa, Corps of Engineers, U. S. A., Newton B. Drury, Director of the National Park Service, and Kenneth Chorley, President of Colonial Williamsburg, Inc. The Civic Association was represented by J. Horace McFar-

land, Past President, Horace M. Albright, President, who next day was elected Chairman of the Board, and Major General U. S. Grant, 3d, who on April 2 was elected President of the Association. Mr. Albright presided.

*Senator Henry C. Dworshak* of Idaho, now member of the Senate Appropriations and Public Lands Committees and formerly member of the House Appropriations Committee, smilingly acknowledged that he was well aware of the fact that he was being indoctrinated in national parks, and expressed his great interest and pride in the national parks and monuments of the West. He paid tribute to the advocates of conservation who are always on the firing line when conservation is threatened and declared that they would always receive a fair hearing in Congress.

*Congressman Fred L. Crawford* of Michigan, member of the Public Lands Committee, now serving his seventh term in the House of Representatives, complimented Dr. McFarland for his long years of service in making the United States of America a good place in which to live. He realized the importance of the conservation leadership which had made possible the national parks and monuments, the national forests and the wild life refuges protected under Acts of Congress and he thought that generations in the future would profit by the devoted service of those who had

## Planning and Civic Comment

worked to save these fine areas from destruction.

*Lieut. General Raymond A. Wheeler*, Chief of Engineers, U. S. A., was prevented from attending the dinner by illness but was represented by *Colonel Feringa*, who declared that the Flood Control Act of 1944 had brought the Corps of Engineers and the National Park Service into a close working relationship and given to them a common objective in the development of recreation in many of the reservoir areas.

*Director Drury and Mr. Albright* engaged in some good-natured badinage concerning the first national park. Director Drury claimed that the Act of Congress of 1864 establishing the Yosemite Grant gave California the distinction of the first national park. Mr. Albright pointed out that the Act of 1864, signed by President Lincoln, merely granted Federal lands to the State of California and that it was not until 1890 that the Yosemite National Park, surrounding the valley, was established and not until 1906 that the valley was returned to the Federal Government; so that the Act of March 1, 1872, establishing Yellowstone National Park, signed by President Grant, he maintained, has the distinction of establishing the first national park.

*Director Drury* called attention to the record-breaking number of visitors to national parks and monuments in 1946 and the consequent need for additional staff and extended facilities to take care of the increasing park attendance.

*Under Secretary of the Interior, Oscar L. Chapman*, long a friend of national parks, maintained that

the Department of the Interior would consistently protect the park and monument system from commercial invasions. He recalled the National Park Pilgrimage which the American Planning and Civic Association held in Santa Fe and the Southwest in 1939, where he had been taken to task for declaring similar conservation principles. Today he thought that the safeguards then proposed were even more necessary, for the national parks and monuments could be lost to the people not only through commercial encroachments but through vandalism. He laid emphasis on the protection and interpretation of the areas which is much more than mere custodial service.

At the day-time sessions, held in the Conference Room of the Secretary of the Interior, Director Drury, the Regional Directors and staff specialists of the National Park Service reported to the representatives of conservation agencies and organizations the present status of parks and monuments.

*Horace M. Albright* opened the Conference by saying that conservation is facing trouble, that we must see to it that fundamental conservation statutes are not set aside. Mr. Albright declared that we are up against a tough fight to save the measures that have been enacted into law which have protected our national parks and monuments.

*Assistant Secretary of the Interior, C. Girard Davidson*, stated that in his judgment we need to protect the parks from various undesirable uses such as mining, logging, increased grazing and damming up of streams.

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Despite the fact that millions of people visit the parks there are comparatively few who join in concerted efforts to resist encroachments.

*Mr. Albright* declared that conservation is not a partisan subject. Both parties have played an important part in the development of conservation policies. It is to be hoped that neither party will break the fine conservation record of Congress which has been built up during the years. *Mr. Albright* maintained that the eyes of conservation leaders are on the Interior Department which is now in a position to protect many of the conservation gains of the past.

*Newton B. Drury*, Director of the National Park Service, pointed out that this is the first conference held since the war to give the National Park Service an opportunity to render an account of its stewardship before a sympathetic audience. *Mr. Drury* outlined the pressures which were brought to bear on the National Parks and Monuments during the war and stated that the system came through intact. No cutting of timber was permitted and the relaxations in mining and grazing were negligible and left no permanent damage. But *Mr. Drury* called attention to the reduced staff of the National Park Service during the war years and the need for building it up to meet the requirements of increased travel in the national parks and monuments. He also mentioned the problems of maintenance of park facilities and the need for new buildings and equipment. In this connection he referred to the Advisory Committee

appointed by Secretary Krug to consider and report on the whole subject of concessions. He outlined the system inaugurated by *Mr. Mather*, explained about Government Services and National Park Services, Inc.—non-profit organizations which he considered private, but stressed the need for immediate investment of capital to place the parks in a position to serve the growing number of visitors.

*Major O. A. Tomlinson*, Director of Region IV, discussed the pressures to revise downward the boundaries of the Olympic National Park and referred to pending bills to set up a boundary commission or otherwise reduce the park. He said that the lumber interests on the Peninsula were pressing very hard to secure the two long strips extending westward which were added by Executive Order. He called attention to the cut-over private lands in the Quinault bulge and the cottage sites around the Lake. Elimination of 56,396 acres has been recommended by the Department of the Interior in reporting on the Norman, Jackson and Magnusson Bills. Some of those present asked if reductions in boundaries might not be followed by further pressures as virgin timber becomes harder to secure. *Major Tomlinson* mentioned the private lands in Yosemite National Park and Joshua Tree National Monument. These private lands could have been secured once for a nominal sum. Today they are being sold as home sites at a high price. He stressed the need for new facilities in the parks and predicted that the American people would continue to travel

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and visit the parks. He said that the States were making new surveys to extend state parks. He mentioned the Central Valley Project, with Shasta Lake and other recreational areas which, he thought, might take care of those who wanted intensive recreation and that this in turn might help take the pressure off the national parks. He concluded with a plea for a broad public education concerning the values of national parks which belong to the people.

*Lawrence Merriam*, Director of Region II, described the Missouri River Project Study, organized by the Park Service under Guy Edwards, which is coöperating with other agencies. On this project the Reclamation Service and the Corps of Engineers are represented. The Smithsonian Institution is making a study of the archeological values in the region. One of the objectives is to find what recreational values can be promoted for the Basin. A preliminary report will be made on each area. He outlined coöperative studies with the States.

*M. R. Tillotson*, Director of Region III, described the Big Bend National Park which was the gift of Texas, at a cost of about \$1,500,000. He said that the park was about half of the original area projected, but that it was the 6th largest park in the system and the 27th to be created. He said that the State of Texas had continued road maintenance until the Federal Government could take over. With roads and trails he thought that the park should prove one of the most popular for visitors seeking the back country. He told of plans for an

international park on the Mexican side and remarked that the 1935 miles of the international boundary, marked by a series of international parks and forests, would make a fine contribution to peace. He pointed out that the Organ Pipe National Monument, which had been badly overgrazed, had in two years come back to an extent not believed possible.

*Thomas J. Allen*, Director of Region I, directed attention to recent developments in the Everglades National Park. He recalled that at the time of the Acts of 1929 and 1934, the project had received the enthusiastic support of conservation organizations because then the area hardly had been touched by civilization. But with the delay, great areas of the projected park had been destroyed. He thought the remainder, as assembled by the State of Florida, would make an excellent national park. He called attention to the fact, however, that the State of Florida had promised to transfer oil and mineral rights in the land turned over for the Everglades National Park. Mr. Allen reported that the two wells sunk at Hatteras had not been successful; but that the State of North Carolina had halted land acquisition to let the oil company make explorations so that no progress at Cape Hatteras is being made at present. Mr. Allen mentioned new areas in the system, Fort Frederica, Cumberland Gap, Philadelphia National Shrine (including Independence Hall), Castle Clinton.

*Ronald Lee*, Chief Historian of the National Park Service, called attention to the oil menace at Gettys-



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burg and at the end of the Natchez Trace. He spoke of historic areas, mentioning Ft. Raleigh, a 16-acre archeological project, where the old fort of Sir Walter Raleigh's lost colony, founded in 1584, is being excavated. He pointed out that Yorktown Battlefield is being menaced by a totally unnecessary high bridge—one he thought not justified, but which, if built, the Navy insists should be high enough to clear all vessels of the fleet without a draw. He mentioned Castle Clinton at Battery Park, where future development will depend on decisions of New York concerning the Brooklyn-Battery Tunnel. He referred to Independence Hall and the several areas to be preserved. He spoke of the 105 reservoirs projected on the Missouri and thought that the historic and archeological remains should be measured, photographed, and, if possible, preserved. He mentioned a book by Henry La Farge, with 427 illustrations, called "Lost Treasures of Europe" listing historic and archeological places destroyed through war. He said that 8,000,000 visited the historic parks last year.

*Oliver Taylor*, Superintendent of Concessions, called attention to the desirability of protecting the investment of concessioners through 20-year contracts, if we are to expect additions to park facilities. He said that generally the buildings for inns and cabins were in the parks but that, where possible, as in the Smoky Mountains National Park, these could be provided outside the park. He referred to the Advisory group appointed by the Secretary of the Interior to study these problems relating to con-

cessions, including transportation, hotels and lodges. He explained the system at Mammoth Cave, where the State of Kentucky turned over to the Government the lands, including the hotel, which is now being operated by the National Park Services, Inc., a non-profit company. He mentioned the Vanderbilt Mansion, Rosemary Inn and Big Bend as places where this arrangement might be extended.

*Charles A. Richey*, of the National Park Service, described the situation in regard to private lands which exist within national park and monument boundaries and explained what a menace these lands were, not only as to the uses to which they are put, but as to their influence on the park lands surrounding them. He thought it important that money be appropriated by Congress annually to purchase such lands as could be secured, even though the amounts appropriated might be so small that it would take several generations to complete the acquisition of all the private lands in the parks and monuments. He pointed out that one of the greatest difficulties in acquiring these lands was that the national parks and monuments are not permitted to return any percentage of their receipts to the States and counties, as is done by the national forests and other Federal lands. This handicaps the Service, because local opposition often develops when it is proposed to take private lands off the tax rolls, even though the counties and States may have profited in many other ways from the operation of the parks.

*Raymond Gregg*, Chief Naturalist

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of the National Capital Parks, who has recently come to Washington from the field, paid tribute to his predecessor, Mr. McHenry, for the interpretive programs developed in the Federal City parks. He said that in the National Park Service, now, the Interpretive Outline and Graphic Sheet are integral parts of the Park Master Plan. He stated that there are now 61 professional employees in the Branch of Natural History and field positions associated with it. There are over 100 museums in national parks. Of these about 25 are historic house museums, such as the Lee Mansion and the house where Lincoln died. A tabulation of research projects, compiled March 20, 1947, includes 23 scientific, historic and archeological items. Unfortunately the Yosemite School

of Field Natural History will not operate in 1947, as planned, because of lack of funds. In most respects, if the present budget is approved, the travel season of 1947 should see the interpretive work of the National Park Service back on a par with the impressive record of service in 1941.

Conrad Wirth, Chief of Lands, presented a listing of the pending legislation in Congress. He pointed out that the pending bills for Alaska and Hawaii, as they stood, would take over some lands now under the National Park Service, but he thought that the bills could be amended to omit these provisions. He recalled that bills were again before Congress to abolish Section 2 of the Antiquities Act of 1906 and to abolish Jackson Hole National Monument.

### THOSE WHO ATTENDED THE DAYTIME SESSIONS

- |   |  |   |
|---|--|---|
| <p>American Federation of Arts<br/>George Hewitt Myers</p> <p>American Forestry Association<br/>Ovid Butler<br/>Joseph Kaylor</p> <p>American Home<br/>E. L. D. Seymour</p> <p>American Nature Association<br/>Edward A. Preble<br/>Harry E. Radcliffe<br/>Richard W. Westwood</p> <p>American Planning and Civic Assn.<br/>Horace M. Albright<br/>Earle S. Draper<br/>Miss Harlean James<br/>Harlan Kelsey<br/>Mrs. Dora A. Padgett<br/>Joseph Sanders</p> <p>American Planning and Civic Assn.<br/>Committee of 100 on the Federal City<br/>Henry Austin<br/>Ernest Buff<br/>Miss Blanche Howlett<br/>Mrs. C. D. Lowe</p> <p>American Society of Landscape Architects<br/>Ralph E. Griswold</p> <p>American Wildlife Foundation<br/>Wildlife Management Inst.<br/>C. R. Gutermuth</p> <p>Audubon Society<br/>John H. Baker</p> <p>Chamber of Commerce of the U.S.<br/>Natural Resources Dept.<br/>David J. Guy</p> <p>Colonial Williamsburg<br/>Kenneth Chorley</p> | <p>Department of the Interior<br/>Hon. C. Girard Davidson,<br/>Asst. Sec.</p> <p>Bureau of Land Management<br/>Fred W. Johnson</p> <p>Fish and Wildlife Service<br/>Albert M. Day</p> <p>National Capital Parks<br/>W. Drew Chick, Jr.<br/>Raymond Gregg<br/>Irving C. Root<br/>Merel S. Sager<br/>Ted Smith<br/>Harry T. Thompson</p> <p>National Park Service<br/>Tom Allen<br/>A. E. Demaray<br/>Newton B. Drury<br/>Herbert Evison<br/>Edward D. Freeland<br/>R. B. Lattimore<br/>Ronald F. Lee<br/>Lawrence C. Merriam<br/>Jackson E. Price<br/>Charles A. Richey<br/>Miss Isabelle F. Story<br/>Oliver G. Taylor<br/>Minor Tillotson<br/>Hillory Tolson<br/>Major O. A. Tomlinson<br/>Stephen Tripp<br/>Tom Vint<br/>Conrad L. Wirth</p> <p>National Park Service<br/>Concessions Advisory Group<br/>Charles G. Woodbury</p> <p>Dude Ranchers<br/>Charles C. Moore</p> | <p>Fine Arts Commission<br/>H. P. Caemmerer</p> <p>Friends of the Land<br/>Charles Collier</p> <p>Garden Club of America<br/>Mrs. Robert C. Wright</p> <p>Ladies Home Journal<br/>Miss Margaret Hickey</p> <p>National Conference on State Parks<br/>Donald Alexander</p> <p>National Park Concessioners<br/>Byron Harvey, Jr.<br/>William Hatfield<br/>Howard H. Hays</p> <p>National Parks Association<br/>Devereux Butcher<br/>Fred M. Packard</p> <p>National Recreation Association<br/>Robert Garrett<br/>Julian H. Salomon</p> <p>Natural Resources Council of America<br/>Carl D. Shoemaker</p> <p>Public Roads Administration<br/>H. J. Spelman</p> <p>Recreation Board, D.C.<br/>Milo F. Christiansen</p> <p>Seattle Mountaineers<br/>Ted Schad</p> <p>Society of American Foresters<br/>Henry Clepper<br/>Jack J. McNutt</p> <p>U. S. Forest Service<br/>Dana Parkinson<br/>John Sieker<br/>L. W. Swift</p> <p>Wilderness Society<br/>Olaus J. Murie<br/>Howard Zahniser</p> |
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## Planning and Civic Comment

### THOSE WHO ATTENDED THE NATIONAL PARK DINNER

Albright, Mr. and Mrs. Horace M.  
Allen, Mr. and Mrs. Thomas J.  
Baker, John H.  
Bardwell, Mrs. Doris W.  
Benson, Mrs. Nettie N.  
Brandon, Miss Belva R.  
Buff, Ernest  
Butcher, Devereux  
Caemmerer, H. P.  
Cammerer, Mrs. Arno B.  
Castro, Ignace  
Chapman, Hon. Oscar L.  
Chick, W. Drew, Jr.  
Chinn, Miss Bertha  
Chorley, Kenneth  
Christiansen, Mr. and Mrs. Milo F.  
Clepper, H. E.  
Coolidge, Harold J.  
Crawford, Hon. and Mrs. Fred L., Michigan  
Dawson, Hon. and Mrs. William A., Utah  
Demaray, Mr. and Mrs. Arthur E.  
D'Ewart, Hon. and Mrs. Wesley A., Montana  
Drury, Newton B.  
Duncan, Miss Florence M.  
Dworshak, Hon. Henry C., Idaho  
Eakin, Mrs. J. Ross  
Evison, S. Herbert  
Feringa, Col. Peter A.  
Fletcher, Hon. and Mrs. Charles K., California  
Freeland, Mr. and Mrs. Edward D.  
Grant, Maj. Gen. U. S. 3rd, USA Rtd.  
Gregg, Mr. and Mrs. Raymond  
Griswold, Ralph E.  
Hansen, Mr. and Mrs. John V.  
Harvey, Byron, Jr.  
Harvey, Daggett  
Hatfield, William  
Hays, Howard H.  
Hedrick, Hon. and Mrs. E. H., West Virginia  
Hickey, Miss Margaret  
Hoffman, Mrs. Helen D.  
Hummel, Don  
Huppuch, Matthew  
James, Miss Harlean  
Jenison, Hon. and Mrs. Edward H., Illinois  
Kauffman, Erle  
Kelsey, Harland  
Lee, Mr. and Mrs. Ronald F.  
McClatchy, Mrs. Helen  
McFarland, Dr. J. Horace  
Merriam, Mr. and Mrs. Lawrence C.  
Miller, Hon. A. L., Nebraska  
Moore, Mr. and Mrs. Charles  
Murie, Dr. O. J.  
Nichols, William M.  
Nolte, Mr. and Mrs. Herman F.  
Oehlmann, H.  
Overly, Fred J.  
Packard, Fred M.  
Padgett, Mrs. Dora A.  
Peterson, Hon. and Mrs. J. Hardin, Florida  
Price, Jackson E.  
Richey, Charles A.  
Root, Irving C.  
Russell, Hon. and Mrs. Charles H., Nevada  
Sager, Merel S.  
Salomon, Julian H.  
Sceva, P. H.  
Schad, Ted  
Sieker, John  
Sexton, Dr. and Mrs. Roy L.  
Seymour, Edward L. D.  
Shepherd, Mrs. Nellie R.  
Smith, Richard  
Smith, Theodore T.  
Stark, Paul  
Story, Miss Isabel F.  
Sweeley, Mrs. R. S.  
Taylor, Mr. and Mrs. Oliver G.  
Thompson, Mr. and Mrs. Harry T.  
Tillotson, Mr. and Mrs. M. R.  
Tomlinson, Maj. O. A.  
Tolson, Hillary A.  
Trager, Mr. and Mrs. Earl A.  
Tripp, Stephen R.  
Vint, Thomas C.  
Westwood, Richard  
Wirth, Mr. and Mrs. Conrad L.  
Zahniser, Howard

### Fall Conference on City and Regional Planning

The Massachusetts Institute of Technology announces that its tenth annual Conference on City and Regional Planning will be held from September 15 to 27, 1947. Sponsored jointly by the Institute and the American Society of Planning Officials, it will be open to men and women who have had practical experience in planning or in a related professional field, including planning technicians, members of state or municipal planning commissions and housing authorities, and staff members of engineering or public works departments.

Seminars will be held each morning and afternoon, beginning Monday, September 15, and will cover principles and techniques of planning and planning legislation and administration. Emphasis will be

placed on technical and administrative procedures and the application of approved planning standards rather than on a generalized discussion of the various planning problems for which solutions are needed.

The staff for the Conference will again consist of Professor Frederick J. Adams, Head of the Department of City and Regional Planning, and Mr. Flavel Shurtleff, Lecturer on Planning Legislation and Administration at M.I.T. and Counsel to the American Planning and Civic Association. Visiting lecturers on special topics will assist.

Applications should be sent to Professor F. J. Adams, Massachusetts Institute of Technology, Cambridge 39, Massachusetts, not later than September 2, 1947. The fee for the entire Conference is \$50.

# Progress in Oregon

THORNTON MUNGER, Chairman, Oregon Chapter of the APCA,  
sends in these interesting news items:

## *A 5000-acre Forest-Park Proposed in Portland, Oregon*

A municipal forest-park of 5000 acres is the goal of a committee of Portland, Oregon, citizens. A strip of rugged forested hills one mile wide and eight miles long on the north outskirts of the city offers the opportunity; it is a natural for such use. It is flanked on its lower side by industrial development along the Willamette River and on its upper edge along Skyline Boulevard, a thousand feet above, by farms and suburban homes.

The proposal is not new that these hills should be constituted as a woodland recreational area. Robert Moses in his planning study of 1943 says "the wooded hillsides are as important to Portland as the Palisades of the Hudson to the city of New York." The City Club studied the project and recommended it in 1945. Now a committee made up of representatives of 50 civic, commercial, educational and recreational agencies is arousing the city to action.

About a half of the area is now either in city or county ownership, having been forfeited for unpaid taxes,—an indication of its uselessness for industry, farming or residential purposes. A bill making it possible for the county to convey its lands to the city for park purposes was put through the legislature this year. Liens on some of the city lands must be cleared before they can have park status. The

intermingled privately-owned lands can be added gradually to the forest-park by purchase and perhaps by donation.

The tract is now all wooded, but much of it sadly abused by ruthless cutting and by fires. With protection and proper forestal care the attractive Douglas fir, cedar, hemlock, maple and alder forest, for which Oregon is famous, will soon be restored. It is the plan to manage this forest-park as a wild woodland. All but the existing access roads will be taboo; simple trails will be built perhaps by the outdoor hiking clubs themselves; the public will be allowed to roam, picnic and even camp overnight with the minimum of restraint. Boy and girl scouts can practice their woodcraft and even cut trees and build huts under supervision. Pedestrians and horsemen will have miles of trails to explore. From vantage points there is an ever-changing panorama of the Columbia and Willamette Rivers and of the Cascade Range from Mount Rainier to Mount Hood.

The Forest-Park Committee of Fifty, which is working to crystallize sentiment over the city in favor of the establishment of this big wild-wood recreational area, believes that it will be a reality before long.

## *Oregon Passes Throughway Legislation*

Friends of good highway design in Oregon have had their persistence

## *Planning and Civic Comment*

rewarded by passage, by the legislature, this winter, of a good throughway bill. After discouraging attempts begun 15 years ago legislature after legislature has killed the freeway, limited access highway or throughway bills, as they have been variously called. This year a bill sponsored by the State Highway Commission, incorporating many of the features of the model proposed by the Public Roads Administration, encountered tough going from the start. The opposition came mostly from owners of motor-courts and from the proprietors of small businesses on the Coast Highway. Many of the protests were founded on misapprehension. Some came quite needlessly from business concerns on roads that it is now too late to convert to limited access highways.

As a concession to this opposition, Oregon's S. B. 121, as passed, limits the converting of existing highways to throughways to those that "have less than 10 commercial businesses abutting thereon catering to the motoring public in any one mile." There is no restriction in its application to new highways. The act may apply to state highways within the corporate limits of cities and towns. It provides ample compensation for the severance of property and allows access from abutting farm property to the throughway either directly or indirectly.

Oregon has already achieved in certain sections of recent new construction a throughway design, largely by voluntary agreement of abutting property owners, but

this new act gives needed authority to the Highway Commission which will undoubtedly be used in the forthcoming extensive construction program.

The conservative "Oregon Voter" in analyzing and endorsing this bill while it was yet in the legislature said—"Many folk think it is one of the shames of America that it permits the desecration of the scenery along our highways by means of hamburger stands and billboards."

### *Rural Zoning Encouraged By Oregon Legislature*

Two rural zoning and planning bills were passed at the recent session of the Oregon legislature. One might have been sufficient, but they are not contradictory but rather are complementary. The principal measure, H. B. 418, is the outgrowth of the work of a state-wide committee appointed by the Governor a year ago, headed by City of Portland Commissioner Bowes. It provides for setting up zoning-planning commissions on a county-wide basis. The other measure, S. B. 308, makes it possible for a small suburban or rural area to establish zoning and planning controls without the bother of working through a county-wide commission.

These measures were passed without opposition, much of it based erroneously on the concepts that zoning would be all embracing in scope, that it would be imposed without local approval, and that it would be retroactive in regard to existing buildings and land use.

## Horace M. Albright at San Francisco Luncheon

On Saturday, June 7th, Bay Region members of the American Planning and Civic Association attended a lunch at the Palace Hotel, San Francisco, in honor of Horace M. Albright, Chairman of the Board. Conservation and national park policies were discussed at some length and proposals were made for extending the education of the American people concerning the rapid depletion of the once abundant natural resources of this country. The relationship of local, state and national parks was pointed out with special reference to types of suitable recreation. Among those present, in addition to Mr. Albright

and Miss James were Francis Farquhar, Richard Leonard, Charlotte Mauk and John Barnard of the Sierra Club, Bryant Hall of the San Francisco Planning Commission, Nestor Barrett of the Santa Clara County Planning Commission, W. E. Spangler and Frank S. Skillman of the San Mateo County Planning Commission, Ralph L. Phelps of the California State Parks Council, W. L. Hawkins of Hollister, Professor Harry W. Shepherd of the University of California, Emerson Knight, Harold J. Gross and Lloyd Gartner of San Francisco, Dan R. Hull of Sacramento and Mr. and Mrs. Bernarr Bates of *Sunset Magazine*.

## “Washateria”—The Self-Service Laundry

Cities and their plan commissions are being confronted with a new commercial use in the “Washateria” that may cause them some concern with their zoning ordinances. As soon as production can meet demands, more and more of these automatic laundry establishments may be installed. The “Washateria,” “Laundrette,” or self-service laundry consists of a group of automatic washing machines which can be rented.

Should this commercial use be treated as other laundries in zoning ordinances, or could they be permitted in the local neighborhood shop areas? This is the question that has already been asked of some cities.

Most zoning ordinances today have placed laundries in the com-

mercial or light industrial districts, with branch pick-up stores for delivery only in some neighborhood shop areas. While it might seem logical to permit the washateria in the local shopping areas for the sake of convenience and because they are not particularly obnoxious, the convenience is questionable, as in nearly every case the customers will have to take their laundry by car. This would make an additional burden for the already limited parking space in most local shopping areas. There is also a question whether all neighborhoods would have enough potential users. The neighborhood shop area is for the immediate use of its families, and uses which might attract customers from other neighborhoods should not be permitted. The distance of

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travel would not be great if the washateria were placed in intermediate commercial centers.

Commercial uses in the neighborhoods should be limited to groceries, drug stores, and shops that serve the immediate needs of families, a clean, quiet group of shops that will not take away from the attractiveness of the neighborhood. Uses such as laundries, cleaning shops, moving picture theaters, warehouses, automobile sales, and repair garages should not be permitted in this group.

Recent zoning ordinances have created intermediate commercial areas for such uses between the central business district and the neighborhood shop areas. Often these intermediate districts were neighborhoods that suffered just such a cycle of invasion prior to adequate zoning. When all kinds of commercial uses creep into the local shop area, the neighborhood suffers and becomes less attractive for residences.

For communities which do not have the intermediate commercial districts, the question may be answered differently. When there are only two commercial areas, the central business district and the neighborhood shop areas, the city has its choice of either one. If the washateria is permitted in the neighborhood shop areas of such a community, it should be regulated as to the number of machines used to keep it a local shop, and off-street parking must be provided.

Cities must endeavor, however, to keep their neighborhood shop areas free of miscellaneous uses if the residential districts of the city are to keep their attractiveness. Part of the answer to the problem of *urban* decentralization is the arrest of *commercial* decentralization.

(Prepared by Eldridge Lovelace, of Harland Bartholomew and Associates, at the request of the American Planning and Civic Association.)

## Recent Publications

(Continued from page 64)

- Valley Parkway. Baltimore, The Commission, May 1946. 73 pages. Mimeographed. Illus., maps, tables, chart.
- SMITH, LESTER W., comp. Preliminary list of published and unpublished reports of the National Resources Planning Board, 1933-1943, comp. by Lester W. Smith with the assistance of Estelle Rebec and Mary Frances Handley. Washington, The National Archives, Mar. 1946. 138 pages. Lithoprinted. (Record Group no. 187; Records of the National Resources Planning Board.)
- TYRWHITT, JAQUELINE. Planning and the countryside. London, Art & Educational Publishers Ltd., 1946. 60 pages. Maps, diags., tables, charts. Price 2s. 6d.
- U. S. PUBLIC ROADS ADMINISTRATION. Traffic volume trends. [Washington], The Administration, Jan. 31, 1947. [7] pages. Lithoprinted. Tables, charts.
- WHITTICK, ARNOLD. War memorials. With a preface by Lord Chatfield. London, Country Life, Ltd., 1946. 181 pages. Illus., plans, diags. Price 30s.

# Watch Service Report

## *National Parks*

H. R. 731 (Lemke) introduced Jan. 9, 1947. Established the Theodore Roosevelt National Memorial Park in North Dakota. Passed House March 3, 1947. Passed Senate April 7, 1947. Signed by the President April 25, 1947.

H. R. 1330 (Barrett) introduced Jan. 27, 1947. To abolish the Jackson Hole National Monument as created by Presidential Proclamation Numbered 2578, dated March 15, 1943, and to restore lands belonging to the United States within the exterior boundaries of said monument to the same status held immediately prior to the issuance of said proclamation. Hearings were held before a sub-committee of the Public Lands Committee of the House. (See this issue, p. 5.)

H. R. 1676 (Fernandez) introduced Feb. 5, 1947. Providing for the amendment of Section 2 of the act entitled, "An Act for the Preservation of American Antiquities," approved June 8, 1906. Referred to Committee on Public Lands.

H. R. 2438 (Barrett) introduced March 10, 1947. Repeals Sec. 2 of the Act for the Preservation of American Antiquities approved June 8, 1906. Referred to the Committee on Public Lands.

H. R. 2725 (Engle of California) introduced March 21, 1947. Creating a Commission on Federal Contributions to States and Local Governments by reason of Federal Ownership of real property. To Committee on Public Lands.

H. R. 2750 (Norman) introduced March 24, 1947. Transfers certain lands within the Olympic National Park in Washington State to the Olympic National Forest and certain other lands in the state to the Olympic National Park. Referred to the Committee on Public Lands.

H. R. 2751 (Jackson, Wash.) introduced March 24, 1947. Same as Congressman Norman's bill preceding.

H. R. 2795 (Sheppard, Calif.) introduced March 26, 1947. Reduces and revises the boundaries of the Joshua Tree National Monument in California. The bill authorizes the Dept. of the Interior to acquire by purchase or otherwise any or all lands not federally owned within the monument boundaries. Referred to Committee on Public Lands.

H. R. 2876 (Mrs. Douglas of Calif.) Introduced March 31, 1947. Authorizes \$25,000,000 for the creation of the Franklin Delano Roosevelt Memorial Redwood Forest in Del Norte, Humboldt, Mendocino and Sonoma counties in Calif. Referred to Committee on Agriculture.

H. R. 3035 (Peterson, Fla.) introduced April 14, 1947. Provides that the U. S. shall pay to the State of Wyoming for the County of Moran for loss of taxes on lands located in the Jackson Hole National Monument. Referred to Committee on Public Lands.

H. R. 3502 (Barrett) introduced May 19, 1947. Establishes Old Fort Casper National Monument in Wyoming. Referred to the Committee on Public Lands.

H. R. 3537 (Peterson) introduced May 20, 1947. To authorize the participation of States in certain revenues from national parks, national monuments, and other areas under the administrative jurisdiction of the National Park Service. To Committee on Public Lands.

S. 1212-H. R. 3378 (Holland and Pepper-Smathers) introduced May 2 and May 8, 1947. Provides for completing and rounding out the boundaries of the Everglades National Park. To Committees on Public Lands. Secretary of the Interior Krug has notified Gov. Millard Caldwell of Florida that he is agreeable to the establishment of Everglades National Park on a smaller scale and at an earlier date than had previously been contemplated if the State of Florida will meet certain conditions. The conditions include the appropriation of \$2,000,000 by the State for the acquisition of lands in addition to those already deeded to the U. S. for ultimate inclusion in the park; the transfer to the U. S. of the oil and mineral rights retained by the State on lands within the reduced area; and the transfer, free of oil and mineral reservations, of the state school lands in the area. The new minimum area to which the Secretary is ready to agree contains approximately 709 square miles.



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S. J. Res. 94 (Maybank, S. C.) introduced March 31, 1947. Directs the Secretary of War to transfer the site of the historic structure known as Fort Sumter, in Charleston Harbor, S. C. to the Dept. of the Interior to be established as the Fort Sumter National Monument, under the jurisdiction of the National Park Service.

S. 1240 (Cain, Wash.) introduced May 7, 1947. Transfers certain lands from the Olympic National Park to the Olympic National Forest. Referred to the Committee on Public Lands.

S. 1279 (Maybank and Johnston, S. C.) introduced May 14, 1947. Provides for the acquisition of not more than 100 acres to establish and commemorate the Battle of Cowpens which shall then be known as the Cowpens Battleground National Military Park. Referred to the Committee on Public Lands. Companion measure H. R. 3570 (Richards) introduced May 21, 1947.

### *Federal City*

S. J. Res. 84 (Taft and Tydings) introduced Mar. 10, 1947. To provide for the restoration and preservation of the Francis Scott Key mansion, to establish the Francis Scott Key National Monument. Authorizes an appropriation of \$65,000 to move and restore the Key Mansion in Georgetown and directs the Secretary of the Interior to do the construction work and administer the building after completion. To Committee on the Public Lands.

S. J. Res. 100 and H. J. Res. 170 (Martin and Fulton) introduced April 15, 1947. Authorizing the erection in the District of Columbia of a memorial to Andrew W. Mellon. This would provide for a Memorial Fountain on the triangle east of the Apex Building. The National Capital Park and Planning Commission has reported adversely on the site which may interfere with the D. C. Commissioners' plans for an underpass at the intersection of Pennsylvania Avenue and Constitution Avenue. Passed House May 14, 1947.

As we go to press, H. R. 3839, the Independent Offices Appropriation Bill, is being considered by the Senate Appropriations Sub-committee. The House Committee slashed from the National Capital Park and Planning Commission funds a \$95,000 item for surveys and master plan in connection with redevelopment, but it is hoped the sum will be restored by the Senate.

### *Valley Authorities*

S. 1156 (Murray, Johnson, Pepper, Langer and Taylor) introduced April 24, 1947. To establish the Missouri Valley Authority for the unified development of the water resources of the Missouri River and Tributaries. To Committee on Public Works.

### *Housing*

S. 866 (Taft, Ellender and Wagner) introduced March 10, 1947. To establish a national Housing objective and the policy to be followed in the attainment thereof; to facilitate sustained progress in the attainment of such objective and to provide for the coordinated execution of such policy through a national Housing Commission. Referred to the Committee on Banking and Currency. This bill has been favorably reported and placed on the Senate calendar, but no further action to date.

### *State Parks*

H. R. 2981 (Peterson) introduced April 9, 1947. To provide that the United States shall aid the States in the acquisition and development of system of State parks. To Committee on Public Lands.

### *Recreation*

S. 1229 (Thomas, Murray, Magnuson and Aiken) introduced May 5, 1947. To authorize the Federal Security Administrator to assist the States in the development of community programs for the people of the United States. To Committee on Labor and Public Welfare. (See p. 8, this issue.)

# Ruling on Proposal to Change San Gorgonio Wilderness Area

The San Gorgonio primitive area in the San Bernardino National Forest of Southern California remains practically unchanged as the result of a decision announced by Lyle F. Watts, chief of the Forest Service in the U. S. Department of Agriculture, on a proposal that the boundaries of the area be modified to permit the installation of skiing facilities.

Following intensive study of the proposal, Mr. Watts said the Forest Service had come to the conclusion that the San Gorgonio primitive area has higher public value as a wilderness and a watershed than as a downhill skiing area.

The decision assumes national significance because opening of the San Gorgonio wilderness area might possibly have been cited later as a precedent for like action on other primitive areas in national forests and because months-long agitation for and against opening the California area to skiing installations aroused a number of country-wide organizations.

Mr. Watts also announced that as a result of re-study of the San Gorgonio area it had been decided to eliminate from it some 1,400 acres north of Poopout Hill in Barton Flats which already includes several structures and roads usable for automobiles and therefore is no longer suitable for primitive classification. Elimination of this acreage from primitive status, he explained, will permit a road to be built to the top of the hill and make it readily

accessible for wilderness skiing and "ski touring" without affecting the rest of the wilderness area.

The San Gorgonio ruling, according to Mr. Watts, was made on the basis of testimony presented at a public hearing held last February 19 and 20 in San Bernardino, California, several thousand letters received by the Forest Service from interested individuals and groups, and a careful appraisal of the problem by forest officers.

Mr. Watts said that an important consideration in the San Gorgonio decision was the national aspect of the wilderness area. He foresaw, he added, a rising demand for wilderness recreation, "as the influence of urban living induces more and more persons to seek the serenity and inspiration of wilderness areas." Opportunities for establishment of new wilderness areas are limited, he said, and loss of present areas of this description might well prove to be irreparable.

The Forest Service is cooperating fully with the skiers of southern California and elsewhere to develop more national forest ski areas, to meet an increasing demand.

Had this area been opened as proposed, the loss of other public values such as wilderness skiing, ski touring, summer wilderness use, organized camping, and watershed values combined, would be greater than the public gain through development for downhill skiing, said Mr. Watts.

# Commentaries

*Harland Bartholomew* has presented us with the 1947 Report and Comprehensive Plan for St. Louis, to guide the city's development for the next twenty-five years. The Plan Commission predicts that by 1970 the city proper can have a 900,000 population. This report offers a carefully prepared set of plans to cover the important physical needs of the city. Although St. Louis has had a series of plans for 30 years, including a major street plan, a mass transportation plan, and others, recognition of these plans has been on a voluntary basis. The present report includes an earnest plea to give full legal support to the plan. The report is illustrated by fine maps, graphs and charts and contains a proposed ordinance to provide for an official comprehensive City Plan of St. Louis—one which was approved by the Mayor on March 28, 1947.



An architectural competition offering \$125,000 in prizes to obtain a design for a \$30,000,000 Federal memorial to Thomas Jefferson and the pioneers of the Western expansion of the U. S., has been announced to be held under the auspices of the Jefferson National Expansion Memorial Association. Site of the Memorial is the plot of 80 acres already cleared in the downtown center of the St. Louis river front, an area historic as the funnel of early migration to the West. The competition is open to architects, construction engineers and students in both fields. Landscape architects, painters, sculptors and laymen are invited to take part in the contest by associating themselves with an architect. The competition will require about a year to complete. Application to enter should be made to George Howe, Old Courthouse, 415 Market Street, St. Louis 2, who is directing the competition as professional adviser to the Association.



*Better Homes and Gardens* announces the Fourth More Beautiful America Competition to reawaken Americans to the need of beautifying our country after four years of war-born neglect. \$6,100 in prizes will be awarded. The beautification must be civic and permanent in character and of benefit to the whole community. The work must be accomplished between March 1, 1947 and October 1, 1948. Judges will be the editors and their decision will be final.



*Philadelphians* will see in dramatic, understandable form the ideals and proposals of the City Planning Commission, which is charged with directing the growth of the Nation's third city, in the Better-Philadelphia Exhibition to be shown September 8 through October 15 on the Fifth Floor of Gimbel's store. More than one acre of floor space will be given to this exhibition which is to be a permanent one in a permanent location after October 15. It will be the first city planning exhibition in Philadelphia and undoubtedly the largest and most elaborate ever held anywhere. Specifically, the Exhibition embodies changes and improvements recommended by the City Planning Commission scheduled for 1947-52 that will cost \$302,400,000.



*The Joint Committee on the National Capital*, a committee of committees of national, civic and professional associations initiated by the AIA in 1932, held its annual meeting in Washington on February 21, 1947. Meeting with the District Commission in the morning and with the National Capital Park and Planning Commission in the afternoon, it climaxed in a buffet supper held at the headquarters of the Society of the Cincinnati, former home of Larz Anderson, in the evening. Speakers were Lt. Gen. Raymond A. Wheeler, Chief of

## Planning and Civic Comment

Engineers, Maj. Gen. U. S. Grant 3rd, Rtd., District Commissioner Guy Mason and the Hon. Robert Woods Bliss, Chairman of the Joint Committee. The Committee will cooperate during the next three years to establish planning controls and obtain an equitable basis of development cost division, as part of the program of the National Capital Sesqui-Centennial Celebration which is to take place in 1950.



*A Program of Development for the Town of Montclair, N. J.* has been submitted by the Montclair Development Board to the Town Board of Commissioners. The report is in two parts. Part I presents a general discussion of Montclair in relation to a program of development. Part II deals more specifically with special factors involved in such a program and presents recommendations concerning them. One of the recommendations concerns the strengthening and formation of new neighborhood associations, and the employment of a professional staff whose functions would include assistance in the development of these associations.



*The town of Chapel Hill, N. C.*, seat of the University of North Carolina, has issued a Community Planning Report, prepared by the N. C. State Planning Board and the League of Municipalities. Specialists from the University aided in the survey and while it makes no claim for the thoroughness of a full scale engineering analysis, it is believed that the report will be helpful to both officials of the town and University in providing information on the problems of finances, adequate sewage disposal facilities, and whether or not to extend the corporate limits of the town. Such subjects as subdivision control, zoning, schools, street and traffic improvement, have been treated. This is an interesting study of a college town, with a population of 5,000 and a University population of 7,000. The town has a city manager form of govern-

ment. The findings of this study should be particularly valuable to towns of similar type interested in expanding their planning programs.



*A Report of War Memorials* by the National Commission of Fine Arts, has been issued as Senate Document No. 234, of the 79th Congress, 2nd Session. With the conclusion of World War II, many memorials will be erected in the coming years and the type, site and design of such projects, are subject for considerations of a general nature so that the memorials may conform to the highest standards of artistic and cultural value. Both text and illustrations are highly instructive and informative.



*Off Street Parking Study* for City of Lansing is a report made by the Parking Study Committee at the suggestion of C. M. Dwight Wood, City Planning Engineer of Lansing. Sidney Anger, City Traffic Engineer, cooperated in appointing the Committee to recommend a Parking Plan for the Central Business District of Lansing. The Committee approached the problem first as an analysis of existing off street parking facilities in the central business district and the future needs. Believing that in the next few years, according to the general trend, all parking will be prohibited on the arterial and business streets of all cities, the Committee sets forth as a "must" to provide adequate off street parking terminals. The report contains a tabulation of what other cities have done to meet this problem. The Lansing report aims to answer such questions as "Where should this parking be located?", "Should there be a charge for parking?". The Committee advises parking lots and buildings within the central business district rather than in outlying districts and recommends a parking charge of 5 cents for each 2 hours.



## Planning and Civic Comment

*The Village Plan*, being the plan for Glendale, Ohio, has been presented to our library by J. R. Carruthers, Mayor. Prepared by Harland Bartholomew and Associates, it is a distinctive little volume and represents a two year's effort on the part of the Village Planning Commission and the professional consultants of the Bartholomew firm. The Village adopted its zoning ordinance in 1943 and a minimum standards housings ordinance also in 1943. The comprehensive plan and land subdivision ordinance were officially adopted by the planning commission and the village council in 1944. In December 1944 the village council enacted an ordinance creating "a Village Plan and General Improvement Fund." Some progress has been made in actually achieving part of the plan. The interest of the community has always been alert. Living in Glendale in 1940 were 2,359 persons, considered a stationary population. This village is considered an integral part of the Cincinnati metropolitan area and the master plan of Glendale has been carefully coordinated with the studies and plans for Hamilton County. An interesting book for the library on small-town planning.



From Detroit come two of the series of the Master Plan Report, "The Civic Center Plan" and "Proposed System of Trafficways." The plan for a civic center is part of the Master Plan for Detroit, now nearing completion. The booklet has been prepared to acquaint citizens with the details of the proposals and to show how the project may be realized within a reasonable period of time. The site for the civic center is a riverfront location of great historical significance. Here the original settlement for Detroit was made by Cadillac in 1701. The area for the center will embrace 47½ acres extending along the Detroit River which is one of the greatest traffic arteries in all the world, and undeniably the city's outstanding scenic asset. Mr. Suren Pilafian, architect, made the preliminary studies.

The cost of the Center is estimated at about \$55,000,000.

The Trafficways System is a big one, also envisions a large financial expenditure. The expressways alone will run to almost \$295,000,000. The expressways are designed for the motor age and will have a right-of-way of 300 ft., landscaped and planned for three lanes of traffic in each direction. Plans are indicated for a system of major thoroughfares, secondary thoroughfares and railroad grade separations. Both booklets are admirably presented and well worth careful reading and study.



A valuable addition to any planning library is the *Bibliography on Land Acquisition for Public Roads*, compiled in the libraries of the Federal Works Agency and issued by the Public Roads Administration, which is fully annotated. The list is by no means exhaustive, but it is believed that most of the pertinent material published within the last 20 years has been included.



*The National Capital Parks*, that section of the National Park Service which administers the parks of Washington, D. C., has issued a booklet which sets forth its 1947 Outdoor Program, a schedule of events offered as a public service to the people of the National Capital. Bird Walks, Campfire programs in Rock Creek Park, Historical tours and conducted trips, afternoon nature walks, camera strolls, horse-drawn barge trips on the Chesapeake and Ohio Canal, star outings, all day auto caravans to nearby park areas and similar programs are under the direction of Park Naturalists and Park Historians. All the outings are offered free of charge except necessary transportation and admission costs on some trips. This is a fine interpretative program for the citizens of Washington and its fundamentals may well be copied by other cities.



## Book Reviews

RICHARD LIEBER, by His Wife, Emma.  
Privately Printed.

Heavy-heartedly I picked up a prettily bound book "Richard Lieber" by Emma Lieber, bearing no publisher's imprint.

I did not believe it possible, when I heard that Richard Lieber's widow was writing his biography that one so devoted could achieve sufficient detachment to write anything worthy of the subject or the author.

I knew Mrs. Lieber as a bright, well-informed, not self-assertive wife whose role with regard to her husband and his contacts was strikingly like that of Mrs. William Allen White towards her husband.

I had not read twenty pages of a book beginning "I am writing this biography of my husband for my grandchildren" . . . before I recognized Mrs. Lieber as an exceptionally capable writer of the narrative form, as a modest but effective teller of anecdotes. She reveals unconsciously a charming personality, her own, and ably paints a portrait of Colonel Lieber.

Emma sees Richard through the eyes of an enamoured wife whose sense of humor and proportion with regard to her husband is by no means suppressed by her devotion. Her descriptions of Richard as a discriminating chooser of cheese, as a devotee of the anecdote, as one able in the chairmanship of the committee, on the platform, at the

head of the table, in the drawing-room, and always fond of his role, is as true as a trivet.

The Liebers lived a well-rounded life, as readers, travelers all over the United States and in foreign countries as far as the Upper Nile. Mrs. Lieber says she asked if a Shriner's meeting was on when her ship docked at Cairo and she saw the fezes, but her travelogues are those of a discerning traveler. Her light upon life in Germany, as seen in the spacious country mansions of Richard's in-laws, and in the Lieber castle is worth more than a journey through 169 pages, but I found every page of a well-knit story of the lives of the Liebers of Indianapolis, happy reading. I believe the book would have been well worth a commercial publisher's handling. It is about interesting scenes, subjects and people. I don't believe any normal reader would have to be an acquaintance of the late Colonel Lieber, or a conservationist, to find "Richard Lieber, by His Wife Emma," a diverting book introducing an author whom it is a pleasure to know, as well as telling much that is new, and more that is interesting, about a Prussian-American who was militantly an American and a leading advocate of thrifty handling of this Nation's fundamental wealth.

TOM WALLACE  
Louisville, Ky.

# Recent Publications

Compiled by Katherine McNamara, Librarian of the Departments of Landscape Architecture and Regional Planning, Harvard University

- ABRAMS, CHARLES. The future of housing. New York, Harper & Brothers, 1946. 428 pages. Illus., tables, charts. Price \$5.00.
- AMERICAN INSTITUTE OF PLANNERS. Proceedings, fall conference, Fontana, North Carolina, October 19, 20, 21, 1946. Cambridge, Mass., The Institute, 1946. 44 pages. Mimeographed. Table.
- AMERICAN SOCIETY OF PLANNING OFFICIALS. British Town and Country Planning Bill 1947. Chicago, The Society, Feb. 5, 1947. 2 pages. Mimeographed. (Gen. 49.)
- BUTLER, GEORGE D. Recreation areas, their design and equipment, prepared for National Recreation Association. New York, A. S. Barnes and Co., 1947. 174 pages. Illus., plans, diagrs., cross sections, elevations, tables. Price \$6.00.
- CANOYER, HELEN G. Selecting a store location. Washington, Govt. Printing Office, 1946. 68 pages. Illus., maps, tables. (U. S. Bureau of Foreign and Domestic Commerce. Economic Series no. 56.) Price 20 cents.
- DAHIR, JAMES, comp. Community centers as living war memorials; a selected bibliography with interpretative comments, comp. by James Dahir for Social Work Year Book Department. New York, Russell Sage Foundation, 1946. 63 pages. Price 50 cents.
- DEWHURST, J. FREDERIC, and ASSOCIATES. America's needs and resources, a Twentieth Century Fund survey which includes estimates for 1950 and 1960. New York, The Fund, 1947. 812 pages. Tables, charts. Price \$5.00.
- FIREY, WALTER. Land use in central Boston. Cambridge, Mass., Harvard University Press, 1947. 367 pages. Maps, tables, charts. (Harvard Sociological Studies.) Price \$5.00.
- GLIDDEN, HORACE K., and OTHERS. Airports: design, construction and management, by Horace K. Glidden, Hervey F. Law, John E. Cowles. New York, McGraw-Hill Book Co., Inc., 1946. 583 pages. Illus., maps, plans, cross sections, diagrs., tables, charts. Price \$7.00.
- GREAT BRITAIN. LAWS, STATUTES, ETC. New Towns Act, 1946. 9 & 10 Geo. 6, ch. 68. London, H. M. Stationery Office, 1946. 45 pages. Price 9s.
- GREAT BRITAIN. LAWS, STATUTES, ETC. Town and Country Planning Bill. London, H. M. Stationery Office, 1946. 131 pages. Tables. (Bill 26.) Price 2s.
- GREER, GUY. Your city tomorrow. New York, The Macmillan Co., 1947. 210 pages. Illus., maps, plans. Price \$2.50.
- HANSEN, ALVIN H. Economic policy and full employment. New York, Whittlesey House, McGraw-Hill Book Co., Inc., 1947. 340 pages. Tables. Price \$4.00.
- HIGHWAY RESEARCH BOARD. Proceedings of the twenty-fifth annual meeting . . . January 25-28, 1946. Editors, Roy W. Crum, Fred Burggraf. Washington, The Board, 1946. 486 pages. Illus., maps, plans, cross sections, diagrs., tables, charts. Price \$5.00.
- LEVIN, DAVID R. Elements of highway land acquisition plats and records; a study by the Division of Financial and Administrative Research. Washington, U. S. Public Roads Administration, May, 1946. 26 pages. Lithographed. Illus., maps, plans, charts.
- NATIONAL ASSOCIATION OF HOUSING OFFICIALS. Housing directory, 1946-1947. Housing agencies, large-scale developments, statistical summary. Chicago, The Association, Aug. 1946. 240 pages. Lithographed. Maps, tables. (Publication no. N224.) Price \$3.00.
- NEW YORK (STATE). DEPT. OF COMMERCE. BUREAU OF PLANNING. Local planning and zoning; a manual of powers and procedures for citizens and governmental officials. Albany, The Bureau, July 1946. 67 pages.
- NEW YORK (STATE). DEPT. OF COMMERCE. BUREAU OF PLANNING. Subdivision control—a step toward better communities; a manual of subdivision regulation for municipal officials, subdivision developers, builders and planning boards. Albany, The Dept., 1946. 35 pages. Illus., plans.
- PATAPSCO RIVER VALLEY COMMISSION. TECHNICAL COMMITTEE. A study and recommendations for the recreational development of the Patapsco River

(Concluded on page 56)

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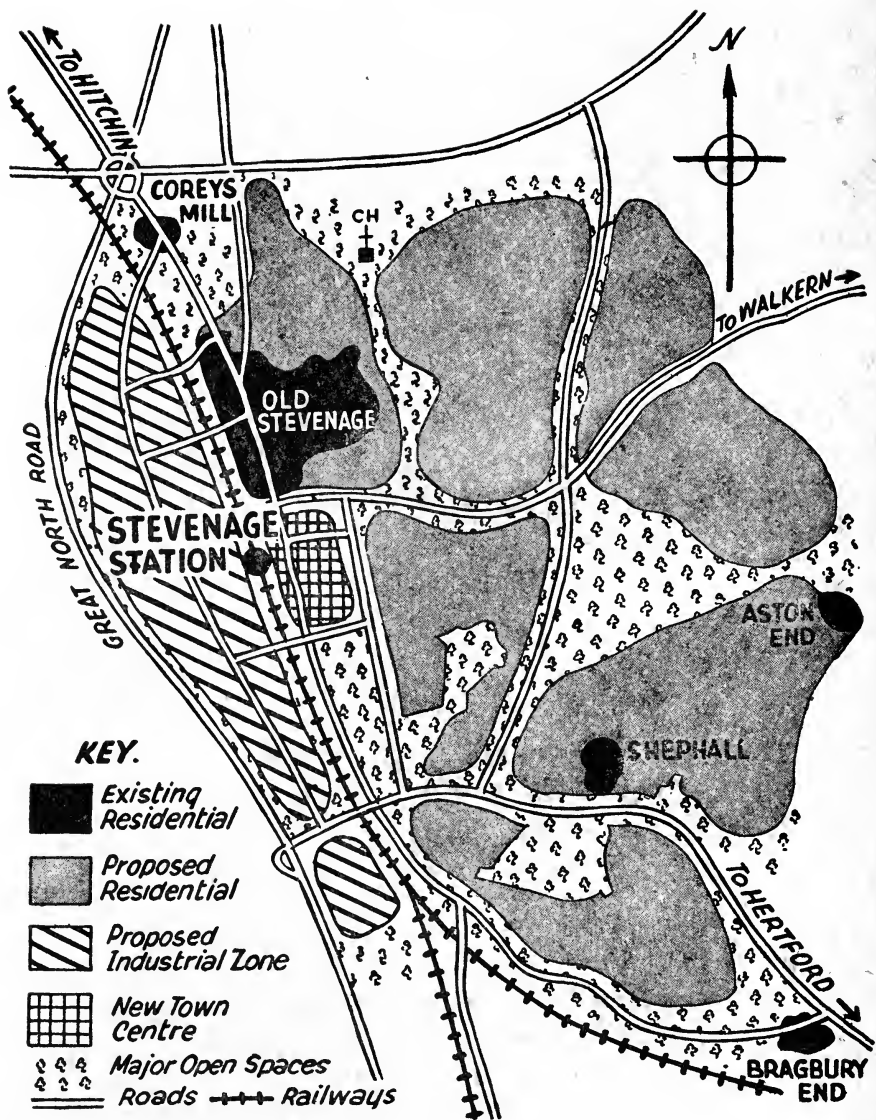
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Stevenage is the first of the new towns to be developed in the Greater London region under the powers granted in the 1946 New Towns Act. This will be a new, self-contained balanced community of 50,000 persons in the ancient Hertfordshire market town of Stevenage, which is near London and has a population of 5,500.

# Planning and Civic Comment



Successor to: Civic Planning, Civic Comment, State Recreation

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## JULY 1947

# PLANNING AND CIVIC COMMENT

*Published Quarterly*

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

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# Planning and Civic Comment

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July, 1947

No. 3

## The Plan for the Completion of the Civic Center, Stockton, California

By HOWARD G. BISSELL, Planning Consultant

About a quarter of a century ago the City of Stockton bonded itself to the extent of \$1,200,000 to provide for the erection of a City Hall and a Memorial Civic Auditorium, the latter to become a living memorial to those who died in World War I. After considerable discussion, public hearings and debate as to the proper sites on which to erect these public buildings, an area was finally selected adjacent to one corner of the downtown district. Comprising several city blocks this area also included portions of a natural and navigable channel, the easterly terminus of the main Stockton Channel extending into the heart of the city from the west. In earlier days there were further extensions of this channel to the east, but most of them have long since been filled in.

This area was finally adopted by the City of Stockton as the site for the development of a Civic Center for the community, with these two buildings as the nucleus. While designing these buildings in a rather monumental classical-renaissance style, the architects also made elaborate studies for the ultimate development of the general site. It was obvious that the two buildings, proposed to be located on

blocks isolated from each other by an arm of water, should eventually be unified into an architectural grouping of buildings, water and landscaped areas.

Completed in 1925, these two buildings have become the governmental heart of the city, and their respective sites have been appropriately landscaped. With regard to the general development of the area, however, nothing concrete was accomplished until very recent years. In the absence during the 1920 decade of any official planning agency in Stockton, the development plans suggested by architects and others were held in abeyance for future consideration.

Shortly after the passage of the California State Planning Act of 1929, an unofficial Citizens' Planning Committee was replaced by the first official Planning Commission. Following appointment, organization and consideration of the general planning problems of Stockton, the members of the Commission recommended and secured the employment of Bartholomew & Associates of St. Louis to prepare a comprehensive master plan for the city under the procedure set up in the Planning Act.

## Planning and Civic Comment

During the subsequent three years this firm submitted successively plans and reports on the various phases of the master plan, such as (1) Major Streets, (2) Land Use, (3) Transportation, (4) Transit, (5) Parks & Recreation and (6) Civic Art. The last phase included some rather elaborate studies for the development of the Civic Center. By 1934 the plans and reports for the phases numbered (1), (2), (4) and (5) had been adopted and become officially parts of the comprehensive and guiding plans for the growth of the city and environs.

In the case of the several alternate Civic Center Plans, public discussions and hearings brought out conflicting opinions as to the solution of various problems connected with portions of the area adopted for Civic Center purposes by previous commitments. Having had nothing to do officially with the selection of this area, or with the site location of the buildings already erected, this Planning Commission was called upon to reconcile differences of opinion, public and private, concerning in general five major factors involved in the selection of any definite Civic Center Plan in this area.

(1) *Buildings*: The architectural grouping of existing and contemplated buildings and open spaces.

(2) *Traffic*: The pattern of major and secondary streets through and around the area.

(3) *Waterways*: The present and future design and use of navigable waterways entering the area.

(4) *Property*: Acquisition of property rights, public and private, in-

cluding certain claimed reversionary rights to certain lands.

(5) *History*: Historical facts relating to certain portions of the area as a homesite of pioneer days.

Many of such problems, no doubt, enter into the picture in varying degrees in connection with any similar project to concentrate the public functions and buildings of a community in a given area. These difficulties seemed particularly acute in Stockton, as one Civic Center Plan after another was drafted, publicly discussed, criticized as not meeting the issues raised by one or more of these factors, and then laid on the shelf for future study. How to fit into a community plan a Civic Center fixed in a general area before any comprehensive city plans had been developed—that was the big question facing the Planning Commission, as it met with individuals and groups who stressed various of these somewhat conflicting factors, proposing alternate schemes or enlarged versions of a Civic Center development.

It is of interest to present a brief résumé, under these headings, of the progress of the past decade or more in arriving at what the City Planning Commission believes to be a reasonable solution of these problems. Obviously there will never be complete agreement on all parts of a Civic Center Plan. However, long discussions and studies by the Planning Commissions have recently culminated in the adoption of a Plan for the Completion of the Civic Center, and in the submission of this Plan to the City Council for their consideration.

(1) *Buildings*: It is logical that a

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Community Civic Center should provide space for sites for City, County, State and Federal buildings and might include space for other buildings of a semi-public nature. The Stockton Civic Center, initiated by the city with the erection of two larger buildings and a later smaller structure, always contemplated the inclusion of such other buildings as could be located in the area by other governmental bodies, or semi-public agencies.

Early in the discussion of the Planning Commission the Federal Government invited proposals for a site for a new Post Office. Of the two available blocks in the area which were of the right size, one was lost by a delay in selection, the other by the higher price asked by the combined ownership. Hence the Post Office was finally located on a site only two blocks removed, but in such a location that the intervening and privately owned developments effectively prevent the inclusion of the Federal Building in the Civic Center Plan.

As to the county public buildings, now located in the central business area and admittedly due for replacement, there have been proposals for years to release the present sites for other purposes and erect new buildings on the blocks marked A on the Vicinity Map. These blocks could thus be integrated into an enlarged Civic Center. Various obstacles, as noted later, have so far interfered with the consummation of these proposals, though preliminary studies have been made for a county building group, in case the obstacles are removed.

The State of California has been considering legislation looking toward the erection of a State building in Stockton in which to house the numerous State agencies now scattered largely in rented quarters. Legislative representatives and the Planning Commission have urged that such a building be located in the Civic Center as and when the necessary legislation is adopted to authorize such a building.

Meanwhile, portions of hoped-for larger sites have been acquired for a new City Library, which also serves County needs, and for a new YMCA building directly adjacent, a semi-public agency that will fit into the Civic Center development.

(2) *Traffic:* As previously stated, the Civic Center area was generally fixed by the location and erection of two major buildings before any comprehensive city plans had been studied and prepared. When a system of major streets was proposed, it was found to be inevitable that certain streets of obviously major importance would pass by or through this area, on account of traffic needs of the City as a whole. The Vicinity Plan thus indicates these major streets, and the Major Street Plan recommends, for example, that Miner Avenue, now dead-ended at Center Street, should continue via a proposed bridge to Madison and Fremont Streets, as a means of alleviating traffic conditions in the vicinity and in the overall City Plan. The other major streets indicated happen to be through routes by virtue of their relation to other parts of the city. Thus traffic problems must be considered in the development of any Civic Center Plan.

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(3) *Waterways*: Practically all of the suggested Civic Center Plans were in agreement on at least one recommendation, that the two narrow arms of McLeod's Lake (no longer shown on the plans) which extended to El Dorado Street should be filled to a point west of Center Street. All the waterways in the area, however, including these arms, were navigable waters under the jurisdiction of the U. S. War Department and certain reversionary rights to lands under water were claimed in case such waters were ever filled and new land created. After years of inaction due to these complications and in view of the possible costs to the City of any major filling operation, the Army Engineers proposed a scheme which lead to a solution of this problem.

For the purpose of dredging shallow areas in adjacent parts of the waterways, spoil areas were needed, and these arms were very suitable. The City of Stockton grasped at this solution and the opportunity of having certain essential parts of the Civic Center plan effectuated. With other legal, financial and property matters settled satisfactorily, the filling was accomplished by dredging and other means. The end of this year should see temporary completion of streets through the area, such as Fremont and Center Streets, and some improvements on the open square facing the Auditorium and City Hall.

This filling of parts of the waterways involved the removal of certain boating privileges and lessened the water area, until future dredging can increase the size of McLeod's

Lake to compensate for the loss. Furthermore, the boating enthusiasts maintained that the proposed bridge between portions of the waterways will seriously interfere with boating and yachting in general. The Planning Commission believes that an arched bridge, appropriately designed, will not so interfere, and is vitally needed from other viewpoints. The inner portion of the lake would still be available for use by smaller craft and should be landscaped around its borders, while larger and semi-commercial craft should be confined to the outer waterways with their mooring spaces.

(4) *Property*: Mention has been made of property complications in those portions of the Civic Center now being carried out. With the satisfactory settlement of certain reversionary claims and the dedication of areas for public purposes, the way was clear for the filling of some of the waterways and for street construction now under way.

The Planning Commission recommends in its plan for Civic Center developments that further improvements be accomplished on some blocks to the west and south of the central unit now being completed. These proposals will involve acquisition of private properties industrially developed, more dredging to enlarge McLeod's Lake, as well as the construction of other public buildings. These operations involve large expenditures of public funds. In view of the demands in this city for the construction of public improvements of a strictly utilitarian nature, as is true in most cities, it is difficult to forecast future finan-

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cial outlays for projects in the Civic Center area, unless other governmental bodies and agencies are directly concerned and assist such developments financially.

(5) *History:* Weber Point, on which the blocks marked A are located, was the site of one of the first residences in the small village which, since the days of '49, has become the City of Stockton. Here the founder and original planner of the townsite, Captain Weber, built his home practically at the head of the navigable channel. Eventually the home was removed and industry has gradually crept into these blocks.

In view of the historical sentiment thus attached to this site, it has been the desire of the heirs of Capt. Weber that the properties be re-acquired by the public, and that Weber Point be developed with the county group of buildings already mentioned. Propositions and studies have been made, as stated, to accomplish this. Again, however, certain claimed reversionary rights have become involved, and the property situation of the block on which the present County Courthouse, for example, is located, may be such as to entirely prevent its removal from that site, thus precluding the possibility of a group on Weber Point as proposed.

In view of these matters the Planning Commission has considered the Civic Center Plan as shown in the accompanying illustration to include for the time being at least those areas from Miner Avenue north, but is ready and willing to include the blocks directly south of Miner Avenue if and when some

means can be found for some public body or agency to acquire these blocks and develop them with a building or a park or other public use.

*Conclusion:* Thus has the Civic Center Plan been gradually developed by the Planning Commission in the endeavor to meet and resolve the conflicting issues raised. The essential parts of the Plan, the nucleus, have been, or are now being, developed as Step I, which will provide the city with a Civic Center, a point which the Planning Commission is stressing. Here all the City governmental functions are now housed, while the open plaza, adjacent waters and the proposed Library will add the esthetic and cultural note to the ensemble.

With the additional elements envisioned as part of the ultimate Civic Center Plan, and the possibility of State and County public buildings in an enlarged, closely integrated area, the whole will become an area comprising within its limits almost the entire gamut of governmental functions in a dignified setting—the Stockton Civic Center. This achievement has been a major ambition of the Planning Commission for many years. Particular credit for the accomplishments so far should be given to the chairman of the Civic Center Committee, Dr. R. T. McGurk, and to the several chairmen of the Commission, especially the present chairman, Mr. L. A. Mills. The entire membership, however, has worked hard for the consummation of this project, now in its stages of partial completion.



The work of the Planning Commission, however, is admittedly of a purely advisory nature. To the officials of the city, particularly the City Council and the City Manager, backed up by the citizenry of Stockton, should go the final

credit for the allocation of the public funds which have made possible the gradual effectuation of the Civic Center Plan. The official adoption of the Completion Plan now submitted will serve as a guide for future accomplishments in the area.

On the back cover page is a reproduction of the plan for the completion of the Civic Center. Cut courtesy of the *Stockton Record*.

## **EDITORIAL COMMENT**

### **On the Conservation Front**

Looking back over the precarious war years, when conservation policies, long established and cherished, had been threatened, and over the uneasy postwar years when a new impetus appeared for proposals to break down accepted conservation practices, we can discern a stiffening of public sentiment on the conservation front.

The ruling of the U. S. Forest Service on San Geronimo Primitive Area, following the campaign of the Sierra Club, as announced in the April-June **PLANNING AND CIVIC COMMENT**, was distinctly heartening. We believe that Chief Forester Lyle F. Watts correctly interpreted the opinion expressed in the several thousand letters he received and we believe that he is prophetic when he states that there is a rising demand for wilderness recreation "as the influence of urban living induces more and more persons to seek the serenity and inspiration of wilderness areas."

The Barrett Bill to abolish the Jackson Hole National Monument, which passed the 79th Congress and

was vetoed by President Roosevelt, failed in the last days of the first session of the 80th Congress to come to a vote because there was objection from three Members of Congress. The bills to amend or repeal the Antiquities Act of 1906 died in the 79th Congress and made no progress in the first session of the 80th Congress.

The Olympic National Park, which seemed in great danger from the flock of bills intended to reduce its boundaries, now seems in a better position. The wartime pressures to cut timber in the park were resisted. And then came the postwar drives, no longer under the guise of the public good, but frankly based on the *desire* of the local lumber industry to extend its operations and its existence by harvesting the last of the virgin timber on the Peninsula. Hearings of the House Public Lands Committee on the Olympic Peninsula in September disclose a division of opinion. In the State of Washington and in the Northwest there is a growing conservation sentiment for preserving

the Olympic National Park intact. The Department of the Interior and the National Park Service have decided to defend the park against all aggression. The *Parks Pictorial Section* in this number is devoted to information about the Olympic National Park and the various attacks on it. The national conservation organizations will appear at hearings scheduled for Washington, D. C. after Congress convenes.

There were bills in the 79th Congress to authorize the session of the public domain in the States, but not one of them passed. So far in

the 80th Congress no such bills have been introduced, though the stockmen continue to agitate for the proposals to transfer the public range lands to private ownership.

It would seem that public sentiment is becoming more vocal in its support of sound conservation policies. Eternal vigilance is needed to defend the public interest against commercial exploitation. But if the people of the United States will really look after their public estate, they need not fear the proposals to make raids on it.

## Urban Redevelopment in the District of Columbia

Immediately on the passage of the District Urban Redevelopment Act in August of 1946, the National Capital Park and Planning Commission prepared a budget to carry out the mandate of the law which directs the Planning Commission "to make, and, from time to time, develop a comprehensive or general plan of the District of Columbia . . . which shall include at least a land-use plan which designates the general locations and extents of the uses of the land for housing, business, industry, recreation, education, public buildings, public reservations, and other general categories of public and private uses of the land." A request was made in the Independent Offices Appropriations Bill for \$95,000 to cover the cost of bringing the comprehensive plan up to date and for publishing it to make it available for consultation.

Of this amount \$75,000 was finally voted before Congress adjourned. Harland Bartholomew and Associates have been engaged as consultants to work with the staff of the Planning Commission to issue the Report within a year. This clears the way, now, for the Redevelopment Land Agency, headed up by Mark Lansburgh, to secure from the coming session of Congress an appropriation for the organization and functioning of the Agency. After the hiatus in publications of the Planning Commission, caused by the ban on published reports during the Depression and the War, the preliminary comprehensive plan which will be ready for examination and study during the coming year, should be of great interest to the citizens of the District and to the people of the Nation served by the Federal city.

## Strictly Personal

James Garrison, engineer, has succeeded Rodney Gibson recently resigned as Planning Engineer of the City Planning Commission of Omaha, Nebraska.

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A. P. Greensfelder, of St. Louis, Missouri, has been appointed as a member of the National Capital Park and Planning Commission, to succeed Clarence C. Zantzing.

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Alden F. Aust, former senior project planner, FPHA, Region 8, Cleveland, Ohio, has joined the staff of the St. Paul City Planning Board as City Planner under George H. Herrold, Director of City Planning. Mr. Aust was formerly with the Wisconsin State Planning Board.

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The appointment of Reynold E. Carlson, Specialist in Nature Activities and Camping for the National Recreation Association, to the staff as Assistant Professor of Recreation by the Department of Recreation, School of Health, Physical Education and Recreation of Indiana University. Mr. Carlson will divide his time between teaching and field work for the University.

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Garrett G. Eppley, beginning July 1, 1947, takes over the chairmanship of the Department of Recreation of Indiana University.

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Emil C. Heinrich, after 14 years with the National Park Service, has resigned to become Chief of Planning for the new Bureau of State Parks of Pennsylvania.

Frederick P. Clark, planning director of the Regional Plan Association of New York, has been named Chairman of the City Planning Commission of Rye, N. Y.

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Charles B. Whitnall, father of the Milwaukee County Park and Parkway System has resigned as a member of the Commission. At the age of 88, he plans to take some rest from the vigorous activity which he has given to his work as one of the organizers of the Milwaukee County Park Commission in 1907.

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Sherwood Reeder has been appointed Executive Secretary of the Cincinnati Citizens Planning Association.

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Paul Bestor was chosen president of Friends of the Land at the annual conference of the organization at Athens, Ohio.

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John G. Martin, Editor of *The Housing and Planning News-Bulletin* issued by the National Housing and Town Planning Council of London, announces his retirement from the Council to take up social service work in the Union of South Africa.

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Lawrence A. Enersen has been appointed Professor of Landscape Architecture at the North Carolina State College of Agriculture and Engineering of the University of N. C.

# Garden Club Reports on National Park Concessions

The National Park Service reports that in response to the request for personal impressions and conclusions on national park concessions made to members of the National Parks Committee of The Garden Club of America by its Chairman, Mrs. Robert C. Wright, the following letter was received on park use and over-use, with recommendations on long range concession policies:

There are many problems in the National Park Administration but no need so immediate as insistence that the development by the Government (through its own services and through the Concessionaires it engages) should be in keeping with the Parks themselves and the purposes for which they have been established.

Although the subject referred to the advisory group is "National Park Concessions," the real problem is the *numbers* which threaten the Parks with destruction of two kinds. 1. Steadily increasing encroachment upon the actual land of the Parks to accommodate the increasing crowds of visitors and the personnel necessary to care for them. 2. Introduction of and tolerance of "resort" entertainment and other features—unsuited to National Parks—to attract and hold visitors.

Pages could be written about each of these dangers, their causes and their influence, but the reason for both is uncontrolled numbers.

On the side of the Government, numbers seem the measure of re-

sponse of the Budget Committee of Congress. Each Park Administration, in order to secure even insufficient appropriations for personnel, equipment, trails, roads, etc., must show numbers of visitors.

As for the Concessionaire, if he has invested a large amount of money on buildings, and for maintenance and operation in good and bad seasons, he too depends on numbers to secure a reasonable return on that original investment while carrying on satisfactory standards under the restrictive ceilings set by the Government.

In the smaller Parks the present arrangements seem to us admirable. Buildings are suitably simple but comfortable, inconspicuously placed, and camping places well screened, planned to avoid congestion. There is no "entertainment." In these Parks crowded conditions are rare, but in some of the older and larger Parks the situation is serious. Free "resort" recreation and entertainment attract "resort" visitors who, added to the mountain lovers, make necessary more paid personnel, more buildings, more transportation, more problems of discipline and of management. So the vicious circle widens with every year.

This problem of numbers includes not only people but their automobiles, for which great spaces must be provided, machine shops, gasoline stations and ever more roads and more parking areas near the most beautiful of the Parks' features.

## *Planning and Civic Comment*

Each Park has a different but determinable balance between areas to be preserved for best enjoyment of visitors, and areas which must be surrendered for the same purpose. These balances once satisfactorily established can be held only by the constant help of citizens aware of their importance and willing to be unofficial guardians. The imperative duty of the moment is to save the actual lands of the Parks from destructive encroachment.

Many methods of protection are being anxiously studied—limit of stay so that areas already developed for visitors may be enjoyed by many for short periods, rather than by a few for the entire season; requirement of advance reservations; refusal to accommodate conventions and large clubs; raising of entrance fee for local users of the Parks, which are supported by the entire nation; development of stores, shops and stations outside scenic areas; and encouragement of attractive housing and camping projects outside Park entrances.

But any restrictive policy in the National Parks should be immediately offset by wise development of recreational areas and facilities in the great holdings of the National Forests where every desire for vacation-life can be appropriately supplied.

Both Departments of Parks and of Forests must be helped to impress upon the public that these mountains and forests and deserts are to be enjoyed for what they are, and that efforts to extend their appeal by luxury and entertainment lessen their value.

Every organization and individual interested in conservation must help resist the pressure to occupy—and so destroy—more and more Park areas for long, inexpensive or free, vacations, and must help also to arouse a wide-spread interest which can be best informed and made effective through active and constant connection with Government and private agencies of conservation.

## **Washington State Institute of Government**

The Institute of Government at the University of Washington, July 28–August 1, under the able direction of Dr. Donald H. Webster, was a notable success in that it served as a coördinating force and in-service training school for the members and staffs of legislative and administrative officials throughout the State and offered excellent citizen education in planning. The General Assemblies were addressed by Governor Mon C. Wallgren; Chief

Justice Robert G. Simmons of Nebraska's Supreme Court, representing the American Bar Association; Walter H. Blucher, Executive Director, American Society of Planning Officials; and Dr. Philip Jessup, Professor of International Law, Columbia University. There were sections on Political Science and Law Enforcement; Problems of Social Service; Safety, Health and Welfare; Local Action in Democracy; Planning; and Public Libraries.

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The two-day Section on Planning was especially well attended. Professor Richard G. Tyler of the College of Engineering, developed lively discussion in addition to the announced speakers and called on Walter Blucher and Harlean James to report planning experiences and trends in the country at large. Among the subjects discussed under Urban and Suburban Problems were Obsolescence of Structurally Sound Buildings from Changing Land Use; Transportation and Decentralization; Blight and Rehabilitation; Outdoor Advertising; Policing Zoning Regulations; the Validity of Zoning Classifications; and the Mercer Island Controversy. Under the general heading of Metropolitan Fringe, Utilities, Zoning, Platting and other Controls, discussions covered Economic, Social, Home Ownership and Veterans' Segregation and Valuation Restrictions.

On the Community Development Program there were discussions of Planning by Administrative Departments vs. Planning Commissions; Correlation of Local, State and Federal Planning Agencies and Financing Planning and Projects. The last session was devoted to an account of Skagit County's Study of Intergovernmental Relations under which at the local county level an endeavor has been made to set up a clearing house of information for all local, state and Federal Governmental agencies operating in the area. At the national level we now have the Federal Inter-agency Committee which is rendering a fine service; but it seems likely that in the absence of a National Planning Board governmental agen-

cies at all levels will continue to operate in States, counties and cities in blissful ignorance of plans and projects of other governmental agencies for the identical land and water areas.

It will be remembered that the Washington State Planning Council was abolished and its records and functions taken over by the Department of Conservation and Development, which is acting as a clearing house of information on state resources. The discussion developed a difference of opinion concerning the function of state planning. Walter Blucher maintained that planning was a *staff* job which should serve all executive departments and not to be confused or combined with *line* administration.

At the close of the two-day planning sessions, it was decided to organize an over-all Washington State Planning Association or group, to be composed of officials and citizens, with special service for officials. Mr. John L. Nordmark was named temporary chairman. Mr. Art Garton, Director of the Department of Conservation and Development, offered the services of someone on his staff to put the organization on a sound basis.

Among the local leaders who participated in the planning sessions were: Harry Aumack, City Planner, Spokane; J. Haslett Bell, Planning Consultant, Portland; Henry Berg, Executive Secretary, Seattle Planning Commission; J. W. A. Bullong, Traffic Engineer, Seattle; James Berkey, Planner, Bureau of Recre-ation, Ephrata; Henry P. Carstensen, President, Washington State Grange; Fred Cuthbert, Planner,

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who will be on the faculty of the University of Oregon this coming year; William Devin, Mayor of Seattle; C. W. Fawcett, Mayor of Tacoma; Clyde Grainger, Chairman, Seattle Planning Commission; Art Garton, Director Department of Conservation and Development, Olympia; Don Johnson, Chairman King County Planning Commission; W. A. McLean, Chairman Skagit County Planning Commission, Sedro-Woolley; John L. Nordmark, Planning Engineer, Skagit County Planning Commission; Paul W. Seibert, Planning Committee, Seattle

Municipal League; George Stoddart, Chairman, American Institute of Architects, Seattle Chapter; Richard G. Tyler, Professor College of Engineering, University of Washington; and Joshua H. Vogel, Planner and P. W. Consultant, Bureau of Public Administration, University of Washington. Mayor Devin of Seattle was most faithful in his attendance throughout the planning sessions. The membership of the American Planning and Civic Association was well represented among those who attended the Institute.

## **The Mercer Island Controversy**

The Mercer Island Controversy has grown out of a conflict between the citizens of the Island and the State Highway Department. A famous pontoon bridge connects the city of Seattle with Mercer Island. Another bridge connects the Island with the opposite mainland. The Island is beautifully wooded and picturesque. Along its extensive waterfront are hundreds of comfortable homes hidden from the highways by the trees and shrubs but commanding fine views of the Sound and opposite shore. The highway with its two bridges offers the only unmarred automobile entrance to Seattle. The forests which once lined the other highway approaches have been cut in ruthless fashion, leaving scars of bulldozers and burned slash.

Unfortunately, there is not yet a completed comprehensive plan for the Island, but the King County Planning Commission has put into effect a zoning ordinance under

which a small amount of land along the highway between the two bridges has been zoned commercial. It is the thought of some of the Islanders that under a consistent plan to protect the residential character of the Island this area might be even more restricted.

And now comes the State Highway Department with a plan to erect a regional building near an overpass on the Island. Some five acres has been purchased, but at present only a small part of this plat has been zoned commercial. Plans call for additional ground on which to house equipment which would give the use of the land now zoned as residential an industrial character.

As is well known the Federal Government and the State have the power of condemnation of land for public purposes and the Washington State Highway Department can condemn this land and use it for the conduct of its business.

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We do not pretend to know all of the *ins* and *outs* of this controversy, but of one *principle* we are sure. We have long urged the Federal Government to place its public buildings in cities in accordance with the comprehensive plan of the city and we are glad to say that we now have a Commissioner of Public Buildings who puts this principle into practice.

It is our belief that all state highway agencies would do well to locate their highways and buildings in accordance with city and county comprehensive plans and zoning regulations. They will thus be tempering their authority to meet the carefully prepared plans of localities and presumably the wishes of a majority of the people concerned.

### Portland Meeting

The Oregon members of the American Planning and Civic Association met at lunch in the Heathman Hotel on Monday, August 18. The chairman of the chapter, Thornton Munger, had just returned from a trip to New England and Marshall Dana from an extensive trip to the Orient. Harlean James, Executive Secretary of the Association, discussed with those present pending planning problems in Portland.

The zoning regulations and map prepared by Earl Mills is about to be presented to the Portland public for neighborhood hearings. There are pending plans for a new City Hall and for another Federal Building and it is thought that they may be located within the proposed Civic Center which has never been authorized by official vote. Studies are projected for the bus-and-railway-terminal situation in Portland, and, in view of the large increase in population, it is thought that the comprehensive plan prepared in the early thirties by Harland Bartholomew and Associates, should be brought up to date to meet changing conditions.

One of the real achievements of the past year has been the plan, now authorized by the city council on recommendation of the committee headed by Mr. Munger, to preserve in a forest park about 5,500 acres of hilly lands along the Willamette River now owned in large part by the city or county but lying mostly within the city limits. This will preserve for all time the steep wooded slopes between Skyline Boulevard and the river. At present a winding narrow road runs for seven miles without interruption along this side hill. The area will be a fine addition to the already creditable park system of Portland.

Portland's downtown district was discussed. Attention was called to new commercial buildings including that for the *Oregonian* which provides offstreet loading and parking of trucks. Proposed sites for a new city hall and a new Federal Building raise the question of the location of an adequate civic center. There was agreement that these buildings should be located in a dignified civic center in proximity to a stabilized downtown district.



Among those present at the lunch were: J. Haslett Bell, who called the meeting, L. A. Anderson, Landscape architect for the Housing Authority, Mark Astrup of the State Parks Division, Neill Butterfield of the National Park Service, George W. Peary, Mayor of Corvallis, Mrs. Ernest Dalton, Marshall Dana of the *Oregon Journal*, who has written a series of ten articles on conditions as he found them in the

Far East, Harry Freeman of the Portland Housing Authority, V. L. Goodnight, Engineer of Corvallis, Robert K. Grubb, Superintendent Keyser of the Park Department, John R. Leech, E. B. MacNaughton, David Thompson and John B. Yeon.

Chairman Munger has appointed J. Haslett Bell Chairman of the Oregon Federal City Committee, to aid planning in Washington.

## It Could Happen to Any City

By SHERWOOD L. REEDER, Executive Secretary, Citizens' Planning Association of Cincinnati

A chain is only as strong as its weakest link. That truth, to a great degree, might be applied to cities and their worst features.

Each city is the sum total of the foresight and planning, the negligence and error, and the effort which have gone into its creation. And, since they are created by people, cities will be only as ideal as places in which to live and earn a living as people want them to be.

Were there a city which offered an ideal environment over the years, one would not search long for the answer. The self-evident reason would be: The people, standing vigilantly alert—ready to cut out the first signs of decay lest that decay spread and destroy their city.

Unfortunately, however, man has yet to transfer the Shangri-La he dreams about to reality. Meantime, he packs up and flees from the central cities of the nation's metropolitan areas because he no longer can stand the grime, the decadence, the noise and the con-

gestion. These he leaves behind as he seeks places where the air is fresher and the taxes lower; where shopping centers are less crowded and parking places more than a myth. He finds what he seeks in suburban districts, usually. All of which does nothing to solve, but rather, increases, the gigantic problems with which the nation's central cities wrestle today.

What is it that causes a city to die? Why are we faced today with the discouraging picture of countless cities, so eaten with a blight that oozes from the core to their very outer limits, that they totter on the brink of economic chaos?

Jersey City is an outstanding example of such a metropolis.

Analysis of its disease, however, leaves us with a thought more sobering than that Jersey City alone is approaching ruin. We find, through that analysis, that Jersey City's pattern is being repeated in many other cities. What has happened there can happen anywhere.

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Geographically, Jersey City is strangled. Located on what is virtually a peninsula, it is hemmed in by Bayonne at the lower end and by Union City and Hoboken at the upper end. Only political boundaries separate them. On the east flows the Hudson; Jersey Meadows and Newark Bay lie to the west.

This inability to expand, however, is not the principal reason for the city's steady slump. The reasons go deeper than city boundaries; the reasons are found largely inside those boundaries.

Jersey City was becoming a strong industrial center in the decades from 1890 to 1910 when there was a 30% increase in population. This percentage is a far cry from the 4.9% population decrease noted in the 1930-40 decade. Between 1910 and 1940 something was happening. The roots, however, were planted long before. Those roots might be recognized as lack of foresight and planning; lack of consideration or concern about the needs of future generations and expansion.

A glance at the land-use pattern of Jersey City shows us that the railroads occupy the entire waterfront. Altogether, they pre-empt 35.5% of the gross developed land area, and their tracks slash through almost all residential areas. They do, however, contribute towards paying operation costs of Jersey City's municipal services. Another 2.4% of the gross developed area, in the vicinity of Caven Point, is tied up in military property. While this is a small amount, its potential economic weight is greater proportionately than that as the land

has direct access to deep water docking along Upper New York Bay.

As a result, according to Churchill-Fulmer Associates' preliminary planning survey of the city, industries were unable to get harbor side locations. Heavy industry could find no sites directly on deep water. What land remains fails to meet ideal requirements for such industries as the garment trade which needs a site easily accessible to buyers; or for heavy industries requiring rail or port connections where land is cheap, taxes low and opportunities present for spreading out in long low buildings.

Jersey City, therefore, has failed to attract many new industries.

Those existing industries have infiltrated into nearly every section of the city with the resultant deleterious effect on adjacent residential areas. On the surface, there appears to be a big concentration of industry here. On the per capita basis, however, figures in the planning survey show that a living is provided for only part of the population.

There is no more land suitable for residential development. Sixty-five per cent of the residences are more than 40 years old; 95% were constructed before 1930. There has been relatively little home building since 1930. A fourth of the dwelling units are substandard. In addition, Jersey City ranks among the most densely populated cities with an average concentration of around 150 persons per acre of residential land. This fact alone is contrary to all requirements for good environment.

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Is it surprising, then, that the city has been suffering a population loss? The growth of the automobile industry aided in hastening the exodus of Jersey City dwellers by placing in their hands a new freedom. As they moved away from the noise, filth and confines of the central city, they left in their wake jungles of obsolete housing, depressed real estate and impaired structures.

Jersey City frequently has been referred to as the "bedroom" for low income groups. The city is occupied mainly by lower income groups working both in Jersey City and Manhattan. According to figures in the planning survey, Jersey City workers receive a relatively low income as compared with workers in other areas. In 1940, the average income was \$90 a month and the median monthly rental, \$28.93. These rent levels were lower than those in other New York region cities except for the adjacent Hudson County communities. The higher income groups, the trend shows, have been moving away from Jersey City into the suburban areas of New York City or New Jersey and other communities.

The residential areas of Jersey City thus are municipal liabilities rather than assets. Unlike fashionable residential suburbs, which are supported by high income commuters whose expensive homes yield more taxes than the cost of municipal services (and who likewise furnish employment to many domestic workers and persons working in service establishments), Jersey City is occupied mainly by persons who, even at high tax rates, can

scarcely pay for the full cost of the public services rendered them.

Having no vacant areas in which newer or higher-priced home sections can be developed, Jersey City thus is faced with progressive deterioration of its residential structures and little opportunity to strengthen its tax base by new residential buildings. Some 2,400 properties (or more than 6% of all parcels in the city) either were city-owned or tax delinquent at the time the Churchill-Fulmer report was published.

Jersey City's tax burden (a rate of over \$70 based on 100% assessment) now is about the highest in the U. S. It will go still higher as the cost of municipal services, increasing as a result of higher salaries and higher cost of public improvements, falls on a tax base that is constantly depreciating with the aging and obsolescence of its buildings. Here we find a vicious circle from which there is no escape unless planning for new industries and new housing is begun immediately.

And such planning is a "must" not only for Jersey City, but also for other cities throughout the nation in which room for new industries must be found and decadent housing cleared for new residential areas.

Another factor influencing groups to move out of Jersey City was the rapid growth of residential areas north and east of Manhattan which began to pull the retail business center north toward Radio City and away from the Wall Street area. Other businesses, too, began to move uptown, convenient to the mid-town Grand Central and Penn-

## *Planning and Civic Comment*

sylvania terminals. Jersey City's terminals were near the Wall Street area and thus inconvenient to persons commuting between Jersey City residences and the retail business or business centers.

Heavy commerce, which includes such businesses as warehouses, garages, repair yards, filling stations and the like, is scattered around Jersey City in much the same way as is industry. Light commercial businesses, including retail and wholesale shops and stores, movie houses and offices, are mixed indiscriminately with houses and apartments. These examples are still another evidence of the sorry lack of planned, orderly development.

There was an over-expansion of Jersey City commercial hopes in the 1920's; today there are an estimated 600 vacant stores within the city, representing about 12 per cent of the total.

At the same time, the large department stores of Manhattan and Newark drain away the trade even of Jersey City's local residents and entirely cut off any trade it might receive from the Hudson County hinterland. This seems a bit unbelievable when one considers the strategic and potentially excellent position that Jersey City happens to be in.

The transportation lines, however, cutting through the city but not tying it together have made it easy for residents of Jersey City to go to the stores in Manhattan and Newark rather than to shop in central Jersey City. Here again, lack of foresight and planning have resulted in a below-the-belt punch to a sector of Jersey City business.

Traffic congestion and problems resulting from poor planning of streets plague Jersey City. Briefly, there are too many areas now used industrially wherein streets are too frequent. Thus, building lots are too shallow for effective industrial use. From one residential area to another, there is considerable variation in the balance between streets and building lots.

There are confusion and overlapping of functions of the various types of streets. Inter-regional truck traffic at the west portals of the Holland tunnel and trucks which are barred from Pulaski Skyway seep partially through local streets on their way non-stop through Jersey City. Inter-city traffic congests local traffic. The gridiron pattern, where variously slanted grids meet, create property angles and shapes which are difficult to build on.

These are only the major factors involved in the answers to why a city dies. When one weighs the complex problems resulting from unstemmed decay, costly municipal government, high taxation without any visible returns in the way of civic or public improvement, and lack of foresight and planning, with which Jersey City has been burdened, it seems almost amazing that the city has survived at all. But, it has.

And so have innumerable other American cities which are rolling down the same path. And many of them are rolling down just as fast despite the fact that their municipal government is an honest, well-meaning one.

Just how long a city can continue on this path, however, before blight eats away the base of the economic structure is a big question. A city, like a business, either goes forward

or backward. It can't stand still. And any city which fails to give its people, business, and industry what they need and want should heed the example of Jersey City.

## **The Lewis and Clark Tour and The Northwest Conservation League Conference**

Representatives of the Northwest Conservation League met on August 6th with interested officials at Seaside, Oregon, to celebrate the end of the trail for the Lewis and Clark Expedition of 1804-06. At the spot designated by the Oregon Legislature as marking the farthest camp of the Lewis and Clark Expedition, a jug of water was given by the local committee to Editor and Legislator J. P. Simpson, later elected President of the Northwest Conservation League at Missoula. This jug of water was passed on at each stopping place through the appropriate officials until it was delivered at Missoula, Montana.

At Vancouver, Washington, the caravan paused for lunch and then went on to White Salmon, near the home of State Senator Earl S. Coe, then President of the League. A pot-luck dinner was served and in the evening a conservation program was discussed. The caravan stopped at Maryhill Museum of Fine Arts, situated on the north side of the Columbia River in the State of Washington, where, in addition to other exhibits, there is a fine collection of Indian relics and a loan exhibit of paintings of Indians of the Northwest.

At Pasco, Hill Williams, President of the Lewis and Clark Chapter of

the Northwest Conservation League had assembled a good delegation, and from there on to Lolo Pass the caravan was led by Mr. and Mrs. E. Hershel Kidwell, in a car with a loud speaker through which announcements of the character and purpose of the tour were broadcasted as the caravan passed through each city and town.

An evening ceremony was held in Sacajawea Park at Pasco staged by four Camp Fire Girls, repeated later at Lewiston and Lolo Pass. At Lewiston, a large lunch meeting was planned by the Chamber of Commerce which included a conservation program especially directed to the development of the Lewis and Clark Tourway.

Two nights were spent in the Lolo Forest, one at Pierce and one at Powell Ranger Station. Programs, including accounts of forest problems and services, were presented at both places. The U. S. Forest Service is to be congratulated on its research concerning the routes and camps of the Lewis and Clark Expedition and the markers which they have erected. A narrow, winding fire road, follows the trail rather closely through the Lolo Forest; but the new highway will follow the river valley, since the heavy winter snows would prevent

## *Planning and Civic Comment*

use of a crest-line road for many months each year.

The caravan stopped at Lolo Pass for lunch and an outdoor program on Sunday, August 10th. A firefighting Forest Service plane dropped ice cream in the open meadow as a demonstration of how supplies are carried to remote fires. Among those who participated in the Lolo Pass program were: Dr. L. I. Hewes, Chief of Western Headquarters of the Public Roads Administration, Colonel E. W. Kelly, retired regional forester and now President of the Missoula Chamber of Commerce, J. P. Simpson, Editor of the Grant County Journal, Mrs. Margaret Thompson, Executive Secretary of the Northwest Conservation League, Mrs. W. I. Higgins of Butte, Conservation Chairman of the Montana Federation of Women's Clubs, Clarence C. Strong, Assistant Regional Forester, U. S. Forest Service, Dean Kenneth P. Davis of the School of Forestry, Montana State University, Harlean James, Executive Secretary of the American Planning and Civic Association, and Mrs. Caroline Madden of Anaconda, who told stories and sang songs of the West.

Beginning Sunday evening and ending Tuesday afternoon, sessions were held at the School of Forestry at the University and lunch and dinner meetings at the Florence Hotel. Dean Kenneth P. Davis of the School of Forestry was in charge. Among those participating in these sessions were: Homer E. Anderson, Supt. of Bozeman High School; Truman Anderson of the State Soil Conservation Service; L. A. Campbell, in charge of the Division of

Information and Education for Region 1 of the U. S. Forest Service; Robert F. Cooney, Montana Fish and Game Department; Dr. Herman J. Deutch, Head of the History Department, State College of Washington at Ellensburg; John C. Drummond, Forester, Montana State Extension Service; J. W. Emmert, Superintendent, Glacier National Park; A. O. Gullidge, High School Supervisor, Montana State Department of Public Instruction; George W. Gustafson, State Coordinator, Montana Rural Fire Fighters Service; P. D. Hanson, Regional Forester, U. S. Forest Service; Mrs. W. I. Higgins, Conservation Chairman, Montana Federation of Women's Clubs, Butte; Harlean James of the American Planning and Civic Association; Col. Evan W. Kelly, retired regional forester and now President of Missoula Chamber of Commerce; Mrs. Washington J. McCormick, Stevensville; Mrs. Caroline Madden of Anaconda; Dr. J. W. Maucher, Director of University Summer School; Mrs. Elizabeth Mitchell of Moose Lake, Washington; Melvin C. Morris, School of Forestry, Montana State University; Rutledge Parker, Secretary, and Walter R. Rankin, State Park Director of the Montana State Park Commission; Dr. J. W. Severy, Chairman, Division of Biological Sciences, Montana State University; J. P. Simpson, Editor, Grant County Journal, Member Washington State Legislature and President of the Northwest Conservation League; Clarence C. Strong, Assistant Regional Forester, U. S. Forest Service; Charles L. Tebbe, Director,

## *Planning and Civic Comment*

Northern Rocky Mountain Experiment Station; Mrs. Margaret Thompson, Executive Secretary of the Northwest Conservation League; Mr. and Mrs. George Voght, Connor, Montana; Dr. C. W. Waters, Montana State University; Dr. Obed Williamson, Eastern Washington College of Education at Cheney; and Meyer Wolff, Assistant Regional Forester, U. S. Forest Service.

The tour served to direct public attention to the project of the Lewis and Clark Tourway which it is hoped will ultimately be developed between Saint Louis, Missouri and Seaside, Oregon. At all the stops along the way and at the Montana State University, conservation formed the theme of all discussions. The Northwest Conservation League is to be congratulated on its summer's accomplishment.

### **Providence Plans Progress**

Frank H. Malley, Director of the City Plan Commission of Providence, Rhode Island, reports:

In the time that this department has been inaugurated we have prepared and had passed by the legislature an Urban Redevelopment Act which is believed by local capital interest to be sufficiently satisfactory for them to operate under it. Preliminary talks are being held for the development of specific projects.

Five major studies have been completed and reports on them have been published as follows:

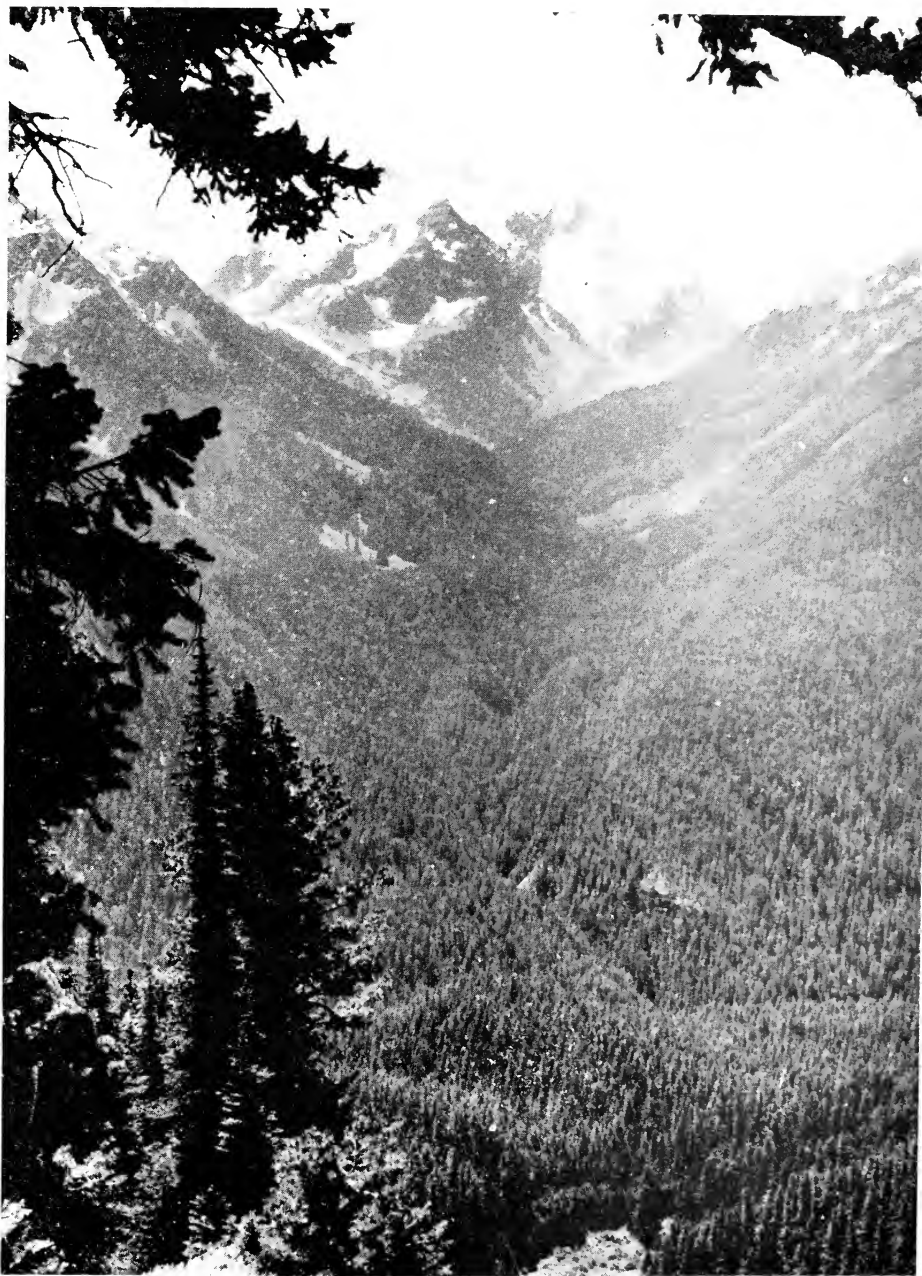
THE FUTURE POPULATION OF  
PROVIDENCE 1940-1980  
PLAN FOR FIELDS POINT PORT  
AND INDUSTRIAL DISTRICT  
MASTER PLAN FOR THOROFARES  
MASTER PLAN FOR LAND USE  
AND POPULATION DISTRIBUTION  
MASTER PLAN FOR REDEVELOP-  
MENT OF RESIDENTIAL AREAS  
The comprehensive Land-Use Map

has been completed and the information tabulated on I.B.M. cards which also cover assessed values and existing zoning.

One collaborative problem with the Planning Division of the Rhode Island School of Design, emphasizing recreational developments has been completed, and another similar problem involving redevelopment has been initiated.

Ninety-nine mandatory referrals have been processed for the City Council with very gratifying support on the part of that body. Public relations have been established and maintained at an extremely high level through the co-operation of the local newspaper and the Civic Planning and Traffic Board of the Chamber of Commerce. Very satisfactory coöperation with City, State and Federal agencies is progressing on the development of specific plans for freeways in the Providence area.

# TROUBLE ON OLYMPUS



MOUNT OLYMPUS FROM BAILEY RANGE TRAIL

NPS PH

# PARKS



## Sample—Don't Sell

It's the last item of its kind that we have in stock, and it won't be replaced, if we let it go, for about a thousand years—if then. We are speaking of the unique forest on the Olympic Peninsula, in Washington, that conservationists throughout the nation sought to protect in a national park—in Olympic National Park. It took a lot of hard work and inspiration to secure national-park protection for it, but they were up to the job.

Now, however, it would seem that the conservers' winnings are about as hard to keep as the gambler's. The Board Foot and Pulp Men and their dependents who didn't like the park idea in the first place haven't conceded victory. They want to see that forest out of the park and cut down. To them a down-and-out forest is a thing of economic beauty, whereas a virgin stand is just a prime example of nature's waste. All trees should be cut when they mature, and should not be allowed to get overripe. Nor should anything stand in the way of a mature tree when they take it out. There's a lumber and pulp shortage; prices are high now; virgin timber is the most profitable to cut. Cut it all.

We must be unstinting in our praise of good forest practice where it exists, and it does exist. But we must continue the battle—begun a century too late—against wanton destruction of the nation's forests; and in continuing, we have the support of men and industries and agencies who practice good forestry and who do not relish the competition of those who don't practice it and can thereby sell their lumber and pulp cheaper. There is urgent need for wood products, and we must use forests efficiently to fill it.

But we don't have to send all our virgin forests where we almost sent the buffalo any more than San Francisco has to build mimeo-

graphed houses the length and breadth of Golden Gate Park. Citizens the country over would rightfully deplore the hydro-electrification of Yosemite's waterfalls or the setting up of a grapestake industry in the Sequoia National Park Big Trees. They should as rightfully deplore the proposal of Olympic Peninsula lumber towns, whose mills are geared to processing more timber than they will let nature grow, that these mills should be given a few more years' lease on life at the expense of one of the nation's most splendid park-land forests. Some of the timber men, in pending legislation, have brought pressure on the Park Service to let them get their hands on one virgin tree out of seven; still others prefer to write their own ticket. We need no crystal ball to foresee where these demands will lead.

Looking back a few decades, we are reminded that the very towns now profitably serving as gateways to Yosemite were strongest in opposition to the creation of Yosemite National Park. They didn't want land taken from the tax rolls, or men put out of work. If those towns can today blush at their lack of vision, is it not incumbent upon the Olympic towns to spare themselves tomorrow's blush? If they will not, and if we must therefore choose between ghost town and ghost forest (which would soon take the town with it), is the choice a hard one to make?

The West today knows many a ghost town where men of too much enterprise once cleaned up and cleared out. Even those who failed to clean up were not the real losers. It was the inanimate, played-out land that suffered—the lifeless land and all the life it might have supported but cannot.

DAVID R. BROWER

## Olympic National Park Seriously Threatened

The superb forests of Olympic National Park, which form a fringe between the snowline of the peaks within the park and the denuded forest lands just outside of it, are again the objective of the lumber operators. Unfortunately, this is but one of many concerted attacks by commercial interests to acquire public lands for private benefit. Similar attacks are being made upon the administration of public lands by the Department of Agriculture and the Department of the Interior in all parts of the West through bills introduced by grazing, mining, power, and water interests. The Olympic threat is, however, the most spectacular.

Five bills now before Congress have been introduced to dismember Olympic National Park. The effect of these bills will be to turn over to the Forest Service thousands of acres of land and billions of board feet of magnificent timber of a *national* park, belonging to all the people, for the purpose of turning trees into dollars, benefiting a few. Under the emotional appeal of "veterans' housing" large timber operators seek to exploit public land for personal profit for a few more years. If stumpage within the park is relinquished and the area is logged over, lumber and pulp interests will continue to press for additional stumpage until by piecemeal withdrawals they will have used up the forests. Eventually, when the park timber gives out, the economic readjustments, reforestation, and sustained-yield practices so badly needed at the end of the first world war will be forced upon the lumber industry. It makes better sense and is better business to begin these practices now, before Olympic National Park—or any national park—is denuded of its finest forests.

If, indeed, the United States of America



Fir and hemlock forest, Olympic National Park. NPS photo.

has so depleted its timber resources that we must use our national *parks* for timber, then before reducing our growing stock to the danger point by continued cutting of virgin timber, we had better bring our forest income and expenditure into balance.

The struggle over the San Geronio Primitive Area has made us realize how little wilderness still remains in the United States. It is clear that with the increasing mechanization of our civilization we need more areas of refuge, not fewer. The constant pressure of civilization results in a slow but steady invasion of the small areas of wilderness that remain. If San Geronio is lost to ski-resort use, portions of Yosemite National Park for power and water, and portions of Olympic National Park for lumber, there is no reservoir of wilderness from

which we can obtain replacements. Once a part of the wilderness is lost, it is gone forever and cannot be replaced. The Bogachiel-Calawah-Hoh area, marked for elimination from the Olympic National Park, contains 34,000 acres of superb wilderness.

We are therefore opposed to and will vigorously fight the enactment of the bills now before Congress to eliminate from the Olympic National Park any of the lands now included therein.

#### *What the Bills Provide*

S. 711, *Magnuson of Washington*.—*This bill would eliminate approximately 6,000 acres of privately owned timber along the Quinault River in the southwestern part of Olympic National Park.*

While it is realized that private lands in that area within the National Park complicate the administration of the park, it would seem more desirable to look far into the future, 50 or 100 years from now, when the need for national parks will be greater than ever, and proceed at this time to acquire Federal ownership to these private properties (cut over though they may be), rather than to eliminate a lakeshore and valley that form the natural gateway to the southwest portion of the Park.

H. J. Res. 84, *Norman of Washington*.—*This is an exceedingly dangerous bill set up for the express purpose of determining "what areas, if any, should, in the judgment of the Commission, be withdrawn or excluded from the Olympic National Park in order to render locally and nationally the maximum public benefits. . . ."*

The commission that is to decide in the first instance what acreage shall be used for timber and what (principally above timber line) shall be left as National Park "for scenic attractions, recreation, or as the habi-

tat of wild life," has been carefully chosen in the bill. The nine members of the "Commission on the Olympic National Park" will consist of representatives of the following:

- 1) The West Coast Lumbermen's Association
- 2) The loggers' union
- 3) Sawmill towns to the north
- 4) Sawmill towns to the south
- 5) The State of Washington
- 6) Washington agricultural interests
- 7) United States Forest Service (which would receive the lands)
- 8) National Park Service
- 9) National Parks Association

It can thus be seen that the Commission is heavily weighted in favor of eliminating as much as possible from the Olympic National Park. The park's superb areas of primeval forests have values that transcend common measurements, but it so happens that they are also known to include some 18 billion board feet of timber, according to forest service estimates. Already the lumber interests indicate that they will not be satisfied without destroying enough of these park values to cut at least 9 billion board feet, the remainder being too high on the ridges or too small to be cut at a good profit.

H. R. 2750 and 2751, *Norman and Jackson of Washington*.—*These bills offer a compromise of 2½ billion board feet of timber for sacrifice to the timber operators.*

With indications that conservationists throughout the country were organizing a strong and effective fight against the entire principle of exploitation of public resources for private benefit, it became apparent even to the Congressional representatives of the lumber interests that it might be better to achieve the total goal of 9 billion board feet of timber in two or three bites, rather than to risk public disapproval by seeking it all at

The organizations sponsoring this publication, or endorsing its stand in support of an unimpaired Olympic National Park, include the following:

American Alpine Club, New York	Mazamas, Oregon
American Museum of Natural History	Mountaineers, Inc., Washington
American Nature Study Society, North Carolina	National Council of State Garden Clubs, New York
American Planning and Civic Association, Washington, D.C.	National Parks Association, Washington, D.C.
Boone and Crockett Club, New York	New Hampshire Federation of Garden Clubs
California Alpine Club	Obsidians, Oregon
Contra Costa Hills Club, California	Prairie Club, Illinois
D.A.R., Sierra Chapter, California	Sierra Club, California
Emergency Conservation Committee, New York	Wasatch Mountain Club, Utah
Game Breeder and Sportsman Magazine, New York	Washington Alpine Club
Izaak Walton League of America, Illinois	Wilderness Society, Washington, D.C.
	Wildlife Management Institute, Washington, D.C.

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once. A compromise was therefore effected whereby 56,396 acres of land and 2½ billion board feet of timber would be eliminated from the Olympic National Park by the identical bills, H. R. 2750 and 2751. The Department of the Interior and the National Park Service felt obliged to propose these bills as an alternative to the formation of the dangerously biased "fact-finding" commission provided by H. J. Res. 84. The Park Service points out that cut-over private lands within the National Park along the Quinault River at the southwest corner of the park are not now of national park standard and make administration of the park difficult. The elimination of public and private lands in that area would total 18,185 acres with 578 million board feet of timber. The

Park Service would also like to establish the park boundary on the southwest along the ridge crest between the Queets River and the drainage to the south, and eliminate 4,270 acres of park land that lie a short way down the Forest Service side of that watershed. This boundary correction would, incidentally, provide 79 million board feet of additional timber. No sound reason has yet been advanced for the elimination of the Bogachiel-Calawah-Hoh area, totaling 33,941 acres and nearly two billion board feet of timber on the western extremity of the park. That area consists of splendid rain forest in a true wilderness.

S. 1240, *Cain of Washington*.—*This is a companion bill to H. R. 2750 and 2751, covering identical land.*

### *Must We Log Our Parks?*

*The forest fringe of Olympic National Park is hardly more than a museum specimen to show to future generations the magnificence of the rain forest that originally covered much of western Washington and Oregon.*

The total stand of timber in Olympic National Park is estimated by the Forest Service and National Park Service as only 18 billion board feet of timber of all kinds. At the beginning of 1945 the United States had 1601 billion board feet of timber and would need only 1700 billion as growing stock to sustain an annual cut of all the timber products that the United States would be apt to need during this century. In the West alone we still had 1043 billion, and half of that was in the Douglas fir belt of western Washington and Oregon. *Under these circumstances it would be unwise and harmful to the national interest to sacrifice 2½ billion board feet of national park caliber timber to the deforestation surrounding the park for the temporary expedient of avoiding economic readjustments that should be undertaken as early as possible.*

After three centuries of wasteful exploitation of our forests, we have finally realized that they are exhaustible. Last December the Forest Service, in co-operation with state foresters, the American Forestry Association, and other public and private agencies, completed a reappraisal of our timber resources. One portion of the report, entitled "Gaging the Timber Resource of the United States," lists the forest assets at the beginning of 1945 and analyzes future prospects. Our forests are indeed in bad condition, and, surprisingly enough, Canada's are too. There is a world shortage of timber; no forest resources can be recklessly squandered. Bear with a few statistics:

1. Our own timber now shows a net growth

—above disease and other forest losses—of 35 billion board feet of saw timber per year. Our 1944 cut was 54 billion; the 1945 stock was 1601 billion. If the 1944 drain and cutting practice continues for another twenty years, then by 1967 only 1166 billion feet of growing stock will remain. We shall then be in an exceedingly serious position.

2. However, if steps are taken now to improve forest management and to reduce the annual cut by about 4½ billion board feet (after the present housing shortage is alleviated), the growing stock can gradually be *increased* to a total of 1700 billion, which could provide, with good forest management, 72 billion board feet of new growth each year. This would achieve a truly *sustained yield* and provide all the wood products that a prosperous population of 165-185 million might reasonably be expected to use.

3. With our present forest acreage, according to the Forest Service, we can achieve that goal. The portion most suitable for forest production is about 624 million acres. Of this, 150 million acres are nonproductive—too high, too rough, or too dry. A small portion (13 million acres) is now included in parks, monuments, and similar preserves. The remaining 461 million acres are enough to produce the sustained yield of 72 billion board feet; the report states that this acreage "is ample if put to work under reasonably good timber management."

### *The Real Danger*

But here is the real danger: that same "reasonably good timber management" may be disastrously postponed if we draw upon the forest "capital" and deplete our growing stock; extreme sacrifices will then have to be made to restore it. The Forest Service states, "It is important that the virgin stands be

cut at a rate and in a manner that will best promote further growth. . . . Without good forest practice and farsighted planning in the West for both private and public lands, waning of the virgin timber supply may usher in a long period when annual saw timber growth will fall far short of the goal and short of what is needed to sustain the timber industries there. This has already happened in some localities, notably in the Puget Sound and Grays Harbor areas of western Washington."

The report continues, "We must recognize that the special values inherent in the high quality of the virgin timber can never be replaced. We should balance the need to maintain output of forest products against the desirability of making the high-quality virgin timber last just as long as possible. . . . A major effect of the depletion and deterioration of our forests has been a decrease in the size of logs coming to our sawmills. . . . As log size gets smaller, manufacturing costs go up and sawmill operation becomes more precarious. . . . Another effect of timber depletion is the loss of the larger sawmills which have dominated the situation in each region while the virgin timber was being exploited. In the East the time when the closing of large mills was a critical aspect of the situation is now past, and there are not many large mills left that will have to shut down for lack of timber. . . . In the West, however, the effects of local timber shortages are now being felt in full force. A most striking situation exists in the Douglas fir region of the Pacific Northwest, which is at present the country's leading lumber-producing region. When the region expanded to serve other than local markets, mills, generally of large size, were set up on the larger waterways—Puget Sound, Columbia River, Grays Harbor. Plant capacity, based upon

*liquidation* of the virgin timber, far exceeded the volume of cut that could be permanently sustained. Consequently, as the original timber holdings of the operating companies have played out, new opportunities to acquire stumpage have become increasingly scarce. Many plants have already been forced to close down. . . . *Cutting of publicly owned timber will help, but it will not solve the problem.* Obviously, loss of more mills, with attendant economic readjustments, is inevitable." (Italics ours.)

It has been stated that the present capacity of the local mills, 100 million board feet per year, could be maintained on a sustained yield basis, if 9 billion board feet of the finest and most accessible timber of Olympic National Park were turned over to logging. It has also been stated that it is not economic to attempt to operate on any less production. But as has been pointed out, readjustment to smaller sized mills has long since been made in the East and the South, because of improvident cutting long ago. Almost 25,000 of the 29,000 sawmills operating in 25 Eastern and Southern states during 1944 cut less than 1 million board feet each, yet together they produced over 5½ billion board feet of the lumber cut for those states. The Forest Service states, "Given the benefit of good management and modern equipment, small mills could greatly facilitate good forest practice." Such mills would be able to adjust themselves to operate effectively upon the remaining stands of timber in the area until reforestation and other improved forest practices would permit larger operations in the future on what would truly be a sustained-yield basis.

*Mills should be reduced to fit the forest; the national-park forests should not be cut to feed the present mills. You don't cut the foot to fit the shoe.*

### *National Park Need Grows*

"The population of the United States is expected to be 185 million by the year 2000 (when Yosemite and Sequoia National Parks and the Sierra Club will be twice as old as they are now). *The constantly increasing pressure of that population, particularly in the West, will make it imperative that we have more parks, not fewer. We must anticipate that need. It is our turn to use foresight, if we are to have them.*

Each of the national primeval parks has been created to protect a unique natural feature that is eminently worth saving—Yosemite for its cliffs and waterfalls, Sequoia for its Big Tree groves and Kern River highlands, Kings Canyon for its High Sierra terrain, Rainier for its flora and glaciers, Yellowstone for geysers and wildlife, and so on. Prior to the formation of the Park, the glaciers and high mountain country of the Olympic Peninsula were well protected in the Mount Olympus National Monument, established in 1909. The prime necessity for creating the Olympic National Park, only ten years ago, was for the permanent protection of outstanding, low-altitude rain forest. This is indeed the forest primeval. No protection has been afforded to like forests, and this is the last remnant. Nowhere else can a rain forest be found with so splendid a setting, so fine a wilderness character, and such supremely dense and luxuriant growth. The ax already has, or soon will, cut the others.

It should be clear from the fine photographs in these pages that the Bogachiel-Calawah-Hoh area on the western extremity of the park is magnificent forest of high national-park caliber. This area contains some of the largest and finest of the spruce and Douglas fir remaining on the continent. A true wilderness, it forms a portion of the winter range of one of the large herds of

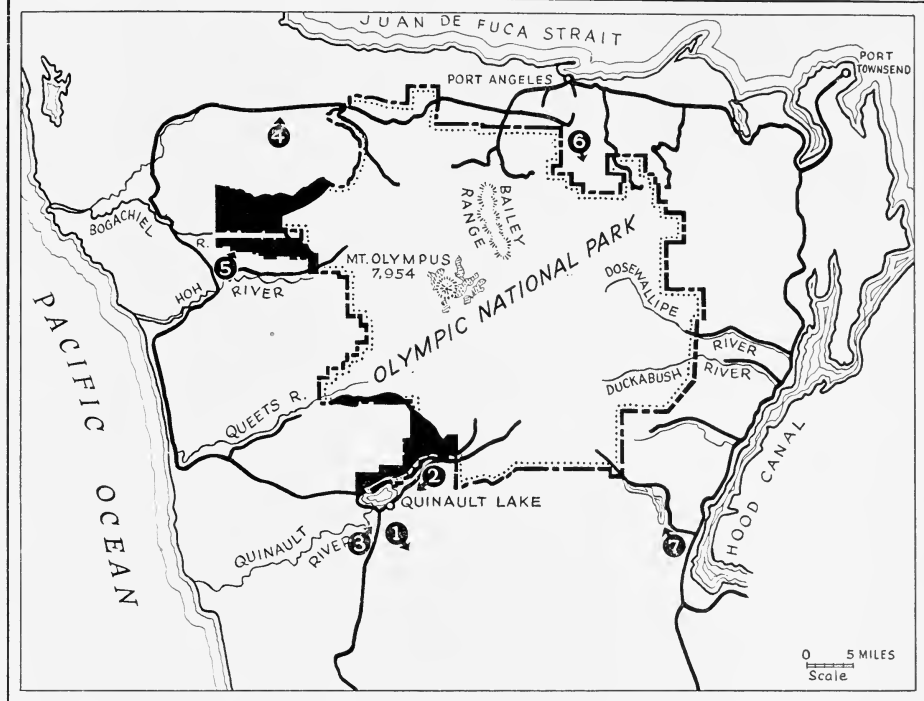
Roosevelt Elk for which the Olympic National Park is famous.

The only administrative problem that seems to have been discussed in connection with that area is the long line of nine sections of land on the south bank of the Bogachiel River, known as the "Forest Service Exchange Strip." This strip was originally owned by large lumber companies at the time of creation of the park. As a result of conferences between Interior and Agriculture, the Forest Service has undertaken to acquire the lands within this strip by exchange of other forest properties elsewhere, so that the strip could be added to the national park.

The Forest Service has now accomplished that directive for all but 760 acres. With that possible exception, no reason (other than the present political situation) is known why this strip cannot now be added to the park, entirely eliminating any substantial "administrative" problem of the National Park Service in that area.

The efforts of conservationists throughout the country and of all people who are interested in the future of fifty years from now should be to round out the park by *addition* of suitable areas such as the Bogachiel exchange strip and the former Olympic Primitive Areas on the east and southeast boundaries of the park, rather than to relinquish some of the finest forests of the park. Even though such additions may be politically impractical at the present time, we should not now enter into compromises which would make forever impossible the finest National Park we can afford to maintain. We can always use those resources if we have to. We can never recreate them in their present glory once they are gone.

RICHARD M. LEONARD,  
*Secretary, Sierra Club.*



## WHAT PRICE LUMBER?

### A Bird's-Eye View of the Threat to Olympic National Park

Aerial photographs by Lowell Sumner, March, 1947

(Position of plane shown by numbered arrows on map.)

We all need lumber. We use it in one form or another a hundred times a day; these very pages are printed on a product of the forest. No one today can seriously and un hypocritically argue against the process of lumbering. We should be overly emotional to call each lumberjack a tree butcher, to call all cutover lands a shambles, or to ask the woodsman to spare every tree.

But we cannot, and we need not tolerate wanton lumbering, anywhere. It must not be tolerated for local needs in areas set aside as national primeval parks for all the people. And we must fight the various proposals—sugar-coated in varying degree—to expose to lumbering operations the virgin rain forests of Olympic National Park.

Elsewhere in these pages the complicated details of these proposals are given at some length. We should all like to be on the ground to see for ourselves what their effect would be on the park. But we don't have to be on the ground to recognize the principle that is being violated—the principle that an outstanding national scenic resource belongs to all the people, and not to the few whose investments adjoin it. We have said it about San Geronio, and we can say it again: the need for parks and for wilderness is going to increase, not diminish, as the population center moves westward, or as the population increases, regardless of whether it moves or not.

What manner of forest is this Olympic rain forest? How important is it to the park? Aided by recent aerial photographs of areas which the Park Service proposes to relinquish, we can reach a few conclusions for ourselves.





**POINT DETONATION: BOMB CRATERS IN REVERSE (above).** The scars of high-line logging in Olympic National Forest. More expensive logging methods would allow the forest to recover in good time. High-line dragging tears out young growth and plows up soil. Subsequent erosion on sloping ground strips the soil away—incompatible with sustained yield, unless by that term is meant “sustain the cutting until there is no more yield.”

One cannot travel far in the Northwest without seeing too much evidence of the hurried logging methods that have sacrificed for a one-time gain what could have been a self-perpetuating resource.

**QUINULT LAKE (on facing page).** This, a main entrance to the park, has been partly cut over. A mill can be seen in operation within the park boundary. With necessary **additions** to the park here (and no relinquishments), national-park protection can partly restore this critical area in a few decades. The alternative is shown in photographs that follow—scenic devastation in one more cut-over area in the state of Washington.

Those who now want to swing the ax in Olympic National Park will soon want to swing it again. It has been well said: “To be safe, resist the beginnings.”





DEADMAN'S HILL (above), OLYMPIC NATIONAL FOREST. Is this sustained yield? It is explained that on this hill clear cutting was soon followed by destructive fire. (Such a cause-and-effect relationship is all too often seen.) Clear cutting permits the new "crop" (when it comes back) to be of uniform type and age. But forever after, those who view the area are subjected to the sight of periodic deforestation and the subsequent scenes of devastation that remain as long as the forest land lies fallow.

The wiping out of Olympic forests was a profitable venture. It kept mills busy and men employed. But the natural balance that had prospered that forest for century upon century was wiped out with it.

NORTH ACROSS THE BOGACHIEL-CALAWAH AREA (upper right). This is a magnificent example of valley rain forest and mountainside hemlock and fir. Must it be relinquished? Its elimination would ease the administration of the area, beyond question. Indeed, there would be no administrative problem—no road maintenance, no patrolling in outlying areas, no battling for necessary operating appropriations—if the entire park were abolished.

The first signs of hesitancy shown by the protectors of this salient of the park have amounted to an invitation to the predators to attack in force. There are five damaging Olympic bills before Congress.

MORSE CREEK, OLYMPIC NATIONAL PARK (lower right). Private-land logging. There is precious little fringe of forest remaining—a narrow buffer strip between logged-over areas and the snow peaks. Full protection for this residual forest—unique on this continent—is not too much to ask.







FROM ICE TO SALT WATER ALONG THE EASTERN BOUNDARY (facing page). The narrowness of the present forest fringe is here shockingly apparent. A living sea of forest is drying up. The West is at last finding out what it took the rest of the nation far too long to learn: our endowment of forest is not inexhaustible. Nevertheless, with an appalling record of wanton spending of our forest behind them, the timber interests want to float another loan of something they can never pay back—a loan of some of the last virgin forest.

But somewhere in this land the outstanding examples of virgin forest must be left as is, in just the way they have survived through the ages, in full dignity. There must be some sanctuary from the ax for a representative forest where a seed may sprout and become a sapling, weather the storms and centuries, and in time fall to earth, to return to dust, to nourish other seeds as it was nourished itself, in a soil of undiminished fertility.

**There is such a sanctuary in Olympic National Park. It must not suffer harm.**

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### OLYMPIC CHRONOLOGY

[Compiled from an article by Irving M. Clark in *The Living Wilderness*, June, 1947]

- 1876.** John Muir proposed a national inquiry into the fearful wastage of forests to bring about conservation of publicly owned forest lands.
- 1890.** The Olympic Peninsula comprised the greatest still unexplored area in the U.S. proper.
- 1897.** Olympic Forest Reserve created by President Cleveland; 2,188,800 acres. In less than a week after the creation, mining, stock, and lumber companies secured a Senate amendment nullifying the forest reserves, the amendment dying in a pocket veto.
- 1901.** One-fifth of the Reserve area eliminated for lumbering in four years, consisting of "the most heavily forested region in Washington."
- 1904.** First agitation for a national park in the Olympics.
- 1909.** Roosevelt established Mount Olympus National Monument.
- 1917.** Under pretext of unbottling valuable minerals for World War I, half the monument was eliminated. The lumbermen profited; "there hasn't been so much as a miner's pick or shovel driven into that ground."
- 1935.** Wallgren introduced a bill for the creation of Olympic National Park.
- 1938.** Bill finally passed. Enactment had failed in the three previous successive sessions of Congress. The lumbermen were supported in opposition by U.S. Forest Service and State of Washington officials. Final victory was the first time in the history of the Territory or State of Washington that the people had ever prevailed against the lumber interests. Notable among local Park supporters: Washington State Grange, International Woodworkers' Assn., State Federation of Women's Clubs, Seattle Central Labor Council. Solid support was given by the State's Congressional delegation. There was vigorous national leadership and support by Interior Secretary Ickes, President Roosevelt, and Mrs. Rosalie Edge and Irving Brant of the Emergency Conservation Committee, as well as the country's leading conservation groups.
- 1940.** Roosevelt completed the Park by making additions based on careful Park Service study and authorized by Congress.
- 1942.** Raid on Olympic Sitka spruce attempted on pretext of World War II needs. Stopped by Secretary Ickes, who pointed out that spruce was available elsewhere.
- 1946.** Another raid attempted, "for veterans' housing." Scotched by the lumbermen's own trade publication, which claimed there was enough timber in the Douglas fir region to build two houses for every U.S. family.
- 1947.** The latest and most serious raid attempted.

## WHAT YOU CAN DO TO HELP

**This is your battle. You are the final custodian of our natural scenic resources.**

The line must be held in Olympic National Park. It doesn't matter whether or not you have seen Olympic National Park or ever hope to. The exploitive forces that can scuttle the national-park concept on the Olympic Peninsula can sink it anywhere on the Pacific Coast, in the Rockies, in the Southwest, in Maine, or in Florida. They must be opposed emphatically and immediately.

Write **now, today**, to the member representing your region on the public lands committee of the House and the Senate; write also to your senators and representative. Send a copy of your letters to the Chairman of the Lands Committee and to your club, so that your arguments can be put to full use.

A former Secretary of the Interior once silenced a harassing opponent by saying, "There's a heap more to living than three meals a day." Until the day arrives that the people shall decide without reasonable doubt that he was wrong, and that national-park forests should be cut so that the cutters might eat, until the land becomes so impoverished that we must consume the last dollar's worth of our scenic preserves—until that day let the Olympic forest stand. Its timber will always be there should need for it be proved. Today's mistake of the conservationist, if it be a mistake, can be corrected at any time by the mere scratch of a president's pen on a bill from Congress. But let the timber operator overreach himself, and his error will be burned too deeply into the record.

**We have parks today because yesterday's conservationists worked for them. It is your debt to the future to work for them now.**

D.R.B.

### SENATE COMMITTEE ON PUBLIC LANDS

Sen. Hugh Butler (Neb.), Chairman  
Sen. Eugene D. Millikin (Colo.)  
Sen. Edward V. Robertson (Wyo.)  
Sen. Guy Cordon (Ore.)  
Sen. Henry C. Dworshak (Idaho)  
Sen. Zales N. Ecton (Mont.)  
Sen. Geo. W. Malone (Nev.)

Sen. Arthur V. Watkins (Utah)  
Sen. Carl A. Hatch (N. Mex.)  
Sen. Joseph C. O'Mahoney (Wyo.)  
Sen. James E. Murray (Mont.)  
Sen. Sheridan Downey (Calif.)  
Sen. Ernest W. McFarland (Ariz.)

### HOUSE COMMITTEE ON PUBLIC LANDS

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Mr. Fred L. Crawford (Mich.)  
Mr. Karl M. LeCompte (Iowa)  
Mr. Robert E. Rockwell (Colo.)  
Mr. William Lemke (N. Dak.)  
Mr. Frank A. Barrett (Wyo.)  
Mr. Dean P. Taylor (N. Y.)  
Mr. Jay LeFevre (N. Y.)  
Mr. A. L. Miller (Nebr.)  
Mr. Wesley A. D'Ewart (Mont.)  
Mr. Norris Poulson (Calif.)  
Mr. Charles H. Russell (Nev.)  
Mr. John Sanborn (Idaho)  
Mr. Edward H. Jenison (Ill.)

Mr. William A. Dawson (Utah)  
Mr. Joseph R. Farrington (Hawaii)  
Mr. Andrew L. Somers (N. Y.)  
Mr. J. Hardin Peterson (Fla.)  
Mr. C. Jasper Bell (Mo.)  
Mr. John R. Murdock (Ariz.)  
Mr. Antonio M. Fernandez (N. Mex.)  
Mr. Clair Engle (Calif.)  
Mr. E. H. Hedrick (W. Va.)  
Mr. Preston E. Peden (Okla.)  
Mr. Monroe M. Redden (N. Car.)  
Mr. John A. Carroll (Colo.)  
Mr. E. L. Bartlett (Alaska)  
Mr. A. Fernos-Isern (Puerto Rico)

A list of your representatives in Congress may be obtained from your local chamber of commerce.

## Olympic Hearings Before the Public Lands Committee

On September 16 and 17, hearings were held at Rosemary Inn, located in the Olympic National Park, before about a dozen of the House Public Lands Committee, presided over by Chairman Richard J. Welch of California. The various bills listed in the Watch Service to change the boundaries of the Olympic National Park were considered. Thirty-six witnesses appeared before the committee—eighteen for reducing the boundaries of the park and eighteen for maintaining the park as it is. Questioning by the committee brought out the admission that the bills to eliminate the 56,396 acres would not meet the demands of the lumber industry. They want a great deal more timber than that. On the other hand there was a surprising unanimity of opinion among conservation representatives who defended the present boundaries.

Assistant Secretary Davidson of the Department of the Interior declared:

The Olympic National Park was created after a long effort and struggle to preserve a representative example of the once vast virgin forests that were the pride and glory of the Pacific Northwest. Much of it was originally included in the Mount Olympus National Monument established in 1909 by Proclamation of President Theodore Roosevelt under authority of the Act for the Preservation of American Antiquities. By the Act of June 29, 1938, passed after prolonged hearings and debate, the Congress abolished the monument as such and established the Olympus National Park. The 1938 act provided for a park area up to 898,292 acres. At the present time, the park has a total area of 856,011 acres. . . . While the decision with respect to the boundaries of the Olympic National Park

rests with Congress, it is the position of the Department of the Interior that the forests of the Olympic National Park should be preserved in their natural state.

Director Drury of the National Park Service, in a statement to the press, called attention to the persistent demand from the lumber industry for more than 100,000 acres of commercial stumpage and told the story of how these demands were resisted during the war. He stated that the National Park Service has consistently opposed the creation of boundary commissions with a majority representative of local or lumber interests.

Professor Richard G. Tyler, Chairman of the Washington State chapter, sponsored the statement of the American Civic Association presented by a Washington state member. He maintained:

Unless the principle of national park dedication *for all time* is to prevail, not only the Olympic National Park, but the entire National Park System will be in constant jeopardy and in the end the lumber industry will harvest *all* the virgin forests and the national parks which contain forests will be devastated.

Those who wish to reduce the size of national parks generally advance the principle that lands and waters which have any commercial use should not rightly be included in national parks. We think that some lands and waters which could be used commercially should be exempt from exploitation and preserved in national parks. And evidently, when Congress passed the Federal Power Act and exempted waters in National Parks from its jurisdiction, Congress thought so too.



# State Park Notes



“State Parks, Far and Near,” a well-illustrated article by Harlean James which appeared in the summer issue of *Trailways Magazine*, contains an excellent analysis of state parks in many sections of the country.

The June issue of *Recreation* (Recreation Year Book) contains the annual statistical tabulations of community recreational activities and facilities.

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*Alabama.* The May issue of *Alabama Conservation* reports that the Department of Conservation's new program of constructing artificial public fishing lakes in counties where natural facilities are insufficient has been initiated with the awarding of the first contract. Crenshaw County, where this proposed lake is located, acquired the land and deeded it to the Department. The new lake will be stocked with fish and maintained at departmental expense, with no charge being made for fishing.

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*Arkansas.* Bryan Stearns has been named Assistant Director of the Division of Forestry and Parks, Arkansas Resources and Development Commission, to be in charge of

state parks. He replaces William B. Holman.

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*California.* On May 18, the annual mountain play was held at Mount Tamalpais State Park before an overflow audience of 6,000 according to the May issue of *News and Views*. The amphitheatre at this park, seating 5,000, is the largest in the state park system. It was also reported that the Legislature had placed \$10,000 in the budget for the eradication of predators in the state parks.

The Legislature has enacted a bill (AB 1012) to establish a state recreation commission. The bill provides for the appointment by the Governor of the seven commission members and a director of recreation. It is expected that a staff of trained and experienced community recreation specialists will assist the director.

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*Colorado.* The Governor has approved legislation authorizing cities, towns, counties and school districts to operate systems of public recreation and playgrounds. The act provides that private property may be used with the consent of the owner, or if without his consent upon payment of just compensation,

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and the Board has and may exercise the right of eminent domain.

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*Connecticut.* The entire July edition of *Connecticut Progress* is devoted to state parks and forests. It contains information concerning the various parks and forests, attendance data, and future plans, and is well illustrated.

Donald C. Mathews has recently assumed the position of Administrative Director of the State Park and Forest Commission.

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*Florida.* Royal Palm State Park, which has been owned and administered by the Florida Federation of Women's Clubs since its establishment in 1915, will soon be transferred to the Federal Government to become part of the newly established Everglades National Park.

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*Georgia.* Governor Thompson recently announced a plan to convert Jekyll Island in the Atlantic from an exclusive winter resort into a popular state seashore park for "the plain people of Georgia." Condemnation proceedings have been ordered by the Governor for the acquisition of this area.

Pine Mountain State Park and the former Pine Mountain Recreational Demonstration Area have been consolidated and the name changed to Franklin D. Roosevelt State Park. The new park, with a combined acreage of 5,064, is located adjacent to the Warm Springs Foundation. The park is located on Highway U. S. 27, Georgia 1; 80 miles southwest of Atlanta near

Chipley. Several bus and train schedules from Atlanta and Columbus serve Chipley daily. Taxi service is available from Chipley to the park. Outstanding features are its beautiful scenic vistas overlooking Pine Mountain Valley. Overnight facilities are available at the stone Inn and vacation cabins. All reservations are made through John W. Wilkes, Supt., Franklin D. Roosevelt State Park, Chipley, Ga.

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*Idaho.* By an act of the last Legislature, all of the state parks and roadside picnic areas were made a part of the highway system of the state with the supervision vested in the Director of Highways in the Department of Public Works.

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*Indiana.* According to the June issue of *Outdoor Indiana*, the General Assembly enacted a bill (Chapter 245, Acts 1947, Senate Enrolled Act No. 177) which authorizes two or more counties to join together to acquire any land within the state for local or state park purposes. It defines the purposes and prescribes the procedure, including the levying of taxes and issuance of bonds by the counties so joining together and legalizes tax levies and the issuance of bonds already made for said purposes.

The Division of State Parks, Lands and Waters has established two new state memorials known as Gene Stratton Porter State Memorial and Limberlost State Memorial. These memorials contain the two cabins where the noted author lived and wrote her famous books.

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*Maryland.* H. C. Buckingham, formerly District Forester at Cumberland, is now serving as Acting Director, Department of State Forests and Parks. The newly created position of Assistant Director, in charge of recreation and state parks, has been filled by the appointment of Edward B. Ballard, who was formerly with the National Park Service and more recently with the National Recreation Association.

Maryland has recently been accepted for membership in the Association of Southeastern State Park Directors.

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*Michigan.* The Conservation Commission recently approved the deeding of Dodge Brothers No. 2 State Park to the Township of Novi in Oakland County, with the provision that the land will revert to the State if the township should cease using the area for recreation purposes. The township is to retain the name of the donor and maintain the park.

The Federated Garden Clubs of Michigan sponsored a special Scholarship School in Conservation at Higgins Lake State Forest during June which was attended by 66 teachers.

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*Minnesota.* A new law authorizes the Commissioner of Conservation and any city or village in which a state park is located to enter into a coöperative agreement for the management, maintenance and improvement of the park by the municipality.

*Missouri.* The May issue of *State Government* carries an article about the newest branch of the Missouri government, the Missouri Division of Resources and Development. This has been organized into six primary groups: general office, aviation, industrial development, recreational development, state museum and water resources development. In order to carry out its policy, as stated in the law, to "encourage the development of recreational areas of the state," the recreation section is conducting an advertising, publicity and educational program for the promotion of both public and private recreational facilities.

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*New Mexico.* H. Charles Roehl succeeded C. E. Hollied as Superintendent of State Parks, effective July 1.

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*North Carolina.* Thomas C. Morse, Superintendent of State Parks, reports that \$500,000 was appropriated by the recent Legislature for permanent improvements to state parks. This is the first time such an appropriation has been made in this State.

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*North Dakota.* The Legislature has passed a recreation enabling act authorizing cities, towns, villages, townships, park districts, and school districts to establish systems of public recreation and to acquire, establish, conduct and maintain community centers, playgrounds, recreation centers and other recreational areas, structures, facilities,

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and services. It also authorizes appropriations, bond issues and special tax levies and provides that any two governmental units may act jointly in providing these services.

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*Oregon.* On March 18, the Governor approved a bill (S.B. 19) which authorizes the State Highway Commission to establish under its jurisdiction and control a "State Parks Division." Although the Commission has administered the state parks for many years, this is the first time that a separate division for this purpose has been established by law.

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*Pennsylvania.* Frederick Law Olmsted was appointed by the Secretary of Forests and Waters on June 6 to make an impartial and authoritative study of Pennsylvania's park and recreation facilities.

The Legislature has enacted legislation to establish the Brandywine Battlefield Park and has appropriated \$60,000 for initial purchases and \$10,000 for maintenance.

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*South Carolina.* Governor Thurmond proclaimed Sunday, June 22, as "State Park Day" and participated in the day's program by giving the principal address at the amphitheatre in Paris Mountain State Park.

In the May issue of *Forestry and Park Notes*, State Park Director Plumer reports that the first annual Camp Leaders Training School would be held at Kings Mountain State Park from June 9 to 21. The

purpose of the school is to train camp counselors in the fundamentals of camping and to train leaders for out-of-door activities. Day camp programs to be held at 12 state parks during the ten-week summer period were also described by Director Plumer.

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*South Dakota.* E. L. Burns, who served for a number of years as Superintendent of Custer State Park resigned on May 31 to enter private business.

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*Texas.* According to the July issue of *Sparks*, Governor Beauford Jester, in signing a bill creating Independence State Park, urged communities to pledge local support for state parks where state support is insufficient.

Governor Jester reappointed to the State Parks Board, T. C. Ashford of Maud and Raymond Dillard of Mexia, Executive Secretary William L. McGill announced.

The Brazos River Reclamation and Conservation District, original donors of Possum Kingdom State Park, has requested that some of the park lands be returned because the areas had not been developed as originally planned. One thousand acres have been offered to the Brazos River Board.

In the June issue of *Sparks*, it was stated that following discovery of a title flaw by Bureau of Reclamation attorneys, the Governor has approved legislation authorizing Balmorhea Ranches, Inc., to sue the State for the return of Balmorhea State Park. The Texas State Parks

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Board plans to fight any resulting law suit to the last ditch. It is estimated that \$250,000 worth of improvements have been made in this park including the "world's largest outdoor swimming pool."

An article entitled "Roadside Development in Texas" in the August issue of *Recreation* describes the methods by which their roadside parks and other roadside improvements are acquired and developed.

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*Utah.* On July 24, unveiling of "This is the Place" monument which includes 15 separate statues and groups aggregating 30 tons of bronze, climaxed the Utah Centennial Celebration. The monument, sculptured by Moroni M. Young and located in "This is the Place" State Park at the mouth of the Emigration Canyon overlooking the Salt Lake Valley, commemorates the explorations and activities of white men in the Inter-mountain region from the advent of Catholic padres in 1776 to the coming of

Brigham Young and his pioneers in 1847.

Utah has four state areas. In addition to "This is the Place" Monument, other state park areas include: Vernal State Park, in the eastern part of the State on U. S. Route 40; State House at Fillmore; Jacob Hamblin Homestead at Kanab.

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*Washington.* The Legislature has appropriated \$250,000 for state aid to local school recreation, to be administered through the state department of education.

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*Wisconsin.* In the May issue of *Wisconsin Conservation Bulletin*, C. C. Harrington, Superintendent of Forests and Parks, discusses the proposed scenic drive planned for Kettle Moraine State Forest. This drive, combining 120 miles of state, county and town roads, will be marked and improved and numerous picnic sites will be provided along the way.

### Bear Mountain State Park Conference

October 7 and 8 will be busy days for the National Conference on State Parks, meeting at Bear Mountain. State Park Commissioners of the Palisades Interstate Park, George W. Perkins and Horace M. Albright, will be on hand to welcome the delegates. Conservation Commissioner Perry B. Duryea will speak for the State Conservation Commission, and Hon. Robert Moses, Chairman of the New York Council of Parks will give an ad-

dress on "The Philosophy of the New York State Park System."

There will be a dedication of Lake Welch in honor of Major William A. Welch, former chief engineer of the Palisades Interstate Park Commission. Tom Wallace, Chairman of the Board of the National Conference on State Parks, will join Messrs. Perkins and Moses in the dedicatory addresses.

The discussions will range over the field of state park administra-

tion and services and will be participated in by recognized authorities in the various States.

On October 8 there will be a picnic lunch and inspection of the Taconic region of the park, with a visit to Fahnestock State Park and return, via the Mid-Hudson Bridge and Storm King Highway to West Point for attendance at a parade of the Cadet Corps.

On October 9 there will be an all-day trip to inspect New York City Parkways, Long Island State

Parks and Jones Beach State Park and Bethpage State Park on Long Island.

On Friday, October 10, an added inspection trip of New Jersey shore is scheduled, to inspect beach erosion control and the boat basin at Forked River. Guests may entrain either at Atlantic City or Philadelphia.

Reservations would indicate a very good attendance from most of the States and the Conference promises to be exceedingly useful.

### **Protection for Blue Ridge Parkway**

The protection of natural features and beauty along with the development of the recreational, scenic and forestry values of western North Carolina's famous Grandfather Mountain-Linville Gorge area, on the route of the Blue Ridge Parkway being built to connect the Shenandoah and Great Smoky Mountains national parks, has been furthered by an inter-bureau agreement between the Forest Service of the U. S. Department of Agriculture and the National Park Service of the Department of the Interior. The agreement covering the area was signed by heads of the two Services on August 27.

Signing of the agreement which sets up a special administrative area of approximately 55,000 acres of privately and publicly owned land through which the parkway route runs, was announced jointly by Newton B. Drury, Director of the National Park Service, and Lyle F. Watts, Chief of the Forest Service. The special area lies within the Pisgah National Forest and

purchase unit. The announcement said the agreement was effective immediately.

Under the agreement, approximately 7,500 acres in the vicinity of Grandfather Mountain and including Grandmother Mountain, and approximately 5,500 acres bordering the Linville River and including the famed Linville Falls, southwest of the two mountains, are marked for inclusion within the immediate boundaries of the parkway under administration by the National Park Service.

The mountain area and much of the Falls area are still in private ownership, but an organized popular movement, under the leadership of Harlan P. Kelsey, of Massachusetts, is endeavoring to raise money for the purchase and donation to the government of Grandfather Mountain and its immediate surroundings. Mr. Kelsey was a member of the Federal Commission which, more than two decades ago, recommended the establishment of Shenandoah and Great Smoky Moun-

tains National Parks. The agreement also calls for the transfer to the National Park Service of an undetermined acreage of National Forest land along the parkway route.

Further, the document provides that 6,700 acres of the Linville Gorge, in the Pisgah National Forest and under Forest Service management, is to be designated as a "Wild Area" by the chief of the Forest Service, subject to public notice in accordance with the regulations of the Secretary of Agriculture. The "Wild Area" will begin a short distance below Linville Falls and extend about eight miles downstream. This area will continue under Forest Service administration.

Also, under the Forest Service administration will be the 35,000 acres, approximately, of land outside the immediate parkway boundaries under the supervision of the National Park Service but inside the exterior bounds of the Grand-

father Mountain-Linville Gorge Special Area as set up by the agreement, including that now in National Forest ownership or that may be acquired in the future. The agreement includes, however, provision for consultation between the two agencies on the use and development of government-owned land in the area or land that may be acquired in the future. Much of the land in this area will remain privately owned since it is proposed not to acquire lands better suited to agriculture than to timber-growing, recreation or other Forest Service activities within the area or certain townsites, such as the Linville post office.

The exact bounds of the special area and the jurisdictional lines as between the two administrative agencies have still to be determined, and the agreement provides that these shall be determined on the ground by the Superintendent of the Blue Ridge Parkway and the Supervisor of the Pisgah National Forest.

## **Businessmen's Conference on Urban Problems**

The Chamber of Commerce of the United States on September 11 and 12, held a most significant Conference on Urban Problems, participated in and directed to the business interests of the country. The method used was that of panels of well-informed leaders, who each made opening statements, and then submitted themselves to written questions from the audience of some five hundred, who filled the Hall of

Flags. The Chairmen of the Panels each made preliminary statements.

On the Relations of City Planning to Community Development, Newton C. Farr, President of the Urban Land Institute, declared that long-range planning of our cities for better living and more efficient places in which to work and do business was a desirable objective, but he pointed out that many people felt that city planning had failed to

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recognize fully the community's economic stake in commercial and industrial activities.

Concerning Traffic Congestion, Frank T. Sheets, President of the Portland Cement Company, maintained that in our cities we have grossly overloaded our street facilities. Said he: "There are two approaches to the solution of the congestion problem. One involves the use of comparatively simple techniques to increase the day-to-day efficiency of existing thoroughfares. The other is the more costly procedure of extensive reconstruction or the building of expressways."

Off-Street Parking came in for lively discussion. P. Y. K. Howat, Chairman of District of Columbia Motor Vehicle Parking Agency, pointed to the necessity in most cities of eliminating or further restricting curb parking on congested streets and the consequent need for off-street parking. He outlined methods of restricting all-day parking in the central business district and of providing fringe parking, and discussed the advantages of public and private operation of garages and parking lots. It was brought out in the discussions that the location and permanent maintenance of both garages and parking lots were legitimate elements in city planning.

Paul L. McCord, President of the Board of Commissioners of the Indianapolis Redevelopment Commission, declared that the Rebuilding of Blighted Areas in our cities is a major obligation. The individual property-owner is powerless. He thought we should distinguish between the redevelopment problem and the housing problem. When

a slum area is cleared, the land should be made available for its highest and best use. The members of the panel were selected from civic leaders who were heading up various types of urban redevelopment.

Paul G. Hoffman, Chairman of the Board of the Automotive Safety Foundation, presided at the first luncheon session. He made a witty and wise statement to open up the subject and E. O. Shreve, President of the Chamber of Commerce of the United States outlined "The Businessmen's Stake in Community Development." On the second day, Charles E. Ebert, President of the American Transit Company, opened with an excellent statement, and introduced Jay D. Runkle, Chairman of the Board of the National Retail Dry Goods Association, who spoke on the subject: "The Downtown Merchant Looks to the Future."

Those who participated in the panels, in addition to those already mentioned, were, in the order of their appearance: George W. West, Atlanta, Chairman of Construction and Civic Development Department Committee, Chamber of Commerce of the U. S.; Ralph Bradford, Executive Vice-President, Chamber of Commerce of the U. S.; Max Wehrly, Assistant Director, Urban Land Institute; E. W. Bedford, Chairman of the City Planning Commission, Omaha; Paul R. Ladd, General Manager, Chamber of Commerce, Providence, R. I.; Earl O. Mills, President of the American Institute of Planners, St. Louis; Seward H. Mott, Director, Urban Land Institute, George M. Shep-



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ard, City Engineer, St. Paul, Minnesota; George C. Smith, President, Chamber of Commerce, St. Louis; Powell G. Groner, Member of the Transportation and Communication Department Committee and Vice-President of the Chamber of Commerce of the U. S.; Thomas H. MacDonald, Commissioner of the Public Roads Administration; G. Donald Kennedy, Vice-President, Automotive Safety Foundation; Charles B. Bennett, Director of Planning, Los Angeles; H. S. Fairbank, Deputy Commissioner of the Public Roads Administration; Grant Mickle, Traffic Engineer, Automotive Safety Foundation; Spencer Miller, Jr., New Jersey State Highway Commissioner; Warren Pollard, President of the Virginia Transit Company, Richmond; Lawrence F. Lee, Jacksonville, Fla., Chairman Committee on Urban Transportation, Chamber of Commerce of the U. S.; Harold F. Hammon, Assistant Manager, Transportation and Communication Department of the Chamber of Commerce of the U. S.; George A. Devlin, Vice-President, National Garages, Inc., Detroit; Claude Gray, President of Baltimore Transit Company; Donald M. McNeil, Technical Director, Parking Study, Pittsburgh Regional Planning Association; Donald P. Miller, Secretary, Park & Shop, Inc., Allentown, Pa.; Robert A. Mitchell, Vice-President, Institute of Traffic Engineers and Chief Bureau of Traffic Engineering, Philadelphia; D. L. Sutherland, President, Middle Atlantic Transportation Company, Inc., New Britain, Conn.; C. M. Woodward,

Manager, Chamber of Commerce, Kansas City; Robert Garrabrant, Assistant Manager, Construction and Civic Development Department, Chamber of Commerce of the U. S.; Paul Bestor, Vice-President in charge of real estate and mortgage loan investments, Prudential Life Insurance Company, Newark, N. J.; William J. Casey, Vice-President, Maryland Trust Company, Baltimore; H. Evert Kincaid, Executive Director, Chicago Plan Commission; Mark Lansburgh, Chairman, District of Columbia Redevelopment Land Agency; Earl D. Mallery, Executive Director, American Municipal Association; Holman D. Pettibone, President, Chicago Title and Trust Company; and Foster Winter, Assistant to Secretary-Treasurer, J. L. Hudson Company, Detroit.

The Program Committee was composed of: A. B. Barber, Manager of Transportation and Communication Department of the Chamber; F. Stuart Fitzpatrick, Manager of the Construction and Civic Development Department, with H. S. Fairbank, Deputy Commissioner of the Public Roads Administration; Guy C. Hecker, Executive Manager of the American Transit Company; G. Donald Kennedy, Vice-President of the Automotive Safety Foundation; and Seward H. Mott, Director of the Urban Land Institute.

It seems to be the consensus of opinion that we need the combined and integrated counsel of businessmen and planners. The recent conference should go a long way toward establishing the right relationship.

## Commentaries

The 21st Annual Meeting of the American Shore and Beach Preservation Association was held at Asbury Park, N. J., May 27-28, 1947 in conjunction with the City of Asbury Park, N. J. Resort Association; N. J. Department of Conservation and the Board of Chosen Freeholders of Monmouth County. Delegates numbered approximately 215 people, with official delegates from the Governors of fourteen States bordering on the Atlantic Coast, the Gulf Coast, the Pacific Coast and the Great Lakes. An inspection trip covered the Atlantic Coast from Sandy Hook, including the Atlantic Highlands Scenic Drive down through Point Pleasant along the Barrier Beach at Mantoloking and Seaside, inland to the State Marina at Forked River. A number of fine papers were given at the sessions, of which an official transcript will be available shortly. Headquarters of the Association are at 1060 Broad Street, Newark 2, N. J.



One of the most interesting summer sessions was the 4-day Conference on Regional and Community Planning in Southern California held by the associated colleges at Claremont, California, July 8 to 11. The purpose of the conference was to afford citizens interested in the present and future development of this growing and changing region, a forum for discussion of planning problems. Each day had a theme: Tuesday—"The Need for Planned Development in Southern California"; Wednesday—"Major Planning Requirements of Southern California"; Thursday—"Social Aspects of Planning"; Friday—"Planning Priorities and Master Plans." Many eminent leaders delivered papers and led discussions. There were many informal exchanges of views between planning commissioners and others interested in planning problems. The Committee on the Conference included: Luther J. Lee, Jr., Chairman; Hollis P. Allen; W. Henry Cooke; Philip Neff and Millard Sheets.

The Citizens' Planning Committee of Washington, D. C., has issued a report entitled, "Washington, A Plan for Civic Improvements, 1947," which makes specific proposals for a coordinated program of improvements for the vastly increased population of the National Capital. In submitting the report, the Committee, which was appointed July 1946, urges the need for prompt action, inasmuch as Washington's runaway growth since 1940 has produced many critical conditions. It is this runaway growth since 1940 when 21 years' increase was packed into 4 years that is the central core of Washington's municipal problem today. The report has been prepared in three parts. *Part One* deals with the past and probable future growth of Washington and of the Metropolitan Area outside Washington, with industry, commerce, utilities and transportation; and with zoning. *Part Two* presents, in the light of the above study, a Plan for Civic Improvements. *Part Three* contains a program for financing the improvements recommended in Part Two. The book is not copyrighted and is published through the generous support of local business establishments and trade associations in cooperation with the Washington Board of Trade. Copies are obtainable from the Washington Building Congress, 1719 K St. N. W., priced at \$10.00.



*The People Design the City*, published by the California State Reconstruction and Employment Commission, is the story of what the citizens of Santa Rosa did when they got together and decided that their city government ought to be a more effective means of serving their community needs. They persuaded three young businessmen to run on a joint ticket to fill three vacancies on the five-man city council. They hired a city manager, and then they were ready to do something about Santa Rosa. The remainder of the booklet tells the story of how they determined what

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Santa Rosa needed and how the revenue was raised. The city plan commission was reorganized and the old zoning ordinance was revamped. The experiences of the people of Santa Rosa as set forth in this sprightly little booklet may help to point out some of the ways by which other communities may reap the benefits of similar improvements based on a similar plan of action.



From the *Vancouver Town Planning Commission* comes a new publication entitled, *Metropolitan Airport Plan, A Preliminary Report*, prepared by Harland Bartholomew and Associates for the Vancouver Town Planning Commission. As with all other cities, the successful operation of its commercial and industrial enterprises which comprise the economic base of Vancouver is dependent upon efficient transportation facilities. It is thought that air transportation will be of increasing importance to Vancouver and a long-range program will enable the metropolitan area to take full advantage of it. This report sets forth the status of aviation with relation to the Vancouver area and outlines the possibilities of future growth, with much important data on the choice of sites for airports and proposed plans for major and minor airports in the region. Copies of the report are priced at \$0.25.

Also received from the same source is a *Preliminary Report upon Parks and Recreation and Schools*. This report contains a brief analysis of modern recreational standards which will serve as a guide to be approximated as closely as local conditions permit in the development of an adequate park and school system; an appraisal of existing school and park facilities to determine their adequacy and defects; and a proposed system for parks and schools, together with certain recommendations as to the logical treatment and development of the more important areas. This report is very well illustrated with maps and charts and photographs.



*Four Counties Take Inventory* is an initial endeavor to show what this area now has as a result of industrial developments during and following the war period. The counties involved are Beaver, Allegheny, Westmoreland and Washington, in the State of Pennsylvania, and the report was published under the auspices of the Allegheny Conference on Community Development. For those areas which were lifted to an all-time high production level in war production and who are not content to return to a pre-war level, this study will prove helpful. While the answers to most of the questions vary from community to community, the essence of the problems has been highlighted by a survey of the available data on which to base plans for future growth. Well worth the attention of those planning for industrial areas!



*Restoration of the Francis Scott Key Mansion* as a shrine to the author of the National Anthem was approved by the Senate last July. The House is expected to complete action on the bill when Congress convenes. Plans for restoring the old Key house on a spacious and commanding site at the Washington end of the Potomac River Bridge which bears Key's name, were announced in September, as workmen prepared to dismantle the house to make way for construction of the new K Street elevated Highway. The original materials from the historic house, which has fallen into disrepair in recent years, will be stored on a new site just about 100 yards from the present location, and reerected in a restoration project which will include Francis Scott Key's garden and a small orchard on the river side. Park Service employees are taking photographs and measurements of the old house, with a view to restoring the original dimensions and interior. The house has been remodeled many times since Key moved from it. The Columbia Historical Society is giving active support to the project and H. Paul Caemmerer, President of the Society and Secretary of the Fine Arts Commission, points out that the re-

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stored Key Mansion will be an attractive addition to this important approach to Washington through old Georgetown.



A *Thumbnail Review of the work of the Michigan Planning Commission* has been distributed by Don Weeks to give a review of that agency's work over the past four years to June 30, 1947, when the life of the Commission was terminated. In place of the Commission, the Michigan Legislature created a Department of Economic Development. The Review summarizes the work of the Commission under the headings of Major Programs Completed and Current and Continuing Programs, and constitutes a valuable reference item on state planning activity.



*Residential Areas*, published by the City Planning Commission of Cincinnati, presents an analysis of land requirements for residential development for the period 1945 to 1970 in the Cincinnati area. This analysis of the probable amounts of land that will be needed from year to year for residential purposes, has a direct and vital bearing on the Master Plan series. Without this kind of factual analysis, planning would be a matter of unsupported guessing. The report discusses the actual territory included only in portions of the counties that are now urban or appear likely to become so. Responsibility for the findings and conclusions of the study, however, rests with the City Planning Commission and the Master Planning staff. Many maps and photographs add to the attractive format of this publication.



A *National Conference on Community Planning* is scheduled for October 2, 3 and 4 at Montreal, sponsored by the Community Planning Association of Canada, an organization formed early in 1947 and holding, this, its first annual meeting. Announced as the featured speakers are F. J. Osborn of the Town and Country Planning Association of London, England, and Hugh Pomeroy,

Director of Westchester Planning Department, White Plains, N. Y. The Association states on the preliminary program that in its first year of organization and activity, it has had abundant evidence that there is a widespread support on the part of individual Canadians for effective community planning. The object of the Association is "to foster public understanding of, and participation in, community planning in Canada." It published a news sheet ten times yearly, entitled, "Layout for Living." We extend our best wishes to our friends across the border for a very successful Conference and excellent results throughout the Provinces in quickened interest in planning in all Canadian communities. Each of the four university schools of architecture at McGill, Toronto, Manitoba and British Columbia, makes an effort to show the architectural students the responsibilities for shaping efficient and orderly communities. At U. B. C., the new Department of Architecture includes among its courses Community Planning, Urban Sociology, Human Environmental Needs, Landscaping and problems in urban design. Both the Royal Institute of Canada and the Engineering Institute of Canada have planning committees, nationally and provincially.



"*The Deserted Village*," a booklet recently published by the Union County Park Commission of New Jersey, is the story of the most historical area in the Union County Park System. It was written by Dr. Arthur L. Johnson, County Superintendent of Schools and official historian for the Park Commission. Written especially as an aid to school systems through Union County for teaching local history, this discussion of Indians, early settlers, and a former prosperous mill and community, will prove interesting to the Watchung Reservation, where the village is located. Dr. Johnson is known as an authority on the history of this region. Delightful illustrations by Miss Hilma M. Hultgren, an Elizabeth, N. J. artist, were

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based on what is known about the early settlement of this region. Booklets are available at 25c from the Union County Park Commission, Administration, Warinanco Park, Elizabeth, N. J.



*Your Home Town's Future*, a manual for community development, has been issued by the New York State Department of Commerce. In a foreword, Gov. Dewey says, "Today many New York State communities look with increasing interest on the opportunities presented by the expansion of business and industry as a means of advancing their economic growth. This desire for community growth is a natural and commendable one. *Your Home Town's Future* has been prepared to aid cities, towns and villages in planning development along lines suited to their needs. It sets forth practical methods by which communities can undertake an objective self-analysis to determine the type of expansion best adapted to round out their economic requirements. . . . In preparing this Manual, the New York State Department of Commerce has identified the many ways in which your State Government is prepared to help its communities improve their business and job opportunities." The Manual was prepared by the Department of Commerce, of which M. P. Catherwood is Commissioner, and Donald H. Davenport, Director of the Division of Economic Development.



*The Citizens' Housing and Planning Council of Detroit* has issued its report for 1946. This report describes the backbone of the Council's work. Members of the Council proudly take their share of credit for a new civic awareness and a new knowledge of what Detroit's problems are and what it takes to cure them among the people of this dynamic city of conflict. Other citizens' community organizations will profit from studying the fine progress report of the Detroit Council.

*Exploring Our National Parks and Monuments* by Devereux Butcher, Executive Secretary of the National Parks Association, has been prepared under the auspices of that Association and published by the Oxford University Press. A complete picture handbook of the National Park system, it describes each park and monument in detail, tells where they are, how to get to them and what to see and do. The book's 170 illustrations comprise outstanding scenery and nature photographs. It lists eating and sleeping accommodations of all kinds, from hotels and lodges to campgrounds. The paperbound edition has full color pictures on both front and back covers; while the clothbound has full color pictures on the jacket. A valuable feature is the national park bibliography for further reading on the national parks, conservation and the geology, fauna and flora of the areas.



*San Francisco's proposed 55-million-dollar World Trade Center* was authorized by the last California State Legislature. According to the *San Francisco News* of June 25, 1947, Leland W. Cutler, President of the non-profit project, and O. C. Hansen, Vice-President, outlined the method of procedure. The World Trade Center Authority will have 11 members—James Dean, State Finance Director; Thomas Coakley, State Harbor Board President; and eight to be named by Governor Warren. Financing will be sought from the Reconstruction Finance Corporation. A site in the antiquated wholesale produce district, close to the waterfront, will be acquired. Nine square blocks are being considered at an estimated cost of some five million dollars. First structure to be built will probably be a 36-story main office building, with stepped back central tower and sixteen-story wings to house consulates and all kinds of foreign trade interests, including some exhibits of foreign and American goods for sale. William G. Merchant of the Down Town Association is designer of the center.

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C. H. Watzek of the *Roaring River Logging Company*, is quoted in the *Oregon Journal* of August 16, 1947 as stating that there are 15 million acres of commercial forest land in Western Oregon better suited to production of trees than anything else. He believes that the area under ideal conditions could produce 9 million board feet of lumber a year, and, certainly  $4\frac{1}{2}$  million. But Mr. Watzek believes that a research program is needed to ensure uniform and continuous profits by growing trees, logging and milling them economically, finding new processes, devising new products, and allowing no waste. In view of the statements of Chief Forester Lyle F. Watts, that timber consumption still is outrunning timber production, this statement comes as a constructive suggestion for balancing our lumber budget.



*Park Commissioner Robert Moses continues to oppose the proposed underground garages at Madison Square and Bryant Park which would cost over 14 million dollars and would house 2,350 cars. Mr. Moses declared: "Such garages could be built. So could a tunnel to China, if no one cared about costs and no destruction, temporary or permanent, of old traditional parks were involved. My point is that the garages would be impractical from an economic and traffic standpoint and that they would shut the parks for a long time and permanently disfigure them. They would inevitably have a deleterious effect on the surrounding extremely valuable property. It would be an outrage which many of our people would intensely resent."*



*The tenth anniversary of the establishment of the first soil conservation district in Anson County, North Carolina on August 4, 1937, brings reports that these districts have now been organized in the 48 States, Alaska, Hawaii, the Virgin Islands and Puerto Rico. According to Hugh H. Bennett, Chief of the Soil Conservation Service: "Human*

events have turned in the direction of proper use and coördinated treatment of the land according to its needs and capabilities. Until this step was taken, it could not rightly be said that our country was the most progressive nation on earth—with respect to the care of the land—but I see no reason why we cannot say it now." The *Oregon Journal* points out that it is a mere coincidence that the enrollment of the billionth acre of farm and ranch land encompassed by the soil conservation acts fell also in 1947.



*Horizons*, which first appeared in 1924 as a project of the students of the Department of Landscape Architecture at Iowa State College, with a three-fold purpose: (1) to report departmental activities at Iowa State, (2) to acquaint high school students with the field of landscape architecture, (3) and to reach the practicing landscape architect with articles pertinent to his work, reappeared in June, 1947, after the lapse of war years. The new *Horizons* staff consists of the twenty-nine of the student body. Community Planning was selected as the feature subject of the first issue. The principal articles are: Metropolitan Government by Kenneth P. Vinsel; Planning Pays Civic Annuities by J. Franklin Bonner; The Citizen Approaches Planning by Robert O. Thomas; Highway Problems by David R. Levin; Beyond the City by Fred Robinson; and State Laws for Subdivision Plats by J. M. Albers. We congratulate the Editors of *Horizons* on its June issue.



*A Parking Program for Washington* is the title of an impressive Report, with a format 12 x 16 inches—hardly book-shelf or desk size—prepared for the Board of Commissioners of the District of Columbia by Charles T. McGavin, in coöperation with the Highway Planning Survey Section of the Department of Highways of the District of Columbia. The Report issued in 1947, is preceded by a statement of P. Y. K. Howat,

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Chairman of the D. C. Motor Vehicle Parking Agency who declares that it is obvious that private capital and private initiative will furnish needed off-street parking facilities more quickly and more economically to the taxpayer than can public agencies. But he points out that the District Government has a definite obligation to complete overall surveys necessary to locate off-street parking garages in downtown Washington. The program should include a system of express buses operated over express streets, a system of fringe parking lots surrounding the downtown business district where people can leave their cars all day if desired, and enough off-street parking garages in the downtown area to care for the normal short-time parkers. The Report recommends that the needed parking facilities be provided by private enterprise, under the guidance of the D. C. Motor Vehicle Parking Agency. The off-street parking facilities in the downtown district should be located within 750 feet of the prime generators they serve. On certain crucial street frontage, parking garages should be forbidden. Express buses operated over freeways or good arterial highways must be provided for downtown workers who do not use their cars during the day. Parking lots and structures at the periphery of the built-up area are essential. Complete solution of the Business District's problem calls for the Federal Government to solve its own parking problem. Reasonable fees and courteous service are recommended. The opinion is expressed that underground garages or inverted multi-story parking facilities would hardly pay in Washington. Specifically, spaces should be provided for 7,200 cars for short-time parkers, in the downtown retail area of the Northwest. For the commercial Office Building Area of the central Northwest 3,000 short-time spaces are needed to serve customers and clients and 6,000 spaces for tenants and employees. For the Government Area there is needed a uniform policy for parking accommodations for employees and visitors. At the periphery of the downtown business area low-cost parking facilities should be developed

and fringe parking should be coordinated with transit facilities. For other commercial areas metered parking should be used; in outlying areas cooperative facilities might be developed; and the Zoning Commission should give thought to extending its requirements that new buildings provide parking space. Finally, the District Government should make every effort to insure that the accessibility of the downtown commercial areas will be maintained.



*Making Better Use of Today's Streets* is the title of the latest publication of the Transportation and Communication Department Committee of the Chamber of Commerce of the United States of which Powell C. Groner, President of the Kansas City Public Service Company, is Chairman and Alvin B. Barber, Manager. In the foreword, it is stated that new streets or urban express highways will ultimately be a partial answer to traffic congestion, confusion, accidents and costly delays; but this booklet is intended to suggest the many possibilities that exist for immediate traffic relief. It is maintained that present streets can handle more traffic. Uniform traffic controls speed traffic flows. Drivers should know where to look for street signs and traffic directions. They should be easily legible. Lane marking speeds up travel. Channelizing islands are located to make the right path the easy path to follow. An integrated planned system of through streets can move more traffic on fewer streets with less congestion. One-way streets can increase volume of traffic carried, increase the average speed, reduce most types of accidents, and facilitate the operation of progressive signal systems. Routing of traffic is one of the basic jobs when it is based on a knowledge of where traffic wants to go, when and by what route.

Good mass transportation depends on progressive management which provides the best possible service and a favorable climate, including street facil-

ities and traffic controls which enable transit companies to maintain schedules and provide faster service.

Many cities have found it desirable to eliminate parking on busy downtown streets at rush hours only. In using parking meters to aid enforcement and assure capacity use of curb space, installations should be avoided in areas adjacent to the business district where they are not needed and where space could be better used for all-day parking and meters should not be continued where parking should be eliminated entirely or where long-time parking should be permitted.

There are many pedestrian aids, such as *Walk* and *Don't Walk* or *Walk* and *Wait* signs. Barriers and fences in certain places prevent pedestrians from stepping in front of moving cars. Street lighting is important in expediting traffic and preventing accidents.

City officials and citizens can find in this useful booklet many good suggestions, with illustrations from cities all over the United States. Send for it and study it.



*The National Roadside Council*, in its December 1946 issue of the *Roadside Bulletin*, set forth much vital information on county and town zoning as they affect the protection of highway frontage. The statements attempted to answer the question: Can highway zoning solve the serious problem of roadside control which we now face? The many examples cited to how zoning is now effectively protecting many highways from undesirable development along abutting property, are taken from town and county zoning because these are the only forms of rural zoning now in use. No examples from state

highway zoning can be offered as no State has yet been able to pass a State Highway Zoning Law. County zoning experiences in many States are related by planners who have had wide experience in this field.

California leads the way with protection of scenic highways in San Mateo, Santa Clara, Contra Costa, Marin, Napa, Santa Barbara and Solano Counties. Any organization which desires to secure county and town zoning to protect its highways and roadsides would do well to secure this useful pamphlet of precedents.



*Contra Costa County* has an industrious Planning Commission and an enterprising Director of Planning. The county has the benefit of good technical advice, but the Commission holds frequent open sessions to hear from the property owners. At the invitation of the Commission, Harlean James sat through an afternoon and evening session, attended by some 250 residents who had full opportunity to present their cases and their desires. It was evident that the Commission endeavored to apply good planning and zoning principles to the county and to secure agreement with the local planning bodies within its boundaries; but it appeared that most of the citizens went away with a sense of fair play. It is a salutary experience to listen to both sides of arguments about the use of property. On the whole the residents were very keen to protect their home neighborhoods from inappropriate encroachments. In Contra Costa County technical advice is freely exposed to public opinion and thus becomes refined through the democratic processes.



# Watch Service Report

## *National Parks*

S. 1362 (Thomas of Okla.) introduced May 29, 1947. Transfers to the National Park Service through the Secretary of the Interior, the administration of the recreational uses of land and water areas within reclamation, flood control, power and other federal reservoir projects, provided that when such area is under the primary jurisdiction of some federal agency other than the Interior Department, consent of the head of such agency must be secured. Referred to Committee on Public Lands.

S. 1363 (Knowland of Calif.), H. R. 4085 (Sheppard of Calif.) introduced May 29, 1947 and July 3, 1947. Establishes the Patton National Monument in San Bernardino County, California, in honor of the late Gen. George E. Patton. Referred to Committee on Public Lands.

H. R. 3758 (Case of S. Dak.) introduced June 9, 1947. Establishes a memorial to the Sioux Indian leader, Sitting Bull, at his grave near McLaughlin, S. D. Area would comprise four acres and an appropriation not to exceed \$2,500 called for in the bill. Referred to the Committee on Public Lands.

H. R. 3807 (Beall of Md.) introduced June 12, 1947. Provides for the operation of the recreational facilities within Catoctin recreational demonstration area near Thurmont, Maryland, by the National Park Service. Referred to the Committee on Public Lands.

H. R. 4023 (Peterson of Fla.), S. 1554 (Holland of Fla.) introduced June 30, 1947 and July 2, 1947. Establishes the Hernando De Soto National Memorial of not to exceed 25 acres in the vicinity of Tampa Bay and Bradenton, Florida, to be under the jurisdiction of the National Park Service. Referred to the Committee on Public Lands.

H. R. 4053 (Mack of Washington) introduced July 1, 1947. Creates a Commission on the Olympic National Park. This is similar to H. J. Res. 84 introduced by the late Representative Norman. Referred to the Committee on Public Lands.

H. R. 4054 (Mack of Washington) introduced July 1, 1947. Transfers certain lands within the Olympic National Park to the Olympic National Forest in the State of Washington. Referred to the Committee on Public Lands. This bill is identical with H. R. 2750 and 2751.

S. J. Res. 84. Listed in the Watch Service Report in the April-June number, to establish the Francis Scott Key National Monument in Washington D. C. Passed by the Senate on July 16, 1947. Action by the House in the next session, will complete enactment of this Resolution.

H. R. 1330, Mr. Barrett's bill which abolishes the Jackson Hole National Monument, objected to on July 21, 1947, by Representatives Fulton of Pa., Marcantonio of N. Y., and Huber of Ohio.

## *Housing*

H. Con. Res. 104 and S. Con. Res. 25 to establish a joint committee to investigate the entire housing situation, to be known as the Joint Committee on Housing to be composed of seven Members of the Senate who are members of the Senate Committee on Banking and Currency, to be appointed by the President pro tempore of the Senate, and seven members of the House of Representatives who are members of the House of Representatives Committee on Banking and Currency to be appointed by the Speaker of the House. The Committee is authorized to conduct a thorough study and investigation of the entire field of housing. H. Con. Res. 104 was passed by the house, July 24 and by the Senate on July 25, 1947. Since those dates, the members of the Committee have been appointed, with Representative Gamble of N. Y., as Chairman, and Senator McCarthy as Vice Chairman.

## *Federal City*

S. J. Res. 129 (Buck) introduced June 17, 1947. To provide for the appropriate commemoration of the one hundred and fiftieth anniversary of the establishment of the Federal Government of the District of Columbia. Establishes a National Capital Sesqui-Centennial Commission to prepare plans for a program signaling the establishment of the seat of government in the District of Columbia. This Resolution passed Congress on July 11, 1947.

## Recent Publications

- BUTLER, GEORGE.** Recreation Areas—Their Design and Equipment. Prepared for National Recreation Association. A. S. Barnes & Co., 67 West 44th Street, New York 18, N. Y., 1947. 174 pp. Diagrams, plans, photographs. Price \$6.00.
- CHARLESWORTH, JOHN.** The Principles of Town Planning Law. Stevens & Sons Ltd., London, England. 1946. 164 pp.
- CITY PLAN COMMISSION.** Comprehensive City Plan, Saint Louis, Missouri. The Commission, 342 Civil Courts Building, St. Louis 1, Missouri, 1947. 77 pp. Charts, maps, tables. Price \$5.00.
- COMMISSION ON CITY PLAN.** Capital Improvement Program for Baltimore. The Commission, 400 Municipal Building, Baltimore 2, Md., 1947. 116 pp. Price \$2.00.
- DEWHURST, J. FREDERIC & ASSOCIATES.** America's Needs and Resources. The Twentieth Century Fund, 330 West 42nd St., New York 18, N. Y. 812 pp. Price \$5.00.
- FOOKS, ERNEST.** X-Ray the City. The Ruskin Press, 123 Latrobe St., Melbourne, Australia, 1947. 107 pp. 12s.
- GAUS, JOHN MERRIMAN.** Reflections on Public Administration. University of Alabama Press, University, Alabama, 1947. 153 pp. Price \$2.00.
- HAYES, WAYLAND J.** The Small Community Looks Ahead. Harcourt, Brace and Company, 383 Madison Ave., New York 17, N. Y., 1947. 276 pp. Price \$3.00.
- LECRAW, CHARLES S., JR. AND SMITH, WILBUR S.** Zoning applied to Parking. The Eno Foundation for Highway Traffic and Control, Inc., Sagatuck, Conn., 1947. 47 pp. Tables, charts, map.
- LEWIS, HAROLD M.** A Master Plan for the Borough of Verona, Essex County, N. J. Prepared under the direction of the Planning Board, 1946. 29 pp.
- MUSHAM, H. A.** Maps and Their Uses. The Technique of the Terrain. Reinhold Publishing Corporation, New York, 1944. 288 pp. Price \$3.85.
- ODGEN, JEAN AND JESS.** Small Communities in Action. Harper & Brothers, 49 East 33rd St., New York 16, N. Y., 1946. 244 pp. Price \$3.00.
- OSBORN, FREDERIC JAMES.** Green-belt Cities: The British Contribution. Faber and Faber, Ltd., London, 1946. 191 pp.
- PARKING MANUAL—HOW TO SOLVE COMMUNITY PARKING PROBLEMS.** American Automobile Association, Washington 6, D. C., 1946. 181 pp. Illus., charts, graphs, tables.
- REPS, JOHN W.** Piecemeal Zoning—Its Place in Zoning Law and Procedure. Springfield Chamber of Commerce, Springfield, Missouri, 1947. Mimeographed. 14 pp. Price 15 cents.
- RHYNE, CHARLES AND VAN METER, WILLIAM G.** City Smoke Control and Air Pollution Programs—Model Ordinance Annotated. National Institute of Municipal Law Officers, 730 Jackson Place, N. W., Washington 6, D. C., 1947. 23 pp. Chart. Price \$2.00.
- RODGERS, CLEVELAND.** American Planning, Past—Present—Future. Harper & Brothers, 49 East 33d Street, New York 15, N. Y., 1947. 290 pp. Price \$3.00.
- RUSSELL, CARL PARCHER.** Human Events in Yosemite. One Hundred Years in Yosemite: The Store of a Great National Park and Its Friends. University of California Press, 1947. 226 pp. 45 illus., map. Price \$3.75.
- WASHINGTON, A PLAN FOR CIVIC IMPROVEMENTS, 1947.** Prepared for the Commissioners of the District of Columbia by the Citizens Planning Committee, 1947. Maps, charts. 112 pp. Price \$10.00.
- WEIDNER, EDWARD W.** The American County—Patchwork of Boards. National Municipal League, 299 Broadway, New York, N. Y., 1946. 24 pp. Price 35 cents.
- WHITTEMORE, H. O.** Zoning for Cities and Villages. Michigan Planning Commission, Lansing, Michigan, 1945. 4 pp. Mimeographed.
- WOODLAWN: A STUDY IN COMMUNITY CONSERVATION.** Chicago Plan Commission, 20 North Wacker Drive, Chicago 6, Illinois, in collaboration with Woodlawn Planning Committee. July 1946. 76 pp. Illus., maps, charts, plans.
- YEAGER, DORR G.** A Guide to Western Parks. Your Western National Parks: A Guide. Dodd, Mead & Company, New York. 1947. 292 pp. Illus., maps. Price \$3.50.

# IN MEMORIAM

1857—ALBERT SHAW—1947

Dr. Albert Shaw, distinguished author and educator, whose death occurred on June 25, 1947, was born in Butler County, Ohio on July 23, 1857. His eminence in the fields of journalism, letters and education are too numerous to mention fully here. Especially noteworthy in his long, honored career, is the fact that he was one of the outstanding group of men who took their Ph.D. degrees at Johns Hopkins University in 1884, and from 1883 to 1890 as Editor made the *Minneapolis Tribune* a famous paper in the United States. He was awarded the John Marshall prize by Johns Hopkins University in 1895 for books on municipal government. From 1902 to 1929, Dr. Shaw was a member of the General Education Board and he served as a trustee of many educational institutions.

He is perhaps best known in the public mind as editor of the *American Review of Reviews* and the *Literary Digest*, a pioneer in the field of Magazine news editing. Among his well-known works are *A Cartoon History of Theodore*

Roosevelt's career, and also *Abraham Lincoln's career* in two volumes. His volumes on municipal government and politics are important contributions.

In this busy, important life, Dr. Shaw found time to carry on as an active member of the American Planning and Civic Association. He joined the original American Civic Association almost immediately after its establishment and served as Vice-President for a number of years. Later when the American Planning and Civic Association was formed, he accepted service on the Advisory Council and continued his interest to the time of his death.

An important task is to pass on to newer and younger members of the Association the inspiration and earnest intention of such valued members as Dr. Shaw. His civic conscience, alert and active at all times, is almost a pattern for the type of activity necessary to build vigorous community spirit. We revere Dr. Shaw for his momentous civic example.

## 1947 ANNUAL

The 1947 AMERICAN PLANNING AND CIVIC ANNUAL will soon be available containing the papers given at the National Park Conference early in April and the papers and discussions of the Annual Meeting of the American Planning and Civic Association, held at Milwaukee, late in April. These, with added pertinent material, cover a wide field in Conservation and Planning. The Annual goes to members without further charge. It is sold to others at \$3.00, with a special price of \$2.00 for extra copies sold to members.

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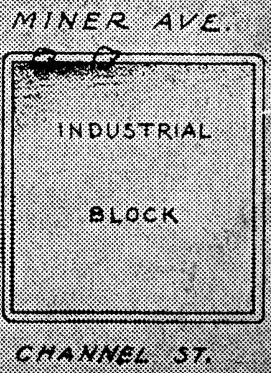
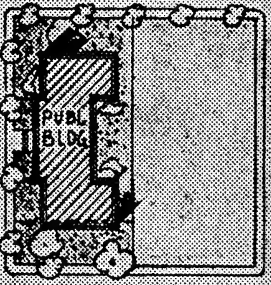
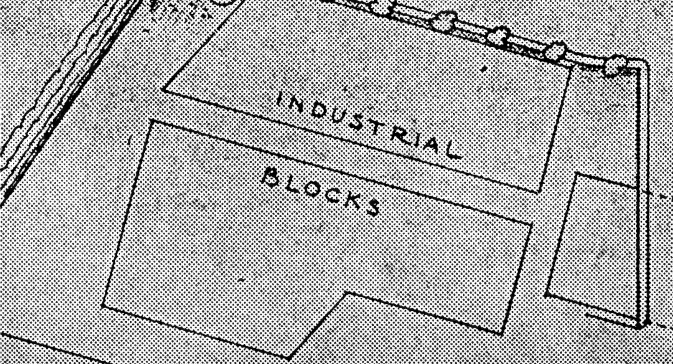
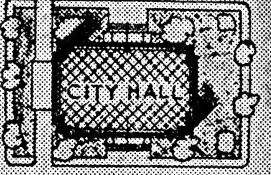
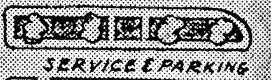
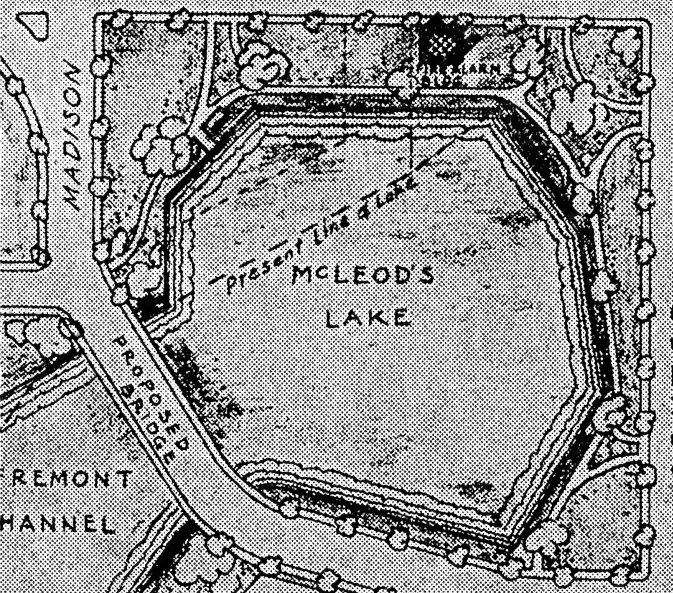
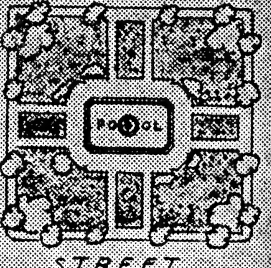
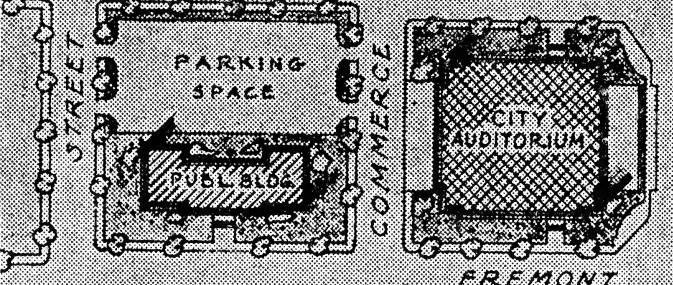
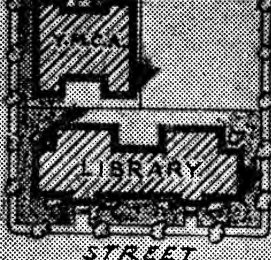
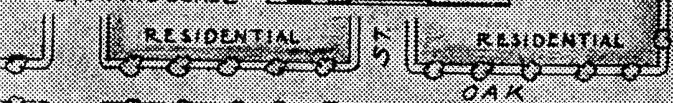
# PLAN FOR COMPLETION OF THE CIVIC CENTER

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# Planning and Civic Comment



Successor to: City Planning, Civic Comment, State Recreation

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## OCTOBER 1947

# PLANNING AND CIVIC COMMENT

*Published Quarterly*

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National Conference on State Parks

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Conservation of National Resources; National, State and Local Parks,  
Highways and Roadsides.*

*AIM: To create a better physical environment which will conserve and develop  
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## President Truman on Conservation

At the dedication of the Everglades National Park in Florida on December 7, President Truman made a significant statement of interest to all advocates of conservation. We quote his remarks on the national park system:

"The benefits our Nation will derive from this dedication will outlast the youngest of us. They will increase with the passage of the years. Few actions could make a more lasting contribution to the enjoyment of the American people than the establishment of the Everglades National Park.

"Our national park system is a clear expression of the idealism of the American people. Without regard for sectional rivalries or for party politics, the Nation has advanced constantly in the last seventy-five years in the protection of its natural beauties and wonders.

"The success of our efforts to conserve the scenery and wildlife of the country can be measured in popular use. The national park system covers but a fraction of 1 per cent of the area of the United States, but over 25,000,000 of our fellow countrymen have visited our national parks within the last year. Each citizen returned to his home with a refreshed spirit and a greater appreciation of the majesty and beauty of our country.

"These are the people's parks, owned by young and old, by those in the cities and those on the farms. Most of them are ours today because there were Americans many years ago who exercised vision, patience and unselfish devotion in the battle for conservation.

"Each national park possesses qualities distinctive enough to make its preservation a matter of concern to the whole Nation. Certainly, this Everglades area has more than its share of features unique to these United States. Here are no lofty peaks seeking the sky, no mighty glaciers or rushing streams wearing away the uplifted land. Here is land, tranquil in its quiet beauty, serving not as the source of water but as the last receiver of it. To its natural abundance we owe the spectacular plant and animal life that distinguishes this place from all others in the country.

"Our park system also embraces such national shrines as Jamestown Island, the Statue of Liberty, and the battlefields of Yorktown and Gettysburg. These historic places—as much as the scenic areas—also need to be protected with all the devotion at our command in these days when we are learning again the importance of an understanding loyalty to our national heritage.

"Our parks are but one part of



the national effort to conserve our natural resources. Upon these resources our life as a Nation depends. Our high level of employment and our extraordinary production are being limited by scarcities in some items of our natural wealth. This is the time to develop and replenish our basic resources.

"The battle for conservation cannot be limited to the winning of new conquests. Like liberty itself, conservation must be fought for unceasingly to protect earlier victories. There are always plenty of hogs who are trying to get our natural resources for their own personal benefit.

"Public lands and parks, our forests and our mineral reserves, are subject to many destructive influences. We have to remain constantly vigilant to prevent raids by those who would selfishly exploit our common heritage for their own private gain. Such raids on our natural resources are not examples

of enterprise and initiative. They are attempts to take from all the people just for the benefit of a few.

"As always in the past when the people's property has been threatened, men and women whose primary concern has been their country's welfare have risen to oppose these selfish attacks. We can be thankful for their efforts, as we can be grateful for the efforts of citizens, private groups, local governments and the State of Florida which, joined in the common purpose, and have made possible the establishment of the Everglades National Park.

"The establishment of this park is an object lesson and an example to the entire Nation that sound conservation depends upon the joint endeavors of the people and their several governments. Responsibility is shared by town and State and the Federal Government; by societies and Legislatures and all lovers of nature."

## Citizens Conference on Planning

Plans are already being made for the Citizens Conference on Planning to be held at Newark, New Jersey, May 17, 18, 19, 1948. General Grant, Harland Bartholomew and Harlean James recently met Mayor Murphy, Franklin Conklin, Jr., Chairman of the Citizens Advisory Committee and Chairman of the Essex County Park Board, and the staff of the Central Planning Board to draw up a program of action.

Invitations will go out in March, but all members and delegates are asked to note the dates now so that they make up their schedule of

musts for 1948.

During the past forty years the principal stress in planning has been to develop and put to good use the best technical planning services that could be secured. The stress today, in addition to the need for sound technical advice, is for a wider citizen participation in the various steps which lead to the making of plans and a more intense interest on the part of citizens in seeing that plans are realized.

Remember the dates: May 17, 18, 19, 1948. Remember the place: Newark, New Jersey.

# EDITORIAL COMMENT

## Conservation the Real Issue

This time last year most advocates of conservation were concerned over the possibility that the stockmen of Wyoming and the West might make inroads in the Jackson Hole National Monument, created by Presidential Proclamation in 1943. Today we believe the situation is far different. Recently we sent to our members and associates a letter entitled *Threat to Conservation*, directing attention to the fact that H.R. 1330 was reported out of the Public Lands Committee and called up at the end of the first session of the 80th Congress on unanimous consent. Three objectors prevented consideration of the bill. If objected to twice more it will be removed from the consent calendar.

The response to our letter has been surprisingly cordial. H.R. 1330 was reported out as a so-called compromise bill, but conservation opinion is practically unanimous that the small sector of the present Monument which would be added to the Grand Teton National Park is entirely inadequate. Indeed, there is a definite belief that *the Monument should be preserved with its present boundaries*. It should be remembered that until this boundary issue is settled and the stability of the monument assured, there seems to be no prospect that Mr. John D. Rockefeller, Jr., will turn over his lands to the Federal Government for administration.

Several incidents have contributed to the crystalization of con-

servation sentiment regarding Jackson Hole and other pending issues. The hearings of the Barrett subcommittee on Public Lands in the Western States during the summer and autumn were conducted with such partiality for the stockmen and such intolerance of those who supported conservation policies, that the western newspapers, where fair play is almost a fetish, became critical of the conduct of the hearings and, on examination, sympathetic with the conservation program.

The flock of bills introduced into the 79th Congress to transfer Federal Lands to the Western States and the proposals that certain favored stockmen purchase these public grazing lands at favorable prices have not appeared in the 80th Congress, and it is now hard to find any Member of Congress who will advocate them though Senator McCarran in the first session did introduce bills to modify the Taylor Grazing Act in favor of stockmen.

Such was the clamor last summer about the Public Lands hearings that Chairman Richard J. Welch of California, chairman of the full Committee on Public Lands, took over the hearings on the Olympic Peninsula, divided the time equally between the *pros* and *cons* in consideration of the various bills, and to some extent rescued the reputation of the committee and upheld the tradition of Congress,

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that each side shall be given a fair opportunity for presenting its case.

Led by the conservation organizations, public opinion is definitely in favor of protecting the national parks and monuments from encroachments. The statement of Secretary Krug at the recent conference in the Interior Building (quoted on page 11) is unequivocal. He intends to support no boundary changes under commercial pressures. The President, in his dedication address at Everglades National Park (quoted on page 1), used strong language. Said he: "We have to remain constantly vigilant to prevent raids by those who would selfishly exploit our common heritage for their private gain. Such raids on our national resources are not examples of enterprise and initiative. They are attempts to take from all

the people for the benefit of a few."

Let us not be misled by talk of compromise. The Olympic National Park and Jackson Hole National Monument should be preserved intact. In the face of public opinion there is little reason to believe that Congress will pass any bill to reduce or injure these famous areas. Certainly the Secretary of the Interior and the President of the United States seem to be on record for conservation, ready for a veto, if needed.

And in this emergency, our conservation friend "Ding" Darling is on guard. With his permission and that of the *New York Herald Tribune*, we are delighted to reproduce on the back cover a cartoon which has already had wide circulation, and which has played its part in forming public opinion.

## Annual Now Available

The 1946-47 American Planning and Civic Annual, bringing accounts of recent civic achievements in planning, housing, zoning, and conservation at all levels of government, has gone to all members of the Association and is being distributed to those who send in orders for it. No reference library on political science, economics, sociology, engineering, architecture, landscape architecture and allied subjects is complete without a file of these Annuals which present a serial history of conservation and planning. Single copies \$3, extra copies to members \$2.

# Meeting of the Committee of 100

On December 19, the Committee of 100 met to consider the Preliminary Report of the Subcommittee of the House Committee on the District of Columbia on Organization and Home Rule. It was announced by Horace W. Peaslee, Vice-Chairman of the Committee, that Mr. Clifton A. Woodrum has been obliged to retire as Chairman because of the pressure of other duties. Mr. C. Melvin Sharpe, long a member of the Committee, had been appointed Chairman by the American Planning and Civic Association, was introduced and took over the meeting.

The following new members appointed by the Association since the last meeting were announced: Hon. John Nicholas Brown, Assistant Secretary of the Navy for War; and Lt. General Raymond A. Wheeler, Chief of Engineers, Department of the Army, had accepted service as honorary members of the Committee. Major General Patrick A. Hurley, former Senators John A. Danaher and Robert M. LaFollette, Jr. and Mr. Edward T. Dunlap had accepted active membership. General Wheeler, Senator Danaher and Mr. Dunlap were present. A list of twenty charter members of the Committee who were now serving was read. It included: Frederick Law Olmsted and General Wheeler, Honorary Members, and Clarence A. Aspinwall, A. B. Barber, Ovid Butler, John DeLaMater, Frederic A. Delano, Joshua Evans, Jr., E. C. Graham, Major A. M. Holcombe, Blanche Howlett, John Ihlder, Harlean James, Louis Justement, Bessie Kibbey, Horace W.

Peaslee, Louis Simon, Grace Temple, C. H. Tompkins and Evan Tucker.

The Chairman then presented a preliminary statement as follows:

This is the first autumn meeting of the Committee of 100 on the Federal City. The last meeting was held in May and consisted of a bus trip around the District, under the direction of the Chairman and staff of the National Capital Park and Planning Commission, in order to view present and prospective projects in planning, parks and housing.

Since that date, on November, the Auchincloss Report on Home Rule and Reorganization of the District of Columbia has been made public and open for discussion. In bringing this report to the attention of the Committee of 100, it should be recalled that the Committee was organized in 1922 by the Hon. Frederic A. Delano. At the time the first Report of the Committee was issued in 1924, it was stated at the outset:

During the 20 years of its existence, the American Civic Association has supported measures which seemed to promise civic improvement in the District of Columbia and has opposed measures which seemed to threaten the orderly development of the capital of the Nation. The Association has come to realize that this policy is inadequate.

Washington is expanding rapidly. The area covered by the L'Enfant Plan has been exceeded long ago. Nearly a quarter of a century has elapsed since the re-study and extension of that plan by those eminent Americans who served the McMillan Commission. Many recommendations contained in the McMillan Report have not been put into effect. Some can never be realized because virgin woods have been swept away and acres of hill and valley have been leveled. . . .

The founders of the Republic placed upon Congress the duty of governing the

District of Columbia, but no machinery was set up by the Constitution or by Congress for keeping the increasing millions of non-resident citizens informed concerning the needs of their capital. In view of the fact that the Federal City is so obviously a national responsibility, the American Civic Association has determined to make the physical development of the District of Columbia an object of major interest and to supply, so far as it can, a means of communication between the resident and the non-resident citizens on all matters of civic improvement.

The first tasks of the Committee were to ensure purchase of parks, parkways and playgrounds after years of neglect, and to create a modern planning commission. The first park purchase Act was passed in 1924 and the National Capital Park and Planning Commission was created in 1926. In 1930 the Capper Cramton Act provided a method of procedure for purchase of parks in the District of Columbia and the metropolitan area.

The Committee would have preferred to see more of the cost of parks within the District borne by Federal funds, but in the end was obliged to rely on Congress to increase its Federal appropriations to the District budget—a reliance which has not been realized.

The Committee has consistently advocated the appropriation of Federal funds for the upkeep of the Federal city commensurate with Federal interest and responsibility.

It was early determined and has since been confirmed on a number of occasions, not to take a stand on the various types of suffrage proposed for the District—home rule, representation in Congress, vote for the President—since the avowed purpose of the Committee concerned the *physical development* of the

Nation's Capital, and no doubt in its membership, united on this objective, would be found a divergence of views on the subject of suffrage.

There are a few other items of past history which should be recalled to you today. The Committee studied the Report of the Bureau of the Budget with its recommendations concerning the National Capital Park and Planning Commission, issued in 1944, and concurred generally in its conclusions. *The Committee has always maintained that the Planning Commission should serve both the Federal Government and the District Commission;* otherwise it is impossible to secure consistent land-use planning in the District. As a matter of fact the National Capital Park and Planning Commission has been of great service to the nearby Maryland and Virginia planning commissions.

Concerning the purchase and administration of parks—it was largely the years of neglect on the part of the District Government which prompted the organization of the Committee of 100, and no one can deny that substantial progress has been made to make up for the many years when little or nothing was done. We believe that the purchase of parks by the National Capital Park and Planning Commission has been good practice and the Bureau of the Budget concurred in this opinion in its 1944 Report. In 1933, when it became apparent that the independent office of Public Buildings and Public Parks would be abolished, the Association and the Committee advocated that the parks be administered by the National Park Service.

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The Committee has stood firmly for the maintenance of a separate park police, in the belief that the training and duties of these park police are very different from those of the metropolitan police, though an amicable arrangement of co-operation has been worked out which avoids unnecessary duplication of duties. A bill once passed Congress to make this transfer but was vetoed by the President. The last time the proposal came before a subcommittee of the House District Committee, the bill was not reported out, probably because the Metropolitan Police agreed with the Park Police that the present arrangement was working well. It may be that some financial readjustments need to be made.

The Committee was active, with other organizations, in the educational campaign and surveys which led to the creation of the D. C. Recreation Board, under which a Superintendent is appointed to supervise recreational facilities on parks, playgrounds and school yards. Washington is fortunate in the recreation centers which have been planned and constructed involving activities on lands under all three jurisdictions.

During all the years the Committee has consistently advocated Federal support of the Federal City commensurate with its responsibilities. The Committee has found it difficult to untangle local from Federal matters and has been inclined to favor a cooperative arrangement which would not involve a separation of functions. Up to the present time the Committee has always assumed that, though Con-

gress might delegate the making of regulations to the District Government, it would retain under the Constitution the obligation for all major legislation, and that in the administrative arm of the Government, the President would appoint all or most of the District Commission, in order to ensure Federal control of the Federal City.

The attention of the Committee of 100 is now directed toward the Preliminary Report of the Subcommittee on Home Rule and Reorganization for the District of Columbia. This meeting is principally exploratory, with the idea of developing the central theme: *How far the Federal responsibility for the Federal City is safeguarded in this Report?* After the Committee has profited by the explanations of those responsible for the Report and the discussions of its members, it is expected that the Chairman will appoint a committee to draft a statement to be submitted to the January meeting.

It should be pointed out that the Resolution of the House of Representatives directed that a full and complete investigation and study should be made of *reorganization and home rule* for the District of Columbia. Thus the Report had to be a home-rule report. It could not report on other phases of suffrage. And the writers of the Report declare that if home rule is not to be adopted, their recommendations in a number of respects would be far different from those contained in the Report.

Dr. George B. Galloway, Director in charge of the preparation of the Report for the Subcommittee of

## Planning and Civic Comment

Congress, spoke on the assigned subject: How Far Are the Federal responsibilities for the Federal City safeguarded in the Recommendations of the Subcommittee?

Dr. Galloway explained that the close tie-up with Congress was occasioned by the provision of the Constitution under which Congress was charged with exclusive legislation for the District of Columbia in all cases whatsoever. He enumerated the methods by which the Federal Government would function to protect its own interests:

1. The President appoints the Board of Electors for local elections.
2. The President has power to veto D. C. bills and acts of Council.
3. Certain Federal agencies continue to render services at the option of both parties.
4. There are certain functional Federal agencies such as White House Police; Memorial Park Areas; Federal Buildings; Metropolitan Area Plan. The Bureau of the Budget would advise the President concerning Federal bills; would clear departmental advice sought by Congressional Joint Committee; would compute the Federal contribution.

Questions were asked concerning the method of computing the Federal contribution—it seems that the Federal holdings would be evaluated at cost and an amount in lieu of taxes at \$1.75 per \$100 would be turned over to the local government, though private property is assessed at current value and the rate is \$2. Other questions concerned the pro-

cedure when Congress is not in session to which Dr. Galloway replied that the Joint Committee could be invoked and that there was always the expert staff of the Committee, but no way has been devised for Congress to act while it is adjourned or in recess. It was stated that Congress could act independently of the Joint Committee; that the President of the United States could act to exercise the police power in case of emergency; that the Report was silent on the membership of the National Capital Park and Planning Commission as to the four distinguished citizens who now serve; that no provision was made in the recommendations for the representation of the Federal Works Agency—either Public Buildings or Public Roads—on the National Capital Park and Planning Commission; that the bill now being prepared for submission to Congress, would probably implement the compulsory submission of plans by both Federal and District Governments to the National Capital Park and Planning Commission.

Mr. Jesse Suter, who conducts a civic column in *The Evening Star*, made the point that local suffrage did not in any way correct the omission so long endured by District citizens that they are not represented in the Congress of the United States and cannot vote for President.

General Grant, President of the American Planning and Civic Association, raised the point that, as proposed, there was no tie-in with the Federal executive arm of the

## *Planning and Civic Comment*

government for the District executive set-up, in a city where the Federal executive government occupies a great deal of the area and where the Federal employees constitute a substantial element in the population. He pointed out that the city manager would be the hired man of the locally-elected council, and he thought that there should be a chief executive—perhaps called Governor—who would be appointed by the President with the advice and consent of the Senate. He thought that the number of high-priced administrators was out of proportion and pointed out that the cost of maintenance and operation in the District had increased from \$16,167,796 in 1920 to \$71,479,107 in 1948, about  $4\frac{1}{2}$  times—an increase which seems out of proportion with the increase of the population from 423,205 to nearly 900,000, and the cost of living. Moreover, there has been a decrease of area under the District supervision. He thought that there might be fewer departments of the District government, that the District might continue to make use of Engineers from the Engineering corp of the Army, at a

saving in cost and an assurance of efficiency. Above all, he thought that the water supply should be under the exclusive control and administration of the Federal Government. He thought that the National Capital Park and Planning Commission should continue to purchase park lands, as the arrangement had proved to be efficient and economical; that no major parks should be transferred to the District government but should continue to be administered by the National Park Service which is eminently equipped to render a good service; and that, in accordance with the best practice in the cities of the United States, there should be continued the separate park police.

On motion of General Grant, duly seconded, the Chairman was directed to appoint a committee to study the plan and bring in a report for the consideration of the January meeting of the Committee of 100, so that the views of the committee could be submitted to the Committees of Congress at the time of public hearings on the bill to be introduced early in the next session.

## SUMMARY

**Preliminary Report of the Subcommittee on Home Rule and Reorganization of the House Committee on the District of Columbia, issued Nov. 2, 1947, with additional recommendations and changes adopted since the date of the Report.**

(1) Establishment of a Joint Standing Committee on the District of Columbia in Congress to replace separate House and Senate Committees, charged also with some responsibility concerning the annual D. C. budget, with general supervision of the D. C. government and possessing the veto power on local legislation passed by the Council.

(2) Adoption of a charter for local government, with all powers customarily exercised by city and county governments elsewhere and certain powers elsewhere exercised by state governments. Actions of local government may be overruled by Act of Congress but any local action of the Council would be final unless vetoed by a Resolution of either House of Congress



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within 30 days or (in a reported later recommendation) by the President of the U. S. within an additional ten days.

(3) The local government would consist of a *Legislative Council* of 12, elected on a non-partisan basis, by the qualified electors of the D. C. for overlapping terms of four years each. Council would choose its own presiding officer, who would be Mayor and ceremonial official, but have no veto over the acts of the Council. The Council would appoint a Manager at a suggested salary of \$25,000 (since changed to the discretion of the Council), who would administer 12 executive departments, each headed by a Director, chosen by and responsible to the Manager, with salary fixed by the Council but possibly, as suggested at a recent meeting, each Council member would take a department under his wing. Council members would be paid an honorarium of \$3,000 a year, and the Mayor not to exceed \$5,000.

(4) Public Schools and Public Libraries would be administered by a Board of Public Education of 8 members, 4 elected at large and 4 from 4 districts of equal population, to be paid an honorarium of \$10 a meeting, not to exceed \$250 annually, with \$15 a meeting to the President of the Board, not to exceed \$375 annually. The Board would appoint the Superintendent of Public Schools and Public Libraries.

(5) The 12 departments would be: Health, Welfare, Recreation, Public Safety, Finance, Law, Public Works, Labor, Commerce, Corrections, Professional, Occupational Standards, and Highways, with directors reporting to the Manager, and Education, with the two Superintendents of Education and Libraries appointed by and reporting to the elected Board of Education.

(6) Qualified electors would include all residents of the D. C. for one year previous to the date of election, who are citizens of the U. S. and 21 years of age. The right to vote elsewhere in state and national elections would not disqualify residents of the several States from registering and voting.

(7) The Report declares its aim to be the separation of local and Federal affairs, with local affairs administered locally by a local government at its expense and national affairs continuing to be administered by the Federal Government with no part of the expense charged to the D. C. Some services, back and forth, might be on a contractual basis. Park areas used solely for recreation would be transferred to the D. C., but park areas surrounding Federal Buildings and Monu-

ments, along with Memorial Parks and the National Zoo, would be the property of the national government, the parks to be administered by the National Capital Parks through the National Park Service in the Department of the Interior, and the Zoo by the Smithsonian Institution, at Federal expense.

(8) The National Capital Park and Planning Commission would continue as an independent agency of the Federal Government, with slightly changed membership, maintained wholly from Federal funds. Its *ex officio* members would be: Chief of Engineers, U. S. A.; Director of Public Works, D. C.; Director of the National Park Service, Department of the Interior; Director of Recreation, D. C.; Chairman of the Joint Standing Committee of the D. C. (or the executive officer of the committee when designated by the chairman). Presumably the four civilian members would continue to be appointed by the President, one to be from the D. C.

(9) Purchase of land in the D. C. for District use would be transferred from the National Capital Park and Planning Commission to the D. C. Department of Public Works but all areas would be required to conform to Comprehensive plans; recreation areas would be transferred to the D. C. Department of Recreation; the park police of the National Capital Parks and the Zoo would be transferred to the D. C. Department of Safety and consolidated with the metropolitan police.

(10) The local government would collect taxes, adopt its budget without review of the Bureau of the Budget or Congress, and, under prescribed conditions, incur bonded indebtedness. The Federal Government would pay to the local government a sum in lieu of taxes, at the rate of \$1.75 on assessed valuation of the Federal real estate and improvements.

(11) Other independent agencies with liaison with the D. C. Council would be the new Redevelopment Land Agency, Zoning Advisory Board, Zoning Adjustment Board, Public Utilities Commission, Board of Tax Appeals and National Housing Agency. The Recreation Board would be abolished unless the Director of Recreation, appointed by the Manager, desired to have such a board acting in an advisory capacity.

(12) Recommendation that the Courts be divided into Federal and local are discussed. Later announcements indicate that the Courts as now set up will not be disturbed.

(Continued on page 47)

# Conference on Wildlife, Recreation and Related Resource Problems

The Honorable J. A. Krug, Secretary of the Interior, opened the conference on wildlife, recreation and related resource problems held in the Interior Building, Washington on December 1 and 2. Some thirty-five conservation organizations were represented, and in addition to officials from the Department of the Interior agencies, there were present representatives from five other government agencies. The factual statements by Director Newton B. Drury of the National Park Service; Assistant Commissioner Wesley R. Nelson, of the Bureau of Reclamation; Assistant Director Thomas C. Havell, of the Bureau of Land Management; Director Albert M. Day, of the Fish and Wildlife Service; Acting Commissioner of Indian Affairs William Zimmerman; and Commissioner Michael Straus, of the Bureau of Reclamation were of great interest to those present.

Early in the conference Secretary Krug made the statement that "as long as I am Secretary there will be no changes to reduce the national parks (and monuments) unless the evidence is overwhelming."

There was almost unanimous agreement that national parks and monuments should be protected from boundary changes under commercial pressures. Many of the delegates declared themselves in favor of protecting within the national parks and monuments certain areas with admitted commercial values. They seemed to agree that a national park system composed of

units which were of no commercial use would be unduly restricted.

One of the reasons advanced for the present drives to secure virgin timber in the national parks was that we are annually destroying 54 billion saw timber feet and growing only 35 billion. Manifestly a balance should be, and could be, struck here. There is no excuse in the United States for further depleting our renewable resources.

There was a great deal of discussion on water resources of the United States. It was pointed out that the cause of conservation would not be served by putting every stream in the United States under push button control. It was announced by the Bureau of Reclamation that under the present policy no surveys and no proposals for reclamation projects would be made in national parks and monuments.

The practice in effect for so many years, under which many individual agencies of the United States Government make surveys for specific purposes, has led frequently to proposals which would never be made if overall surveys covering all uses of water could be conducted. This is particularly true since there has been general recognition of scenic, recreational and inspirational uses of water in a balanced program.

The conference, under the direction of Assistant Secretary, C. Girard Davidson, was exceedingly well conducted, and will undoubtedly contribute to a better relationship between conservation organizations and the Department of the Interior.

## Strictly Personal

George E. Dickie, of New York City, has been appointed Secretary of the Federal Inter-Agency Committee on Recreation to succeed Walter L. Scott, who returns to Long Beach, Calif. as Recreation Superintendent there. Mr. Dickie is employed by the National Recreation Association which makes his services available to the Committee.

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Gen. U. S. Grant, 3rd, was recently elected president of the National Council for Preservation of Historic Sites and Buildings. He had served as interim president since the organization of the Council in April, 1947.

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Dr. Florence Bell Robinson, professor of Landscape Architecture, University of Illinois, is the author of a new book, *Planting Design*, published by the Garrard Press, Champaign, Ill. The volume is receiving many complimentary reviews as a valuable addition to literature on landscaping.

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Walton R. L. Taylor has joined the staff of the Cincinnati Bureau of Governmental Research, having left the Citizens Planning Association of Cincinnati, which he served as Executive Secretary.

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Cyril McC. Henderson, formerly principal Planning Technician of the

Tennessee State Planning Board at Nashville, Tenn., has accepted a position with the town of Modesto, California.

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Miss Pearl Chase of Santa Barbara, Calif., has been named to the Council of the Save-the-Redwoods-League.

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Frank A. Kittredge, formerly superintendent of Yosemite National Park, California, has come to the office of the Director of the National Park Service in Washington as chief engineer and assistant chief of development in charge of engineering activities through the Service. Dr. Carl Russell has been appointed superintendent of Yosemite.

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Eivind Scoyen has been named superintendent of Sequoia-Kings Canyon National Parks, moving into the place occupied for more than a quarter of a century by Col. John R. White, who recently retired. Mr. Scoyen, formerly associate regional director of Region Three, will be succeeded by Preston P. Patraw, until recently finance officer in the Director's Office.

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Dr. Carol Aronovici, well known community planner and housing consultant, was elected vice president in charge of planning of the Cooperative Housing Corporation and will supervise the planning and

construction of the corporation's large-scale cooperative housing projects in New York and other communities.

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Miss Elisabeth M. Herlihy has recently been reappointed by Governor Robert F. Bradford, to membership on the Massachusetts State Planning Board. This means that in her city and state connections, Miss Herlihy has held office under five mayors and five governors.

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Col. John R. White, dean of national park Superintendents, retired

effective October 10 after 48 years of government service. He became affiliated with the National Park Service on October 10, 1919, as a ranger in Grand Canyon National Park. In 1920, he transferred to Sequoia and General Grant National Parks and since 1943 has been superintendent of both Sequoia and Kings Canyon National Parks.

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S. Herbert Hare is serving as one of the seven distinguished judges in the Memorial Competition for the Jefferson Memorial in St. Louis. The winning five entries have been notified, but not publicly announced.

## Happily Blue Penciled

From the *Oakland Tribune*, August 27, 1947, Oakland, California.

Men who draw blue pencils through suggestions from persons with highly developed promotional instincts have served the quieter population notably by refusing to permit the neon signs, loud speakers, gaudy banners and Coney Island adjuncts to enter the government-controlled scenic and recreational areas.

So popular are our national parks that solitude may be found only in the outer reaches but a man may yet commune with Nature without having a barker extoll its virtues or a radio deliver a commercial.

From many brash and blatant things we have been saved by Newton B. Drury, Director of the Park Service. For instance, there is a man who would add stature to the General Grant Tree in Sequoia National Park by turning a floodlight on its massive trunk. Another would have a phonograph and loud speaker

all set to make noise each sunset in the Grand Canyon. An "improvement" proposed for Yosemite would be the damming of the streams leading to the falls, so that the impounded water could be released during the height of the tourist season.

These and many more ideas for the moving in of the artificial and the improvement of Nature happily have been discouraged. One goes to the wilds to see them as they are, always were and, it is to be hoped, always will be. And in escape from the slicked up idea of the metropolis, the megaphoned punch lines, and the street carnival adornments, we find in our parks what we can find in a few remaining places. The blue pencil of the Park Service is a noble instrument. May its mark never grow dim.

# Tennessee Helps Its Communities to Plan

By CYRIL McC. HENDERSON

At the time this article was prepared, Principal Planning Technician, Tennessee State Planning Commission, now with the city of Modesto, California.

Planning is for people, but to be successful plans must be made *with* people and fully understood *by* people. In Tennessee the State Planning Commission recognizes the relationships between plans and people. This article will attempt to show how practically every phase of the Tennessee State Planning Commission's total program is directly concerned with local problems; and how Tennessee provides assistance to the local cities and counties within the State.

The Tennessee State Planning Commission was created under Chapter 43 of Public Acts of 1935. It consists of the Governor and eight members, at least two of whom come from each Grand Division of the State and not more than six of whom may belong to the same political party. Its membership is therefore reasonably impartial. The actual work of the agency is carried on by an executive director and a staff of some thirty-five.

In order to keep in close contact with the communities—with the people who live in Tennessee—the State Planning Commission maintains four regional offices. These are located in Johnson City, Knoxville, Nashville and Jackson. This virtually means that no town is more than eighty miles distant from an office of the State Planning Commission. The Commission's technicians are conveniently able to get out into the field to meet with local officials and to discuss their

problems. On the other hand, the regional offices are so located that local officials often take advantage of dropping in to consult with the members of the field staff. Occasional face to face discussions can frequently achieve much more than a whole file of correspondence.

There are five divisions within the State Planning Commission, each one of which is concerned with planning and development at the local level. Their activities will now be briefly outlined.

## *State Planning Division*

The State Planning Division's activities include planning for the physical development of the State; cooperating with other state agencies in the preparation of a state public works program; assisting in the coordination of the physical plans of state and local agencies. For instance, the division has worked in close cooperation with the State Health Department in the preparation of a hospital plan for Tennessee.

All applications for planning loans from the Federal Works Agency have been processed by this division. Assistance and consultation was made available in the preparation of these applications and in other matters involving local public works problems. A publication of interest to local officials in this connection is *Planning Water and Sewerage Systems for the Small Community*, October 1946, which deals with the administrative and financial prob-

lems involved in providing local water and sewerage facilities. Recently a report on local sanitary service charges has been completed and a manual, *Garbage Collection and Disposal*, is under way. In addition the State Planning Division publishes a bimonthly Public Works Newsletter.

### Research Division

The Research Division of the State Planning Commission is responsible for maintaining the Commission's library, making studies and reporting to the Governor, General Assembly and the people of the State. During legislative sessions this division is always particularly busy putting out numerous reports for the information and consideration of the legislators. To name but a few recently prepared: *The Gasoline Tax in Tennessee*; *Toll Bridges in Tennessee*; *State Retirement Systems for Public Employees*; and *Tennessee State Government, A Hundred Million Dollar Business*. The latter, in relatively simple and understandable form, describes the business of the state government showing the sources of revenue and the expenditures made during the past biennium.

The Research Division edits the Commission's bimonthly magazine *The Tennessee Planner*. This publication contains information and articles on various phases of planning, which are of interest both to public officials and citizens. The division has last year completed a preliminary report: *Sources of Municipal Revenue*, which has proved of value to city officials who are seeking to expand their tax bases. A

report now being worked upon will list all the services which are available to local governments from state and Federal agencies.

It is to the point to remark that the staff of the State Planning Commission do not go off in a corner and prepare these reports all by themselves and neither do they wish to take all the credit for the preparation of such materials. Practically every one of the activities of each division calls for close cooperation with other state, Federal and private agencies. The last two reports referred to, for instance, have been and are being prepared in conjunction with the University of Tennessee and the Tennessee Municipal League.

### Industrial Development Division

The Industrial Development Division has two primary functions (1) to collect, analyze and publicize data on industrial resources in Tennessee and (2) to act as a liaison between the towns in Tennessee which are seeking new industries and industrialists who wish to locate new plants within the State. A 224-page publication, *Industrial Resources of Tennessee*, was put out in May of 1945. This publication lists the material and labor resources of this State and also the resources of adjacent States which are conveniently accessible to Tennessee industries.

Assistance is provided through this division to local communities in the analysis and determination of their industrial resources and needs. Before such assistance is given, the local people who are interested in the future industrial development of

their community usually fill out a community inventory listing their available resources, the services provided by the municipality, costs of these services, transportation facilities, freight rates, power rates, etc. After receiving this inventory the Industrial Development Division will assist the local people in assessing the industrial advantages and disadvantages of their community. A major phase of Tennessee's industrial development program is to provide assistance to the communities of the State.

The division encourages communities to select industries needed to bring about local economic balance. It has been active in stimulating the establishment of development corporations and has attempted to discourage local government subsidies for outside industries. The latter practice has been declared unconstitutional in Tennessee on more than one occasion, yet it is unfortunately still carried on. It is felt that a sound industry will not usually need a subsidy. And, furthermore, it is unfair to industries already located in a community if subsidies are granted to outsiders.

The Industrial Development Division has recently completed a concise guide to community industrial development entitled *Partners, Industry and the Tennessee Community*. It maintains a *Directory of Tennessee Manufacturers*, which is available for the price of \$1.00, and publishes monthly an *Industrial Planning Newsletter* in which are listed vacant industrial sites and buildings and up-to-date news about industrial development.

### *Community Services Division*

The staff of the Community Services Division is available to assist in the formation of local community councils for the purpose of coordinating social and welfare activities on the local level. Assistance is provided in the development of and carrying out of the programs of such councils.

The division serves also as the staff for the State Community Services Council which was created by executive order in May 1945 and is virtually a peacetime continuation of the War Services Council. The Council during the past year has devoted its time to sponsoring various educational improvements and to developing a youth conservation program. In connection with the latter it prepared and published the *Tennessee Youth Guide*, a small booklet describing the rules of the "Game of Life," which has been distributed through the schools to nearly 140,000 children within the State.

### *Local Planning Assistance Division*

The whole program of the Local Planning Assistance Division is directed toward providing technical planning assistance to local planning boards in Tennessee. For the most part the activities of this division are concerned with matters of physical planning; however, they are very closely coordinated with the industrial development and community services program.

The local planning assistance program is carried out through the four regional offices mentioned above. The technicians in these offices are also responsible for the

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programs of industrial development and community services at the local level. Assistance is provided in drafting of zoning ordinances, subdivision regulations and building codes, in the preparation of street and road plans, recreation plans, school plans, etc. It is essential that all these plans should be based upon facts and knowledge of existing conditions and likely trends. Assistance is also provided therefore, in the preparation of maps, population reports and economic analyses of community potentialities. The Commission believes in taking its program down to the local level, in working with people and not with mere imaginary or philosophical concepts.

At the present time there are nearly eighty officially created local planning commissions in Tennessee. About sixty-five of these are actively functioning and call upon the State Planning Commission for assistance. It should be emphasized that any assistance which may be provided to the local communities under this program—or under any of the Commission's programs for that matter—is purely advisory. In general the State Planning Commission does not

provide technical planning assistance except to a local planning commission which has been officially created in accordance with state enabling legislation. Whatever plans may be developed by such a planning commission with or without assistance are plans made by the local people for the local community. It is the local people who will benefit or suffer from such plans, and it is certainly neither the function nor the desire of the State Planning Commission as a state agency to dictate to them in any way.

Through the publication of manuals, reports and newsletters; through free consultation on industrial development, public works and community services; through direct technical assistance in local physical planning; through decentralized office staffs, the Tennessee State Planning Commission helps the State's communities to help themselves. This is not an entirely benevolent attitude, for the Commission's policy is based upon the old principle that what benefits the communities of the State benefits the State as a whole. Planning begins and ends *with* the people.

## Two IMPORTANT Days

- Friday, January 30, 1948, 10 A.M., Union Trust Building, Washington, D. C. Meeting of the Board of Directors, National Conference on State Parks.
- Friday, January 30, 1948, 7 P.M. Conservation Dinner in honor of the National Park Service, 2400 Sixteenth Street, Washington, D. C.
- Saturday, January 31, 1948, 10 A.M., Union Trust Building, Washington, D. C. Meeting of the Board of Directors, American Planning and Civic Association.



# Recent Court Decisions

Compiled by FLAVELL SHURTLEFF

## *Form of the Ordinance*

Editor's Note: A case which has been followed with much interest since the decision in the lower court early in 1946.

The Board of Supervisors of Fairfax County, Virginia, adopted a zoning ordinance in 1941 which established a suburban residence district and in it prohibited all uses except fifteen specified classes of residential uses. The owner of a lot in this district started to use it as a junk yard or dumping ground for broken down motor cars, and the supervisors asked for an injunction. This was denied by a single justice of the Circuit Court on the ground that the form of the ordinance in prohibiting all uses except those specifically named was an unconstitutional deprivation of many uses of property which could not be prohibited under the police power. The *prohibited* uses should have been listed and all others left unimpaired.

In reversing this decision and ordering that the defendant be restrained from further use of his land as a junk yard, the upper court made a significant contribution to zoning case law.

"Neither the trial court's written opinion nor the brief of the appellee cites any authority for the proposition that the ordinance is constitutionally defective in form."

"The determination of the constitutionality of such a legislative act turns on something deeper or more fundamental than whether the restrictions or limitations on the use of property are phrased in the affirmative or in the negative."

"A junk yard may be effectively excluded from a residential district by either formula."

"It (the zoning ordinance under review) is in the usual form which, by inference at least, has been judicially approved time and time again."

## The Court declared:

Fairly construed, the ordinance permits the owner in this district to make any use of his property consistent with residential uses and prohibits other uses. It accomplishes this by detailing or listing such permitted uses as are deemed to be consistent with residential purposes, rather than by enumerating the uses which are deemed to be inconsistent herewith and therefore prohibited. Nothing stands in the way of the use by the appellee of his property for the permitted residential purposes.

County of Fairfax, et al. v. L. W. Parker. Supreme Court of Virginia. Decided September 3, 1947.

## *Nonconforming Use*

Where the applicant wanted to tear down a nonconforming building in order to widen the approach to a drive-in station which was also a nonconforming use, it was held that the permission should be granted since it was not an enlargement but merely a continuance and facilitating of a nonconforming use.

Lane v. Bigelow. New Jersey Court of Errors and Appeals 50 Atl. 2nd, p. 638, January 1947.

But in a Rhode Island case the petitioner owned a lot on which he had a nonconforming dairy business in a residential zone. He bought an adjoining lot, where he lived. At an earlier hearing he was allowed by the Board of Review to extend his dairy business to this second lot

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for about nine feet. In this case he asked to be allowed to widen a cement driveway on his home lot and use it as an approach to the dairy.

Refusal of request by Board of Review was upheld by the court with one dissenting justice.

*Fiske v. Board of Review of East Providence.* Supreme Court of Rhode Island. 50 Atl. 2nd, p. 65. December 1946.

### *Extent of Nonconforming Use*

Quinn stripped top soil from a piece of land 30 by 35 feet and testified that he proposed to strip his entire nineteen acres. A few days after the stripping of the small piece, a zoning ordinance was adopted prohibiting this use of land.

The zoning law of Massachusetts permits the continuance of the use of land existing at the time of the adoption of the zoning ordinance *to the extent to which it was then used.* Here the use could not be continued without extending it and therefore was not within the exception of the statute. The Court also said that a nonconforming use could be increased in volume within the same area, but could not cover a greater area. Conceivably this owner might have occupied his entire land in such a way as to constitute a user, by fencing for instance, but *intent alone* as in this case is not enough.

*Town of Billerica v. Quinn.* Massachusetts Supreme Court 71 N.E., p. 235 January 1947.

### *Appeal to Court*

By the law of Connecticut there is no appeal to a court from administrative officers or boards unless it is specifically provided in the

statute, and no such provision was contained in the zoning law, Chapter 25 of Acts of 1925 or in the Acts of 1925 applying to City of Norwalk.

The lower court was correct in denying jurisdiction.

*Lang et al. v. Zoning Commission of Norwalk.* Connecticut Supreme Court 50 Atl. 2nd, p. 172. November 1946.

Note: The zoning law of Connecticut was amended in the legislative session of 1947 and now includes a provision giving the right of appeal from zoning commission to court.

### *Seasonal Nonconforming Use*

The nonconforming use of land for a street carnival does not require a permit to continue in operation, even though it was not in actual operation, because of its seasonal character, at the time of the adoption of the zoning ordinance.

*Civic Association of Dearborn Township v. Horowitz.* Michigan Supreme Court 28 N.W., p. 97. June 1947.

### *Minimum Housing Requirements*

The zoning ordinance permitted single-family dwellings only if they had a minimum of 800 square feet on the first floor and a minimum area of 14,000 cubic feet. The plaintiff's plan called for 816 square feet on the first floor and 12,657 cubic feet.

The trial court found that 75 percent of all the houses in the zone consisted of one floor for living quarters and an attic, and that increasing the attic space would not promote health, safety or public welfare and would only add to the heating problem.

The higher court noted that in an earlier Michigan case (*Senefsky v. Lawlor*) a requirement of 1300 square feet for floor space was held

unreasonable, but said: "The extent of our holding herein is that under the circumstances of the instant case . . . fixing the amount of floor space is unreasonable." "We do not hold that under proper circumstances a municipality may not exercise its police power in the manner attempted."

It was held also that the desire to enhance or protect the value of property in a subdivision is not a proper purpose in zoning.

Frischkorn Construction Co. v. Lambert. Michigan Supreme Court 24 N.W. 2nd, p. 209. September 1946.

NOTE: The two cases cited in

the foregoing decision and the only cases directly in point are:

Senefsky v. Lawlor. 307 Michigan, p. 728.

Brookside Homes, Inc. v. Johnson. 123 New Jersey Law, p. 602.

They will be used as precedents to discourage minimum area requirements for housing. Whether or not the language in the later Michigan case was intended to modify the earlier (Senefsky) case, it should not be cited for anything more than that the *facts of the case* would not support the conclusion that public health, safety or welfare would be promoted.

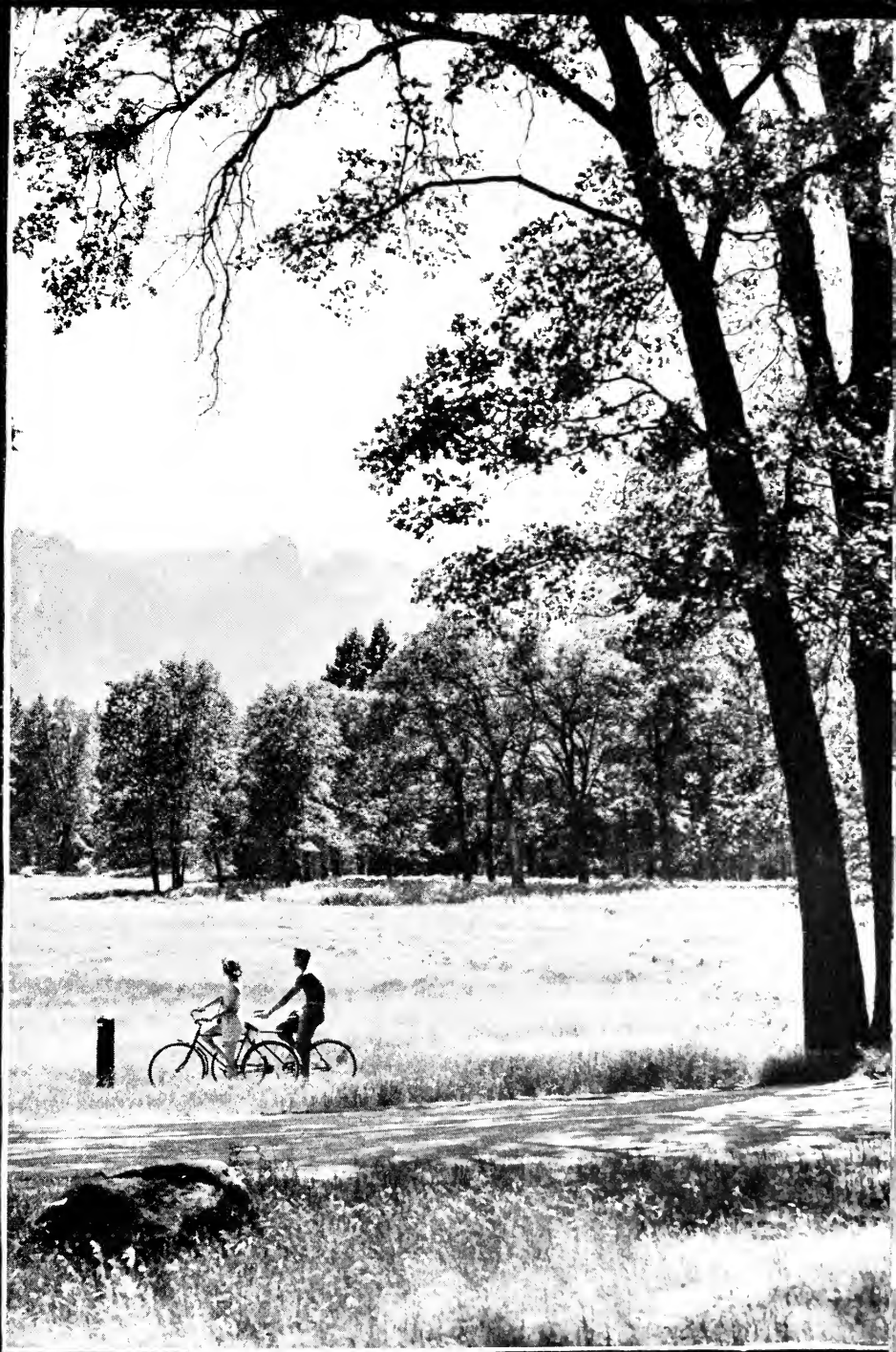
## New England Interstate Compact on Water Pollution Control

Massachusetts has joined with Connecticut and Rhode Island in a New England Interstate Water Pollution Control Compact, which was approved by Congress as Public Law 292—1947. The Compact was initiated by the Massachusetts State Planning Board which also sponsored the bill in the Massachusetts Legislature. Five members have been appointed from each State and a preliminary organization meeting has been held. The Compact is so phrased that the other New England States, upon receiving the necessary legislative authorization, may become parties to it.

The Commission created by the Compact consists of five commissioners from each signatory State and is authorized to elect annually from its members a chairman and a vice-chairman. It is further authorized to appoint a secretary who shall

be a professional engineer versed in water pollution, together with such stenographic or clerical employees as may be necessary.

The Compact provides that the Commission shall establish reasonable physical, chemical and bacteriological standards of water quality satisfactory for various classifications of use. It is agreed that each of the signatory States through appropriate agencies will prepare a classification of its interstate waters satisfactory for various uses such as domestic, industrial, recreational, fish life and so on. Appointments have been made and funds have been appropriated, and since considerable preliminary work has been already done in each State, it is expected that rapid progress will be made on a general program to improve the quality of interstate streams throughout New England.



**PARKS**

## This Year in the National Parks

*The law enjoins the National Park Service to "provide for the enjoyment" of the scenery, the natural and historic objects and the wildlife in the national parks and monuments, "in such manner and by such means as will leave them unimpaired for the enjoyment of future generations."*

*During the last travel year, ending September 30, 1947, more persons shared in the enjoyment of these places than in any previous year. The visitor total was 25,265,229—3,500,000 more than during 1946, the previous record year. The national parks alone had more than 11,000,000.*

*This year has been America's greatest travel year. Even if national park system travel should drop materially below the 1947 figure, the fact will remain that the National Park Service is not staffed adequately to serve its guests and at the same time to protect the resources it guards; and vitally necessary developments of all sorts have lagged seriously behind public demand and public need. Congressional appropriations,—the only kind of money the Service has to spend—have been dangerously inadequate in almost every respect. The park staffs, which have had to serve the swollen hordes of visitors, are in many cases much smaller than during the 30's. Yet they have maintained their reputation for patience, courtesy and helpfulness and have contributed a tremendous amount of overtime, much of it uncompensated.*

*This park section endeavors to show not only how the public enjoyed the parks and monuments but also some of the conditions which existed in them during the past season.*

*Cover. Though there are crowds nearby, these two are enjoying the quiet charm of Yosemite Valley and the majesty of its enclosing walls. Bicycles are much used in the Valley.*

Ralph Anderson photo.

*Right, above. Saddle trips into the Grand Canyon were more popular this year than ever. Here a party is pausing for lunch at Indian Gardens, 4½ miles below the rim on the Bright Angel Trail, Grand Canyon National Park.*

Virgil Gibson photo.

*Right, below. With the Grand Canyon's abyss behind them, these visitors at the Yavapai Observation Station learn something of its geology from the ranger naturalist and from the relief map which plainly shows the various layers of sedimentary rock through which wind, frost, and water have carved the canyon.*

Grand Canyon N.P. photo.







*Mammoth Cave National Park's most notable attractions are underground, but its surface landscape is lovely, and will become increasingly so as the forests recover under National Park Service protection. More than 9,000 persons used this picnic area during the season just past.*



*The Green River, across which two such ferries as this one ply, is one of two navigable streams in Mammoth Cave National Park. At the park dedication a year ago, Secretary Krug expressed the hope that there would be more recreational use of these winding, forest-bordered streams.*

*Some 10 miles of trail are maintained at Mammoth Cave, and naturalist-conducted hikes are daily events during the summer season.*





*The Lake Mead (formerly Boulder Dam) Recreation Area as administered by the National Park Service for the Bureau of Reclamation, but is not a part of the National Park System.*

*Below. Fishing has always been good in Lake Mead.*

Photo courtesy of William Belknap, Jr.

*Right. In hundreds of places throughout the lands included in the recreation area, the interested seeker can find reminders of the prehistoric occupants of this interesting country.*

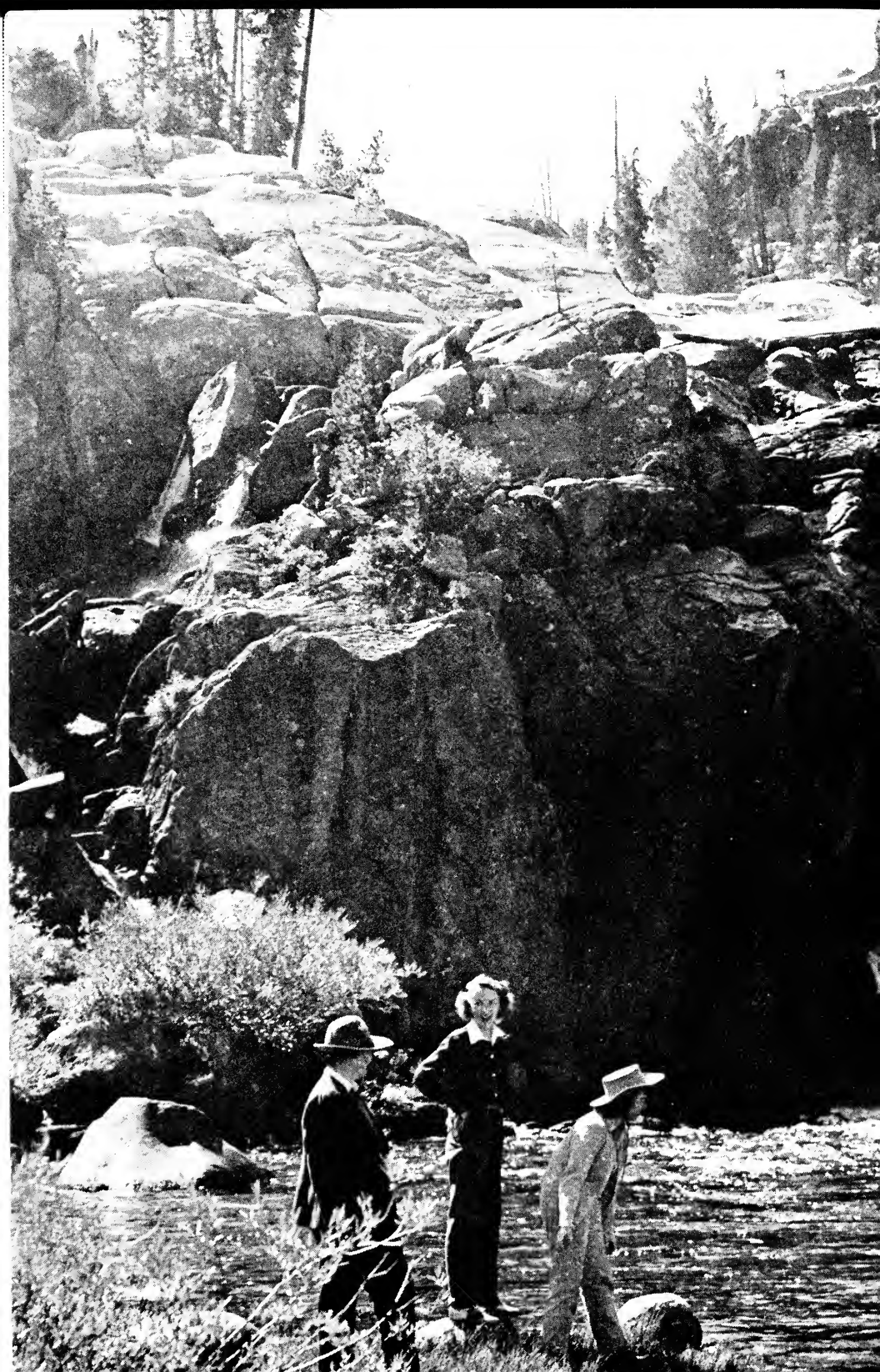
Photo courtesy of William Belknap, Jr.

*Right, below. This picture, taken at Lake Mead, might have been at any one of the four reservoir recreation areas administered by the Park Service for the Bureau of Reclamation, or at Lake Texoma, administered for the Corps of Engineers. Pressure for public use of these areas has far outrun needed development.*

Photo courtesy of William Belknap, Jr.

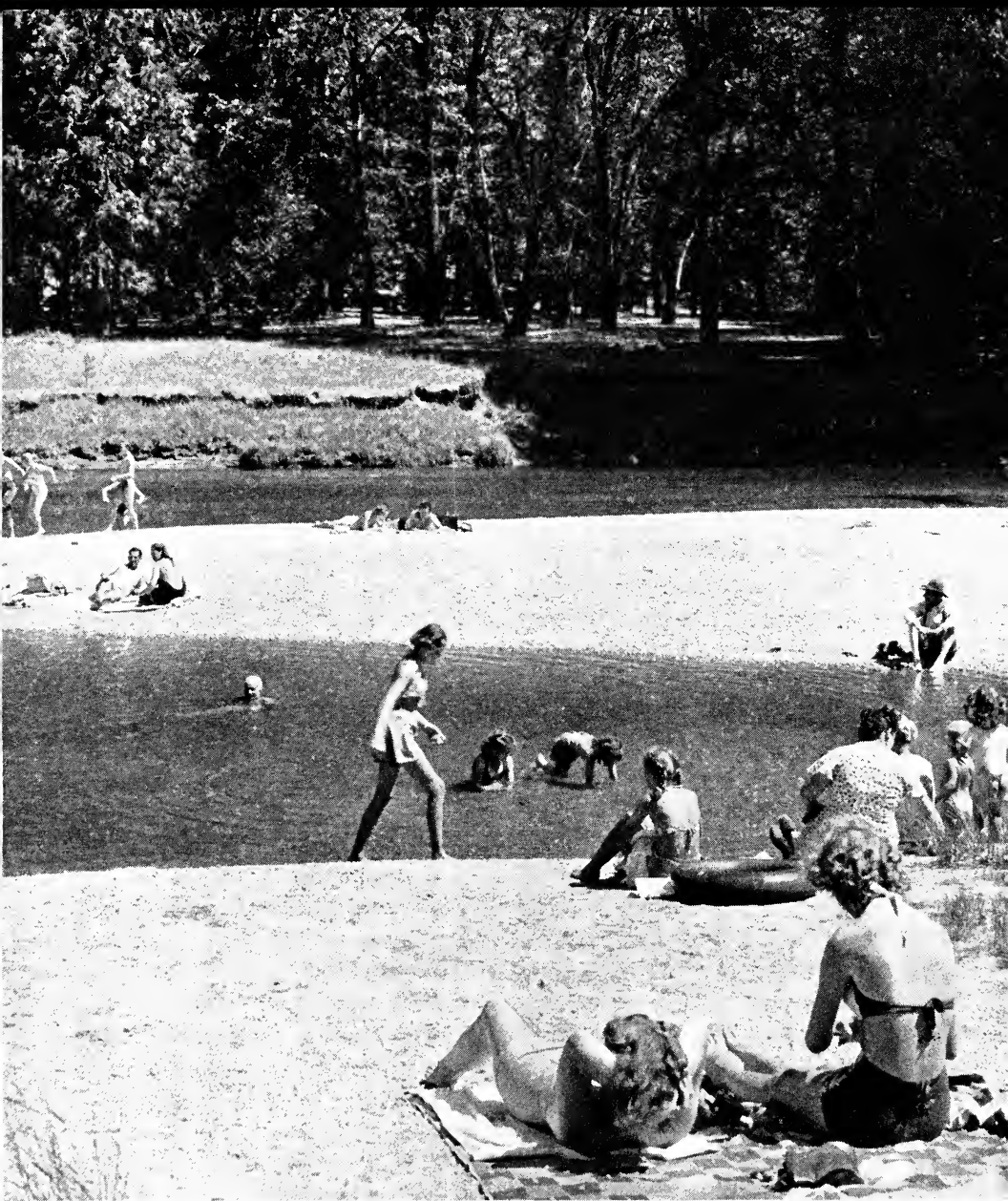












*The Merced River follows a winding and placid course through much of the Yosemite Valley. Thousands of visitors, old and young, accept its invitation to swim or paddle, or just to absorb the warmth of the California sun.*

Ralph Anderson photo.

*Center spread on preceding pages. Hikers and saddle parties enjoy Yosemite's Tuolumne Canyon. These people are visiting the White Cascade at Glen Aulin High Sierra Camp.*

Ralph Anderson photo.



*Above. This crowded corner of Camp 15 in Yosemite Valley is typical of much of the camp space in the valley throughout the summer. Yet only a few minutes' walk away are quiet, lovely—and almost deserted—spots.*

Ralph Anderson photo.

*Below. Olympic National Park, penetrated by roads only for short distances from its perimeter, is a favorite of those who seek the silent places on foot. Here is a lone hiker; for safety's sake, he should have company in the wilderness.*





*Big Bend National Park in Texas, established only 3 years, is attracting increasing numbers of visitors,—more than 25,000 this year, an increase of 182 percent over 1946. Visitor accommodations are comfortable but limited, and the park is almost wholly undeveloped.*

*Left. From the South Rim of the Chisos uplift there are offered spectacular views of the desert and the canyons of the Rio Bravo, as our Mexican neighbors call it. To you it is the Rio Grande.*

*Nat'l Park Concessions photo.*

*Below. From Big Bend National Park, these three hikers are viewing the Del Carmen Mountains and the village of Boquillas in Mexico.*







*Above. "When you are in a park, all that you see is a part of it." So Shenandoah National Park is far greater than its 193,473 acres. These four climbers are enjoying the view over the ranges from the top of Mary's Rock.*

*Below. "Just a song at Twilight" before a campfire in Big Bend National Park.*

Nat'l Park Concessions photo.







*From the tundra above timberline, along Rocky Mountain National Park's Trail Ridge Road, goes one of the "Nature Sketches," carried each week during the summer over the NBC network. This 15-minute sustaining program was inaugurated in 1938. Interrupted by the war, it was resumed in 1946.*



*Left. What more could this young man want than a log to sit on and a cool, clear stream in which to paddle? He and his family are camping out at Endovalley Campground, in Rocky Mountain National Park.*



*Above. Many peaks in Rocky Mountain National Park offer strenuous sport to climbers.*

*Below. Travel to the Statue of Liberty National Monument often reaches and passes the "saturation point." All these people are waiting to enter the Statue.*





*Traffic control in some of the parks on busy days offers the same problems as in a crowded city. The photograph above was taken in Yosemite National Park during the Memorial Day holiday; that below shows week-end parking at Paradise Valley, in Mount Rainier National Park.*



# State Park Notes



A meeting of state park directors from Iowa, Michigan, Minnesota, Missouri, and Ohio was held in Des Moines, Iowa, on November 12 for the purpose of organizing a Midwest State Park Association. Tentative suggestions for a constitution and by-laws were drafted and it was determined to hold another meeting in Chicago on February 19-21 to definitely establish the organization and to discuss problems of mutual interest, such as legislation, fees and charges, and concessions. It is expected that there will be present representatives from the other mid-west States originally invited by Acting Chairman V. W. Flickinger (Illinois, Indiana, Kansas, Nebraska, North and South Dakota, and Wisconsin) and also representatives from Arkansas, Colorado, Montana, Oklahoma, and Wyoming.

The 29th National Recreation Congress was held in New York City on October 13-17. Among the principal speakers were Dr. William F. Russell, Dean of Teachers College Columbia University, Robert Moses, Chairman of the New York State Council of Parks and the Commission of Parks for New York City, and Oscar L. Chapman, Under Secretary of the Interior. Discussion groups were held covering such

topics as recreation programs for older people, rural recreation, public relations, recreation on the college campus, and personnel. The Industrial Recreation Congress was held on October 13 and 14 in conjunction with the National Recreation Congress.

The August issue of *State Government* contains several speeches given at the Governor's Conference in Salt Lake City in July. Two of especial interest are: "The Use of Public Lands—a National Problem" by Governor Knous of Colorado and "The Effective Use of our Water Resources" by Governor Duff of Pennsylvania.

The November issue is devoted entirely to a discussion of taxes; included are articles on excise taxes, estate and inheritance taxes, income taxes, Federal grants-in-aid and unemployment taxes.

The Sixth Annual Meeting of the Association of Southeastern State Park Directors was held at Westmoreland State Park, Virginia, September 16-18.

We are indebted to Edward B. Ballard, Assistant Director in charge of recreation and State Parks for the State of Maryland, who has furnished us with the following account of the Meeting:

State Park chiefs, associates and

guests from 11 southeastern States attended the Sixth Annual Meeting of The Association of Southeastern State Park Directors at Westmoreland State Park, Virginia, September 16-18, 1947. Randolph Odell, Director, Division of Parks, Virginia Conservation Commission, was host to the 25 assembled delegates from Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, South Carolina, Tennessee, Virginia and West Virginia. William A. Wright, Chairman, Virginia Conservation Commission, gave the address of welcome and round-table discussions were held on various aspects of State Park planning and administration.

At the closing business session, the following officers were elected for the ensuing year: President, Russell Dyche, Director, Division of Parks, Kentucky; Vice-President, Charlie Morgan, Director, Department of State Parks, Georgia; Secretary-Treasurer, Edward B. Ballard, Assistant Director, in charge of State Parks, Department of State Forests and Parks, Maryland. It was decided to hold the Seventh Annual Meeting of the Association at Cumberland Falls State Park, Kentucky.

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*California.* Transfer of Mendocino Woodlands Recreational Demonstration Area from the National Park Service to the State of California was approved by the President on September 20. This area, comprising 5,426 acres, contains three group camps, with capacities of 164, 96, and 72.

Governor Warren recently signed legislation transferring Sutter's Fort Historical Museum and the Indian Museum from the Department of Finance to the Division of Beaches and Parks, thus bringing under the jurisdiction of this Division every state-owned historical monument.

According to the November issue of *News and Views*, park rangers who have been delegated police powers by the State Park Commission will be known as peace officers and will be issued identification cards which will read: "This is to certify that (Name) is a duly appointed State Park Officer . . ."

On September 19, Governor Warren appointed seven members of the newly created California Recreation Commission and named Dr. Clarence A. Dykstra, provost of the University of California at Los Angeles, as Chairman. The sum of \$79,000 was appropriated to cover the activities of the new Recreation Division during the nine months remaining in the fiscal year.

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*Georgia.* Charles Morgan, Director of the Department of State Parks of Georgia reports that Jekyll Island, the fabulous millionaires' playground off the coast of Georgia, became the property of the State on October 8, when \$675,000 was paid the owners. According to the November issue of *Georgia Park Views*, the State received for this price 11,000 acres of land (approximately 6,500 acres of highland and 4,500 acres of marsh land), 10 miles of beach, 34 miles of improved roads, 36 buildings and installations and other properties,

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including tennis courts, swimming pools, a water system and an 18-hole golf course. Extensive plans for the development of this new park are now being formulated. One of the interesting plans already announced is the setting aside of four miles of the beach at the south end of the island for group camps for use by H-Clubs, Boy Scouts, Girl Scouts, etc. No definite date has been set for the official opening of the park to the public, but it is expected that by June 1948 sufficient housing will be available to take care of all visitors.

A new state park, "Possum Poke," was recently added to the State Park System when Chase S. Osborn, former Governor of Michigan, deeded his picturesque home to the State. This is expected to become a tourist shrine, similar to the Jefferson Davis Museum and the home of Alexander H. Stephens. This area becomes Georgia's twenty-first state park. *Georgia Park Views*, a monthly magazine issued by the Department of State Parks, made its initial appearance with the September issue.

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*Illinois.* Steps have recently been taken by the State to acquire by condemnation 385 acres of land located between two previously acquired tracts at Illinois Beach State Park. This new lakefront park, between Waukegan and the Wisconsin State line, will be opened for use next summer.

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*Indiana.* Gift of an 893-acre parcel of land has given the Kankakee River State Forest and Park

a flying start. The Indiana Department of Conservation was directed by the 1947 legislature to develop a forest-park in the Kankakee Basin and this is the initial step in the acquisition of this area.

Indiana University is making a sound and color motion picture of the State Park System which will fill a long felt need, as there is a constant demand from conservation clubs, schools, and civic groups for films of this kind.

Governor Gates proclaimed the month of September as "Save the Shades Month," urging in his message that individuals and organizations make gifts toward a fund of \$300,000 which will insure the ownership of the Shades as a state park and provide a beginning for improvement there. The Shades, a recreation area of virgin timber known for its scenic beauty, contains approximately 1400 acres and is located in central Indiana. The Governor explained in his message that when the Shades was in danger of being sold for its commercial lumber value, Arthur R. Baxter and his associates of Indianapolis advanced the money necessary to purchase the tract to be held until such time as a public solicitation of funds could be arranged and the Shades could be purchased by the State to become the fifteenth state park.

An article in the September issue of *Outdoor Indiana* describes the roadside park system of the State. This system, built and maintained by the Indiana State Highway Commission, was authorized by state law in 1937 and now contains 60 completed parks and 38 others either in the construction or plan-

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ning stage. The names selected for the parks reflect either the historical background of the areas or outstanding natural features.

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*Kentucky.* Otter Creek Recreational Demonstration Area, which was acquired and developed by the National Park Service, was transferred to the City of Louisville on October 15. This area comprises 1,768 acres and contains three organized camps—one with a capacity of 108 and two with capacities of 48—a swimming pool, campgrounds, and picnic areas.

The Kentucky State Parks Association, with the endorsement of several other organizations, has inaugurated a campaign for enactment of legislation creating a State Park Commission and placing employees under a merit system.

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*Louisiana.* Governor-elect James H. Morrison of Louisiana was asked to publish his platform in the Congressional Record. Of particular interest is a paragraph on State Parks, as follows: "This State has a great obligation to its youth. The proper safeguards must be thrown around our young people. I intend to inaugurate a youth program on a large scale. I shall entrust this task to trained men and women and do my utmost to make Louisiana the shining light in the Nation on youth advancement. Parks, playgrounds, contests, social affairs, and the many and varied offerings that interest young girls and boys will be made accessible to our youth. Juvenile delinquency must and will be

mastered; a better State and a better Nation result from a healthy and happy younger generation. I will have an immediate survey made of all our great State Parks whose development has been sadly hampered by lack of sufficient funds, and bring them to a point of expansion and prominence worthy of their possibilities."

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*Michigan.* The Conservation Commission recently approved the following: (1) transfer of Northport State Park to Leelanau Township (2) suspension of purchases of lands in Osford and Bundy Hills Recreation areas with the recommendation that previously acquired land be disposed of by exchange for other lands in more active southeast Michigan projects (3) acceptance from Gogebic County of an existing park of 208 acres, and (4) closing of an additional 2,240 acres in Highland State Recreation Area to hunting for a period of five years, the area to remain open for use of the public during fishing and trapping seasons, for training of dogs, conducting of dog field trials, and general recreational uses.

An article in the October issue of *Michigan Conservation* entitled "On the Land" gives an account of the first year of the Camping and Outdoor Education Study of the Michigan Departments of Public Instruction and Conservation and makes recommendations for the future program.

With books furnished by the Michigan State Library, a campers library was established this year at Higgins Lake State Park. This ser-



vice proved unusually popular and may be extended to other state parks next year.

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*Missouri.* Lake Paho, the first of a series of lakes to be built by the Conservation Commission under a long-range program for providing good fishing for sections where it does not exist naturally, is nearing completion, according to the November issue of *Missouri Conservation*. This lake, located in Mercer County, will cover 270 acres when completely filled. It will be stocked with bass, bluegill, crappie and channel catfish and will also serve as a resting area for migrating waterfowl and for shore birds.

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*New Hampshire.* Russell B. Tobey, Director of Recreation, New Hampshire, reports that in Franconia Notch, which comes under the administration of the Forestry and Recreation Commission, there was recently transferred to the Commission some 900 acres constituting the Flume Reservation which were part of the original co-operative purchase twenty years ago but managed by the Society for the Protection of New Hampshire Forests in recognition of their successful efforts to raise public subscriptions to purchase the Notch. At the annual meeting of the Society, the program especially marked the end of the custodianship and the passing of responsibility to the State of New Hampshire of the administrative right and interest in this section of Franconia Notch Memorial Reservation. Tribute was paid to the memory of Philip W.

Ayres, Forester of the Society whose vision awakened the public to the significance and desirability of preserving for all time these exceptional areas of natural grandeur. Chairman W. R. Brown, of the Forestry and Recreation Commission, made one of the addresses at the Ceremony of Transfer.

Dr. Laurie D. Cox, who retired to his farm in New Hampshire last year, is now President of New England College at Henniker. N. H.

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*New York.* Leigh J. Batterson, for many years associated with the Finger Lakes State Parks Commission, assumed on July 1 the position of Executive Secretary for the Allegany State Park Commission, succeeding Kenneth D. Disher who resigned in October 1946.



A *Souvenir History of the Palisades Interstate Park*, in two pamphlets covering the periods 1900-1929 and 1929-1947, attractively held in a green folder, was distributed to the delegates to the National Park Conference held at Bear Mountain, October 7-9, 1947.

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*Oklahoma.* A new Division of Recreation and State Parks has been created under the Oklahoma Planning and Resources Board and R. E. Chiles has been appointed its first Director.

H. E. Bailey, State Highway Director, reports that the State Planning and Resources Board has moved to acquire two new recreational park areas—the Fourteen Mile area of the Fort Gibson reservoir and



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the 30,000-acre Green-leaf lake area in Muskogee county.

The proposed 50-year lease on 2,000 acres of the Fort Gibson property will be negotiated with army engineers, who have already indicated they are willing to turn the property to the State for recreational purposes.

The creek forms a peninsula which extends into the reservoir near the dam and could be developed into one of the scenic areas in the State.

Working in cooperation with the State are municipal and county agencies, with the single goal of providing more parks for the general public. Most Oklahoma cities and towns are lacking in fully equipped parks, hence the trend to place the emphasis on the fine state parks at public disposal.

In addition to the above acquisitions, plans have been laid to issue \$500,000 in self-liquidating bonds for the construction of a lodge and 50 sleeping cabins at Lake Murray state park, near Ardmore. Authorization is effective to hire architects to draw plans for the structures. The main lodge will include a huge dining-room and 16 individual rental rooms. The cabins will contain from one to three rooms each, and the overall project will accommodate 192 persons.

Oklahoma has seven state parks and when the two new recreational areas have been completed, the State will boast approximately 80,000 recreational acres.

Plans are underway now for

addition of adequate facilities to fill the growing need. Daily use of state parks has jumped from 367,000 to 800,000 in a five-year period.

Playing a vital part in Oklahoma's park program is a new law, passed by the last legislature, which will tend to build up the State's resort areas. Under this law the Planning and Resources Board is authorized to issue unlimited self-liquidating bonds to finance its state park improvement program.

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*South Dakota.* Kenneth Curfman, Assistant State Forester in charge of state parks, is writing a series of articles for *South Dakota Conservation Digest* on the facilities available in the State Park System. The October issue of this magazine describes the types of fireplaces constructed in the state parks.

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*Tennessee.* The *Tennessee Conservationist* devoted its entire March-April issue to state parks. It contained well-illustrated articles on the purpose and history of Tennessee State Parks, the Red Cross Aquatic school, and the leadership training school held in the park, and descriptions of the 16 existing state parks. The August issue of *The Tennessee Planner* describes the Red Cross program of water safety courses and demonstrations, and small craft safety demonstrations held throughout Tennessee during the summer.

William M. Hay, of Nashville, Tenn., has severed his connection



# Parks for the National Capital Area

## *Appropriations Sought for Extension of Park System in Suburban Maryland-Washington Area*

By FRED W. TUEMMLER, Director of Planning, Prince George's County Regional Office, The Maryland-National Capital Park and Planning Commission

Congressional approval of an appropriation of \$1,500,000 for the extension of the Park System of the National Capital Area is now being sought by The National Capital Park and Planning Commission and its sister agency, The Maryland-National Capital Park and Planning Commission, which exercises planning control in that part of Maryland adjacent to the District of Columbia.

For the past seventeen years, these two Commissions have worked cooperatively toward the creation of an adequate Park System for the Washington Metropolitan Area. Rock Creek Park and Sligo Creek Parkway in Montgomery and portions of the Anacostia River Park in Prince George's County, where the development of playgrounds in recently acquired lands is under way, offer visible testimony as to the excellent results obtained thus far.

Acquisition and development during the 1930's kept pace with the growth of the suburban communities. During the War, park purchases, except for a portion of the system in Prince George's County for which funds had been provided shortly before the beginning of hostilities, came to a virtual standstill.

Now, the planners are apprehensive of the future of the Park System. The War years and more particularly the post-war period have

witnessed a tremendous increase in population in the District of Columbia and its environs. Private development of land in the suburban areas has been accelerated to an unprecedented rate since the end of the War; and many new subdivisions have been created in and adjacent to the stream valleys, along which the parks are proposed to extend. Failure to obtain an appropriation at this time might completely nullify the opportunity to acquire certain critical parcels, where encroachment on the parks already exists or is being contemplated by would-be developers.

The planners of both Commissions are definitely agreed that deferment in the purchase of land will most certainly result in higher land costs. Instead of buying large tracts at acreage prices, it will be necessary to acquire numerous small parcels, lots, and in some cases improved properties.

Authorization for the Park System goes back to 1930, when forward-looking Federal Legislators, envisioning a greater National Capital Area, passed the Capper-Cramton Act (Public No. 284, 71st Congress) to provide for the acquisition of lands in the District of Columbia, Maryland, and Virginia requisite to the comprehensive park, parkway, and playground system of the National Capital. Under the terms of Section 1-b of this Act, \$4,500,000 was made available for parks and

parkways in certain stream valleys radiating from the District of Columbia into Maryland. These included Rock Creek and Cabin John Creek in Montgomery County, Anacostia River and Indian Creek in Prince George's County, and Northwest Branch and Sligo Creek in both Montgomery and Prince George's Counties. An amendment to the Capper-Cramton Act in 1946 (Public No. 699, 79th Congress) added to the Park System the valleys of Oxon Run in Prince George's County, Little Falls Branch and Willetts Run in Montgomery County, and Paint Branch in both Counties.

Of the \$4,500,000 authorized for appropriation, one-third, or \$1,500,000, is indicated as an outright Federal contribution, the remaining \$3,000,000 being made available to the Maryland Commission as a loan for eight years without interest. In accordance with the provisions of the Basic Agreement between the National and Maryland Commissions, funds for park purchase are turned over to the Maryland body, as each unit of the Park System is established and approved by the two Commissions. As security on the two-thirds loan, park purchase bonds of the Maryland Commission, carrying the guarantee to the County in which the park is to be situated, are given to the National Commission.

To date, \$1,498,500 has been appropriated: \$999,000 for parks in Montgomery County and \$499,500 for those in Prince George's County. Of the \$999,000 for Montgomery County parks, \$666,000, represent-

ing the full amount of the two-thirds loan to the Maryland Commission, has been repaid to the Federal Government. Only \$133,000 of the \$333,000 lent to the Commission for parks in Prince George's County is outstanding, \$200,000 having been repaid to the National Commission recently and deposited in the Treasury of the United States.

With the money contributed and advanced thus far, over 1,600 acres of park land have been acquired in the two Counties. In Montgomery County, about 680 acres have been purchased for Rock Creek Park, 65 acres for Cabin John Parkway, and 160 acres for Sligo Creek Parkway. In Prince George's County, most of the total of 780 acres of land, comprising Units 1 and 2 of Anacostia River Park, has been purchased.

Acquisition of the Montgomery County portion of the system was begun several years prior to that in Prince George's County, and many areas are in active recreational use. Portions of Rock Creek Park, for example, have been developed with tennis courts and other game areas, picnic facilities with fireplaces and tables, bridle paths, scenic roads, and parking areas. The natural beauty of Rock Creek and the park land has been preserved and enhanced. There also has been constructed a field house that serves as a community center and the headquarters for all recreational activities held in this portion of the park. Sligo Creek Parkway, which is bordered by the largest concentration of population in the Silver Spring area, also is developed intensively. The most recent addition, a large athletic field serving Mont-

gomery Blair High School, has been developed cooperatively with the Board of Education.

In Prince George's County since the end of the War, efforts have been directed toward the clearing of tangled masses of underbrush and snags in Anacostia River Park. Areas to be used for active recreation purposes have been filled and graded. During the past year, two sorely needed playgrounds and athletic fields have been opened for public use.

There appears ample justification for the appropriation of \$1,500,000, which the National and Maryland Commissions are now seeking to obtain from Congress. An accelerated program of park purchase is necessary, not only to overcome the lag during War years and to catch up with the recreation requirements of the rapidly expanded population within those years, but also to insure the establishment of the planned Park System in newly established communities and in stream valley areas in the path of impending development which, if acquisition is not undertaken at once or in the immediate future, may be lost forever.

Indicative of the development that has taken place are the population figures for the Maryland area. In the seven years between 1940 and 1947, the Montgomery County population has risen from 84,000 to 135,000; and, in Prince George's County, there has been an increase from 90,000 to nearly 150,000 people. How these figures compare with those of other communities is shown very vividly by a recent analysis and comparative study of met-

ropolitan areas of the United States, prepared by Dr. Warren S. Thompson and issued recently by the Census Bureau. Compared with all of the metropolitan areas of 1,000,000 or more population, the increase of the Washington metropolitan area for the ten years from 1930 to 1940 was 44.8 percent, against an average of 6.4 percent. During the same period, its satellite urban growth was 67.7 percent, compared with 7.4 percent, and its satellite rural increase was 81 percent, compared with 26.8 percent for the ten largest metropolitan areas.

From an investment standpoint, the proposition is eminently sound. The prompt repayment to the United States, when due, of the moneys lent to the Maryland Commission and the fact that the assessable basis upon which the park tax is levied in each County has mounted by leaps and bounds, until today it is over three times what it was when the first loans were made, may be considered evidence of the fiscal stability of the area. Further indication of this stability is found in the recent action of the General Assembly of Maryland, which, in Special Session this year, authorized an increase in debt limits that may be incurred by the Maryland Commission for parks to be acquired in each County.

It is worth remembering, perhaps at this point, that the seat of the Federal Government was carved out of the State of Maryland and that the portion of the State adjacent to the District of Columbia is an important part of the Federal plant. Evidence of this is the number of establishments of the Federal

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Government which are employment centers for many residents of the suburban portions of the Greater Washington Area. The number of these installations has increased notably in recent years and now includes, in Montgomery County, the David W. Taylor Naval Testing Basin, the U. S. Engineer Office and Army Map Service at Dalecarlia, the National Institute of Health and the Naval Medical Center at Bethesda, the newly established Army Medical Center at Forest Glen, and the Naval Ordnance Laboratory at White Oak, which was established in 1943 and extends into Prince George's County. In Prince George's County, there are the vast holdings of the Agricultural Research Center; the Bureau of Mines; the Suitland Office Building area, which houses the Census Bureau and the Naval Hydrographic Office; the 4500-acre military reservation at Camp Andrews Field, and the St. Elizabeth Hospital Farm.

The National and Maryland Commissions, whose work thus far stands out as an example of achievements that can be attained through whole-hearted, purposeful cooperation, stand prepared to carry on the

important job of providing adequate recreational space for the National Capital and its environs—to continue the work that had its beginnings in the plan of L'Enfant, that of making the National Capital a city of beauty in which every resident of this great land can take pride.

The Federal and Maryland planners, who are intimately aware of the "urban explosion" that is taking place in the Washington area, wish to avoid the mistakes of other communities where acquisition of land for park purposes did not take place in advance of community development. The planners have as their objective a National Capital Area of well-balanced, coordinated development. Parks and recreational facilities are necessary elements in this scheme. This work cannot be done by the planners alone. It must be implemented by the present Congress, which has the power to make the funds available. In so doing, it will exhibit the same foresight as its predecessor body of 1930, which laid the foundation for the Park System of the Nation's Capital.

### Summary

(Continued from page 10)

FINALLY, the Report stresses the fact that the plan of reorganization is *contingent* upon home rule for the District. They say: "If it were decided that the District should not have home rule, our recommendations as to the reorganization of the District government would be different in several material respects. For example, the subcommittee would be considerably

less concerned about a clear separation between Federal and District agencies. . . In the absence of local home rule, it is highly questionable whether the subcommittee would recommend any changes in the present court and prosecution systems, because they are working well at the present time."

# Commentaries

*Making Better Use of Today's Streets* is the title of a brochure, with a 9 x 12 format, profusely illustrated, issued by the *Transportation and Communication Department of the Chamber of Commerce of the U.S.A.* One of the illustrations shows the extensive shopping center of the Country Club District in Kansas City. The caption declares that competition to downtown business such as this demands respect; with ample parking it draws from miles around. At the outset the publication presents traffic congestion remedies which can be applied with little or no delay and at a minimum cost. It is claimed that uniform traffic controls speed traffic flows; that flexible traffic signals, pavement markings, traffic islands, turning controls, through streets, one-way streets and routing, all contribute toward moving more traffic on existing streets. Transit improvements and parking facilities are essential. Pedestrian aids promote safety and expedition of both vehicles and walkers. Street lighting plays its part. A check list of 33 items is included by which city officials and citizens may score their cities.



*Improvement and Development Program recommended for the City of Fort Madison* by the Mayor's Civic Planning Committee, is presented in a large 180-page volume, indexed and illustrated with plans, graphs and pictures. There were 165 persons serving on the committee and subcommittee. Robert O. Thomas, General Chairman, pays tribute to Russell J. Hopley, President of the Northwestern Bell Telephone Company, "who served so successfully as the General Chairman of the Mayor's City Wide Planning Committee of Omaha, Nebraska." Technical consultants included: Stanley Engineering Company of Muscatine, who worked closely with the Airport and Air Transportation, the Sanitation and the Streets and Traffic Control Signals Committees; Robinson & Parnham, Site and Town Planners, Des Moines,

assisted the Residential Areas and Zoning Committee. The committee's over-all consultant and architect was J. Bradley Rust and Associates.

Recommendations are both general and specific. The Correlating and Finance Committee recommended that efforts be made to secure badly needed financial relief for the cities and towns of Iowa, reported that it had already created a Trust Fund to help finance projects recommended by the Mayor's Committee. But even more important was a recommendation that a City Planning Commission be created under the laws of Iowa. Projects recommended included airports; auditorium; improved city hall, fire and police facilities; civic center; river front and dock improvements; improvement of the business district; improved, enlarged and new parks and playgrounds; parking facilities and bus and freight terminals; additional library space and books; revised zoning ordinance and residential improvement program; improved sanitation; installation of new and modern lighting equipment in business district, improved lighting of residential districts and along arterial traffic thoroughfares; some twenty street and traffic control proposals. Projects are rated as urgent, necessary or desirable.



*The Michigan Society of Municipal Planning Officials* held its third annual meeting (the Society, like the oriental, counting of birthdays, includes its organization meeting two years ago) at the Fort Shelby Hotel, Detroit on November 1st. It was preceded by a technical session at the office of the City Plan Commission. There were forums and panel discussions on Zoning, Planning in Small Cities and Villages, Citizen Participation in City Planning, Getting Plans Carried Out, Planning Off-street Parking Facilities and zoning Main Street. The luncheon was addressed by George Edwards, recently re-elected President of the Detroit Common Council. At the dinner Lt. Governor

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Eugene C. Keyes and Howard McCluskey of the University of Michigan were the speakers. On the following day an inspection tour of Detroit was arranged for visiting delegates.



Dr. M. L. Wilson, Director of the Extension Service of the Department of Agriculture, at the National Recreation Conference in October, summarized the discussions of State Government Agencies Serving Recreation. He declared that he was impressed by the multitude of state agencies interested or actually doing something in recreation. He quoted William Wells, Director of the Louisiana State Parks Commission, who had listed ten agencies in that State which had met together to consider recreation—such agencies as State Parks, Public Works, Highways, State Art Commission, State Library, Department of Education, State University, Fish and Wildlife Commission, Commerce and Industry, and the Agricultural Extension Service. He also quoted Lebert Weir, of the National Recreation Association, who reported that five States in the mid-west, from Kentucky to Minnesota, are now providing field and consultative service through some agency in the several state governments to communities. Dr. Wilson reported that the Agricultural Extension Service now has 25 full-time recreation workers employed and 38 part-time workers, and that Harold Lathrop will be giving half of his time to the Extension Service in the 18 western States.



Administrator Raymond M. Foley, of the new Housing and Home Finance Agency in an address before the New York State Savings and Loan League, held in Quebec, Canada on October 15, declared:

We are in the midst of a house-building surge in the Nation that promises to produce 800,000 permanent family dwelling units this year. That comes close to the highest records of the past—ahead of any annual total for

many years. When we remember the material shortages of last year and recall that they are not yet entirely cured, the record is an encouraging one. We can be gratified by it—but certainly not satisfied.



In the *Jackson's Hole Courier* on October 23d, attention was directed to the importance of Wyoming's scenic and recreational wealth. Former Governor Lelise A. Miller was quoted as saying the figures showed that in 1947, 144,261 people were checked into Grand Teton National Park. They spent 209,052 days there. Reliable estimates indicate that an equal number of additional tourists visited the *Jackson Hole National Monument*, but did not enter the park. At a conservative estimate of \$5 a day, Governor Miller estimates that about \$2,000,000 worth of business in the area was transacted because of the recreational values existing there. Governor Miller also pointed out that since the establishment of the Jackson Hole National Monument nearly five years ago, there has been no reduction in the number of cattle in Teton County. All the dire forecasts of detriment to the community are disproved by the record. Local bank deposits have increased over 2½ times what they were when the National Monument was created in 1943; the number of telephones has risen from 351 in 1940 to 600; power and light consumers have increased and the population, it is estimated, has doubled since the 1940 census. Governor Miller declares that the arguments to abolish the National Monument have been discredited and that it is high time to discard the highly emotional attacks against the Monument that have occurred in the past and to reach a sound judgment based on the facts.



The *Denver Post* is to be congratulated for its firm and fair stand on the conservation issues involved in the hearings held during the autumn in the Western States by the subcommittee of the House on Public Lands. The tradition of congressional committees is to give



all witnesses a fair hearing; but, according to newspaper accounts and eye-witness statements of representatives of the Izaak Walton League, these hearings were conducted to make a record for the proposed raids on national forests and public lands. On September 11, the *Post* declared editorially:

There has been a dangerous undertone to the Barrett hearings—one that should put the Western public on guard. This is the unofficial, but frequently heard suggestion of some stock-growers that there is "more than one way to skin a cat," the hint being that the desired results may be obtained by cutting forest service appropriations. This is a vicious and spiteful suggestion and one which would spell great harm to the West.

We want proper justice for the stock-grower: but, greater still, we want our natural treasures protected for generations to come.

The Grand Junction *Daily Sentinel* characterized the hearings in that city on September 5 as *not in the American Tradition*, and further commented:

God forbid that "the American way," of which we all boast, shall ever be judged by such biased procedure as characterized this hearing that was made before a board weighted in favor of one side; and presided over by a chairman, also a party to the controversy, and who, in effect, became a prosecutor, missing no opportunity to denounce the other party in the dispute, which was given limited opportunity to present its case.

The Izaak Walton League has issued detailed mimeographed accounts of the Grand Junction hearings which may be secured from William Voight, Jr., Western Representative, 327 C. A. Johnson Building, Denver, Colorado.



A master plan for the Boston Metropolitan area, which includes 23 cities and towns in addition to Boston was presented in preliminary form today, together with consultants' report, by the Joint Board organized for that pur-

pose by an executive directive of August 9, 1947. Serving with Commissioner Buracker as vice-chairmen of the board are Miss Elisabeth M. Herlihy, Chairman of the State Planning Board and Commissioner William T. Morrissey of the Metropolitan District Commission. Secretary to the Joint Board and chairman of its technical committee is Harold J. Duffy, Metropolitan Project Engineer of the State Planning Board.

The firm of Charles A. Maguire and Associates of Boston in collaboration with DeLeuw, Cather and Company of Chicago and J. E. Greiner Company of Baltimore have acted as consulting engineers to the Board.

The master plan being developed for the Metropolitan Area is based upon the origin and destination traffic survey which was conducted by the Department of Public Works in cooperation with the Federal Public Roads Administration. A system of highways is proposed which embodies as its backbone a network of expressways of latest modern design, of "limited access" type. These major expressways will provide for swift, uninterrupted flow of traffic with no entering or cross streets except at prescribed points of interchange, where grades will be separated. The pattern of expressways takes the form of eight radial routes projecting in as many directions from an "inner circumferential" or belt highway around the city. The estimated cost of the metropolitan program is set at \$325,000,000 which includes a considerable amount of improvements to existing streets and highways in order to provide efficient collection and distribution of traffic to and from the proposed expressways. The report calls attention to the importance of offstreet parking as a means of getting the greatest use out of our highway systems, both present and proposed. Mass transportation and its relation to the development of the expressway system is also discussed in the report.

A program of stage construction, based upon priority of needs and indicating costs by construction periods will be included in the Board's final report due on February 1, 1948. The Board and its technical committee are

## Planning and Civic Comment

presently engaged in studies of a financing program to carry its recommendations into effect. Commenting thereon, the report states "In attempting to produce a financing program for the Metropolitan plan the needs of the remainder of the state must be kept in mind and a fair balance maintained in order that an equitable expenditure of highway funds may result."

The following engineers have been assisting the Board as members of its technical committee—from the Department of Public Works, Philip H. Kitfield, Chief Engineer; Edgar F. Copell, Traffic Engineer; George H. Delano, Project Engineer and Joseph C. Cressy, Manager, Highway Planning Survey; from the Metropolitan District Commission, Benjamin R. Davis, Director of Park Engineering; Benjamin W. Fink, Associate Engineer, and Ralph D. Kelley, Senior Civil Engineer; from the State Planning Board, Otis D. Fellows, Chief Engineer; Harold J. Duffy, Metropolitan Project Engineer and Louis H. Smith, Assistant Civil Engineer; and from the Federal Public Roads Administration, Ralph E. Tribou, District Engineer.



*The Second Annual Connecticut Planning and Zoning Clinic* was held at Hartford on November 12 under the sponsorship of the *Connecticut Development Commission*, of which Willard B. Rogers is chairman. There were six sessions:

**Industry:** *Ralph O. Powers*, Chairman Industrial Committee, Connecticut Development Commission, *Opener*; *Frederick P. Clark*, Planning Director, Regional Plan Association, New York, *Leader*.

**Effective Zoning:** *Theodore H. Beard*, Chairman Research and Planning Committee, Connecticut Development Commission, *Opener*; *Flavel Sburtleff*, Associate Professor of Regional Planning, M.I.T. and Counsel, American Planning and Civic Association, *Leader*.

**Getting Together on a Regional Basis:** *Charles E. Smith*, Member Research and Planning Committee, Connecticut Development Commission, *Opener*; *Douglas W. Orr*, Architect, President of the American Institute of Architects, *Leader*.

**Successful Shopping and Business Center Requirements:** *Paul V. Hayden*, Member Connecticut Development Commission, *Opener*; *George T. Barrett*, First Selectman, Town of Stamford, *Leader*.

**Highways of the Future:** *G. Albert Hill*, Commissioner, State Highway Department, *Opener*; *Roy E. Jorgensen*, Deputy Highway Commission, *Leader*.

**Raw Subdivisions versus Planned Neighborhoods:** *Thomas H. Desmond*, Landscape Architect, Simsbury, *Opener*; *Frederick J. Adams*, Professor of City Planning, M.I.T., *Leader*.

The Connecticut Development Commission expects to promote a State Association of Planning and Zoning Agencies to foster local planning and zoning throughout the State.



San Francisco voted \$87,050,000 in bond issues for transportation, water supply and recreation. The voters also approved the charter amendment which sets up a Department of City Planning, composed of the present City Planning Commission and its staff, to which is added *ex officio*, the Chief Administrative Officer and the Manager of Public Utilities. It will be mandatory that the purchase, sale or development of land by any City agency must be submitted to the Department of City Planning and certified as conforming to the master plan, before action can be taken. An annual and a six-year budget is required as a capital improvement program for the several city departments. A new zoning ordinance will be adopted.



*For the purpose of promoting the science and art of town and community planning and the knowledge of the*

members in the practice of the profession of town and community planning, an association under the name of the Institute of Professional Town Planners has been formed in Canada. Officers are: Tracy D. LeMay, President; John Kitchen, Vice-President; Dr. E. G. Faludi, Secretary-Treasurer; John Layng, Director; John van Nostrand,

Director; Gordon Culham, Director.

Thirty-five Consultants, Architects and Engineers engaged in one phase or another of Planning, have already joined the Institute in Ontario; and it is expected that many others in all parts of Canada will be invited to join. The office of the Secretary is at 24 Bloor Street, East, Toronto 5.

## IN MEMORIAM

1875—HENRY VINCENT HUBBARD—1947

Henry Vincent Hubbard made a decisive and valuable contribution to American life during his 72 years. He graduated from Harvard, with an A.B. in 1897, an A.M. in 1900 and his S.B. in Landscape Architecture in 1901 marked the advent of a new type of training. From 1906 to 1910 he was an instructor in landscape architecture at Harvard, from 1910–1921 assistant professor, from 1921–1929 professor and from 1929–1941 Norton Professor of Regional Planning. During the forty years he taught at Harvard, he trained some of the most distinguished landscape architects and planners in the United States. His students were taught the philosophy and history of planning and its application and they were also disciplined in design.

Directly and indirectly, Professor Hubbard has left a profound influence on many cities and towns which have adopted planning and zoning laws, and on many parks and private estates. For thirty-five years he practiced in addition to his teaching and at the time of his death had been for twenty-seven years a member of Olmsted Brothers.

In 1910 he founded *Landscape*

*Architecture* and was its Chief Editor for many years. In 1924 he founded the *City Planning Quarterly* but when the National Conference on City Planning merged with the American Civic Association in 1935 to form the American Planning and Civic Association, he gave the assets and good will of the quarterly to *Planning and Civic Comment*.

He gave freely of his time to public causes. He served on a committee of the President's Conference on Home Building and Home Ownership and as a member of Governor Ely's Special Committee on Laws Relating to Zoning, Town Planning and Billboards. In 1932 he succeeded Frederick Law Olmsted as a member of the National Capital Park and Planning Commission and in 1935 became a member of the Board of the American Planning and Civic Association.

Through his teaching, through his active practice, through his services on public boards, through his leadership in professional and citizen organizations, and as an author and editor, he has left a record of solid achievement from which this and future generations will continue to profit.

## Book Reviews

RUSSELL SAGE FOUNDATION—1907—1946.  
John M. Glenn, Lillian Brandt, F. Emerson Andrews. Russell Sage Foundation, New York, N. Y. 2 vols. 746 pp.

The story of Mrs. Russell Sage and the eminent leaders she drew around her in the Sage Foundation is an inspiring one. In 1906, when Russell Sage died and left some \$65,000,000 to his wife, the foundation as an institution was not very well known. Mrs. Sage made a business of giving money away; but on the advice of her attorneys, Robert W. and Henry W. de Forest, she decided to consult three eminent Baltimoreans—Daniel Coit Gilman of Johns Hopkins University, and John M. Glenn and Jeffrey R. Brackett, identified with the public and private charities of Baltimore. The result was the Russell Sage Foundation which ultimately received \$15,000,000. Mrs. Sage lived until November of 1918, long enough to see the Sage Foundation established in a building of its own, with a solid reputation for its social studies and a dispenser of grants in aid to charitable and educational organizations.

The early activities included charity organization, recreation, education, statistics, child-helping, women's work (industrial studies), special research on remedial loans, and a division of surveys and exhibits. For nearly a decade field work was carried on in the Southern Highlands.

From its early housing surveys grew the conception of Forest Hills Gardens, known throughout the country today for its design and

amenities. There was an almost continuous interest in housing and city planning.

In 1921, through the vision and enthusiasm of Charles Dyer Norton, the Foundation undertook to survey the entire New York Metropolitan Region. The eight volumes of this Survey were the result of this pioneer venture. Among those who fostered and worked on this important project were Mr. Norton (until his untimely death), Frederic A. Delano, Mr. deForest, Mr. Glenn, Dwight Morrow, Nelson P. Lewis, Edward M. Bassett, Ernest P. Goodrich, Shelby M. Harrison, George McAneny, Frederick Law Olmsted, Frederick N. Pratt, Lawson Purdy, Lawrence Veiller, Frederick P. Keppel, Flavel Shurtleff and Thomas Adams. At the announcement of the project on May 10, 1922, the speakers were: Mr. de Forest, Mr. Norton, Herbert Hoover, Elihu Root, John C. Carty, Miss Lillian D. Wald, Charles Dana Gibson and Mrs. August Belmont. Today the Regional Plan of New York is recognized in its broad outlines as the official guide for development, and the Regional Plan Association carries on, promoting further over-all and detailed planning.

The Foundation maintains an excellent Library and Periodical Room. The list of its publications would fill many feet of shelves. In addition to its own important studies and researches the Foundation has made grants in aid to 119 organizations, of which the New York and Brooklyn Charities were the principal beneficiaries. The one

most ambitious project was the Regional Plan of New York which came to considerably over a million dollars and more than half a million in grants to the Regional Plan Association of New York.

From 1919-1922 and from 1925-1946, the National Conference on City Planning, the Federated Societies on Planning and Parks, the American Civic Association and the American Planning and Civic Association received substantial grants in aid, amounting to more than a quarter of a million dollars.

There is ample evidence to show that New York City and the United States of America are much better places in which to live, work and play because of its constructive publications, active research and sustaining support to existing organizations.

The book is well printed. The tailpieces of the chapters are reproductions from the architectural details on the façade of the Russell Sage Building.

AMERICA'S NEEDS & RESOURCES. By Frederic Dewhurst & Associates. The Twentieth Century Fund, New York. Price \$5.

In this impressive volume of 840 pages we find the results of painstaking research of 27 associates headed up by Frederic Dewhurst, assisted by George B. Galloway and A. Benjamin Handler. In the Foreword, Evans Clark, Executive Director of the Twentieth Century Fund, declares that the writers "have taken the measure, so to speak, of our entire economy in all its many fields. Their approach has been dynamic. They have taken, not a static, single measure-

ment as of a certain year, but a series of them—to give a moving picture of accomplishments and probabilities." He continues:

The challenge cuts across the lines that all too often separate us into angry pressure groups. It tends to draw us all together in the one common cause of greater and more continuous production with a fair and reasonable distribution of the benefits. Our inventive genius, our organizing ability and our skills have given us here in the United States the greatest productivity and the highest standard of living in the world, enjoyed by the largest proportion of the population—in spite of our strikes, depressions, unemployment and economic wranglings. If we can prevent the universal devastation of productivity in the United States, we can go on to economic and cultural heights as far—and farther—above those of today as those of 1947 are beyond the imaginings of our great-grandfathers back in 1847.

We find here dynamic statistics showing production records, population trends, estimates of incomes, expenditures and savings, all presented as parts of the chapter on Basic Trends. Under Consumer Requirements, we find consumption records on food, clothing, housing, household operation, transportation, medical care, recreation, education, and religion and private welfare. Under Capital Requirements, in addition to long-term trends, we have treated the Urban Redevelopment program and Rural and Regional Development. Government Costs and Foreign Transactions come in for recording and the final studies have to do with Resources and Capacities, including our labor force, natural resources, agricultural and industrial capacity.

Altogether the book will form a standard reference book for those who are working in the physical planning field.

# Recent Publications

Compiled by Margaret H. Beale, Assistant Librarian in Charge of Planning, Rotch Library, School of Architecture and Planning, M. I. T.

ABRAHAM, HANS F. AND GREELEY, PRISCILLA M. Federal and state grants-in-aid annotated laws, with special reference to Massachusetts as of January 1, 1947. Cambridge, Mass., Bureau for Research in Municipal Government, Harvard Graduate School of Public Administration, 1947. 121 pages. Mimeographed.

This publication outlines legislation on grants-in-aid for conservation, education, welfare, health, employment security, public works, housing, and military aids. Includes a helpful glossary of terms used in Federal laws.

ABRAMS, CHARLES. Race bias in housing. New York, American Civil Liberties Union, 1947. 31 pages. Price 15 cents.

A compact statement of racial segregation, restrictive covenants, and discrimination in public and private housing. Suggests a concrete program of action against the segregation of minorities.

AMERICAN PUBLIC HEALTH ASSOCIATION. COMMITTEE ON THE HYGIENE OF HOUSING. An appraisal method for measuring the quality of housing: a yardstick for health officers, housing officials and planners. Part II. Appraisal of dwelling conditions. Vol. A. Survey director's manual. Vol. B. Field procedures. Vol. C. Office procedures. New York, American Public Health Association, Committee on the Hygiene of Housing, 1946. 3 vols. Price \$5.00.

This excellent tool for use in an appraisal survey of housing is part two of the Committee's projected three-part study of a technique for the inspection and evaluation of housing.

ASCOT GAS WATER HEATERS, LTD. Town plan summaries. London, Eng., Ascot Gas Water Heaters, Ltd., 1947—

These summaries, which are issued periodically, cover the main features of the more important British town and regional planning schemes. Most useful in giving a birdseye view of planning in England.

BURCHFIELD, LAVERNE. Our rural communities, a guidebook to published materials on rural problems. Chicago, Ill., Public Administration Service, 1947. 201 pages. Price \$2.50.

A complete bibliography—with commentaries—of various aspects of rural

activity including the school, library, church, medical care and welfare services, housing, recreation, government, and community organization.

BURSCH, CHARLES W. AND REID, JOHN L. You want to build a school? New York, Reinhold Publishing Corporation, 1947. 128 pages. Illus., plans, diags. Price \$3.50.

This practical guide to the procedures involved in planning and financing a school plant is a welcome contribution to a field in which literature is scarce. It is supplemented by a bibliography of specific factual materials and codes.

GOLDWATER, S. S. On hospitals. New York, Macmillan, 1947. 395 pages. Port., plates, plans. Price \$9.00.

The collected papers of this outstanding hospital administrator provide an excellent guide to hospital planning. It covers the problems of administration and organization; the relationships and responsibilities of hospital and doctor; the hospital's relation to the community; the physical structure of the hospital, and a number of representative hospital plans and descriptions of the buildings.

LOCK, MAX AND OTHERS. The county of Middlesbrough survey and plan, directed by Max Lock. Middlesbrough, Eng., Middlesbrough Corporation, 1947. 483 pages. Plates, maps, plans, tables, diags. Price 25s.

This extensive survey is the product of a group of specialists—geographers, sociologists, economists, town planners, and architects. It is an outstanding study of all aspects of town life in Middlesbrough and would serve as an excellent guide to anyone planning a similar survey.

NEW ENGLAND COUNCIL. COMMITTEE ON ECONOMIC RESEARCH. Source book of New England economic statistics, compiled and edited by Benjamin F. Stacey. Boston, Mass., Federal Reserve Bank of Boston, 1947. 56 pages. Mimeographed.

This listing of principal statistical series is pointed towards the New England economy. Much of the material, however, derives from Federal Government sources so that the overall titles may be used in the collection of similar statistics for any other region.

## Planning and Civic Comment

**NEW ENGLAND SCHOOL DEVELOPMENT COUNCIL.** How to choose a school site. Cambridge, Mass., New England School Development Council, 1947. 16 pages.

A useful pamphlet covering questions of size, shape, and location of the school site. Contains a handy check-list of important points to be kept in mind.

**OPPORTUNITY FOR PRIVATE AND PUBLIC INVESTMENT IN REBUILDING CHICAGO,** prepared and published by six private and public organizations concerned with the rebuilding of a slum area. Chicago, Ill., Illinois Institute of Technology and others, 1947. 62 pages. Illus., maps, plans, diags. Price \$2.00.

A study of the social, economic, and physical conditions involved in the program of urban redevelopment in Chicago's Central South Side. The presentation is outstanding in its clarity and eye-appeal.

**ROBINSON, THEODORE G. AND WHITNALL, GORDON.** Techniques of design for off-street parking facilities. 4322 Crenshaw Blvd., Los Angeles, Cal., 1947. 8 pages. Diags.

A practical pamphlet of diagrams and measurements for "self-parking" and "attendant parking" facilities.

**TENNESSEE. STATE PLANNING COMMISSION.** Partners: industry and the Tennessee community. A guide to community industrial development. Nashville, Tenn., State Planning Commission, 1947. 44 pages. Diags., forms. Price \$1.00.

A manual for the use of small communities which are interested in stimulating local industrial activity. Includes forms for a community industrial inventory, labor survey, industrial property data, and site investigation check-list.

**U. S. FEDERAL HOUSING ADMINISTRATION.** Neighborhood standards: section on street improvements. Washington, D. C., Federal Housing Administration, 1947. 139 pages. Maps, tables, diags. (Land Planning Bulletin, no. 3).

These street improvement data sheets contain construction details and specifications for use in residential developments.

**U. S. NATIONAL HOUSING AGENCY.** Slum land acquisition; the pattern of payments for land acquired for pre-war public housing sites. Washington, D. C., National Housing Agency, 1947. 14 pages. Tables.

**U. S. PUBLIC ROADS ADMINISTRATION.** Public control of highway access and roadside development, by David R. Levin. Revised edition. Washington, D. C., Government Printing Office, 1947. 154 pages. Illus. maps, tables, diags. Price 35 cents.

A discussion of techniques of control, marginal land acquisition, land-use controls, highway-development rights, restriction of ribbon development, and legislation for state controlled-access highways. Includes model controlled-access highway law and highway-development-rights law.

**YALE UNIVERSITY. DIRECTIVE COMMITTEE ON REGIONAL PLANNING.** The case for regional planning with special reference to New England. New Haven, Conn., Yale University Press, 1947. 94 pages. Illus., maps, diags. Price \$10.00.

The first section of this well-designed book treats of the planning process in general, the reasons for planning, and the factors which combine to make a region. The second part is concerned with the specific problems of the New England region and a suggested program of action.

**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, 1945. Washington D. C. ss:

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, Charles G. Sauer, 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, mortgagees 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.

DORA A. PADGETT  
Managing Editor

REGINA C. MCGIVERN  
Notary Public, Washington, D. C.

Sworn to and subscribed before me this 19th day of September, 1947.

(My commission expires Feb. 14, 1949)

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