

URBAN AMERICA: DOCUMENTING THE PLANNERS

An Exhibition at the John M. Olin Library
Cornell University, Ithaca, New York

October 21-December 31, 1985

Held on the Occasion of the 50th Anniversary
of the
City and Regional Planning Program
at Cornell

**Catalog Compiled by
Elaine D. Engst and H. Thomas Hickerson**

Department of Manuscripts and University Archives
Cornell University Libraries, Ithaca, New York
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Urban America: Documenting the Planners

Catalog compiled by Elaine D. Engst and
H. Thomas Hickerson

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Cover: Clarence S. Stein; Town Plan: Radburn, New Jersey;
1928; 41"x34 1/4"; ink and colored pencil on linen.
(Jon Crispin, Photography, Ithaca, N.Y.).

INTRODUCTION AND ACKNOWLEDGMENT

On the occasion of the 50th anniversary of the city and regional planning program at Cornell University, the Department of Manuscripts and University Archives of the Cornell University Libraries has prepared an exhibition, "Urban America: Documenting the Planners." This exhibition, held in the John M. Olin Library, October 21 to December 31, 1985, includes 215 items drawn from the papers of individual planners and planning organizations held at Cornell. It seeks to convey an overview of the origins and development of the planning profession in America and to provide a sense of the dynamic role these individuals and organizations played in shaping American cities. It also illustrates the beauty and the innovative thinking that are documented in these papers. Collectively, these items impart a sense of the scope and richness of the collection for research.

This catalog combines a brief history of the growth of the profession with a comprehensive listing of items exhibited. The exhibit is organized in four periods: "The Beginnings," "Planning in the Twenties," "Planning and the New Deal," and "Contemporary Planning." Each period is divided into sections paralleling the physical arrangement of the exhibition. After a brief introduction to the theme of each case, the source of items exhibited is identified and each item is listed. Although the items displayed were drawn from many different collections, it was impossible to include documents from every collection at Cornell. A comprehensive list of collections documenting American planning is provided at the end of this catalog.

The collections at Cornell include the papers of many individuals who played an influential role in the development of city and regional planning. The acquisition of most of these collections resulted from the determined efforts of Herbert Finch, who directed the Department from 1967 to 1972. He was assisted by members of the College of Ar-

chitecture, Art, and Planning including Barclay G. Jones, Kermit C. Parsons, Stephen W. Jacobs, Michael Hugo-Brunt, John W. Reys, and Pierre Clavel. Also of vital importance in the effort were individual planners and their families who were sensitive to the importance of preserving these records. While much of the collection at Cornell concerns the earliest period of the profession, the collection continues to be enhanced by new holdings documenting current accomplishments.

This exhibition, documenting various aspects of the maturation of the profession and drawing from the work of numerous individuals, has benefitted from the involvement and support of many. Particularly important has been the assistance of William W. Goldsmith, Barclay G. Jones, and Kermit C. Parsons of the Department of City and Regional Planning, and Herbert Finch, Assistant University Librarian for Collection Development and Management. However, primary credit is due to those who organized and arranged the exhibit: Elaine D. Engst, Nancy L. Dean, Roberta M. Moudry, and Julia C. Crepeau of the staff of Manuscripts and University Archives, and Anne Boyer Cotten, a graduate student in History of Architecture and Urban Development. Additional assistance was provided by Kathleen Jacklin and Laurie K. Todd and matting of exhibited documents was done by Mary Webster of Binghamton, N.Y.

This catalog was produced with the support of the College of Architecture, Art, and Planning, the Homer Hoyt Fund, the John Nolen Research Fund, Carl M. Feiss, the American Planning Association, the Regional Plan Association, and Cornell University Libraries. The catalog was designed by Philip Carey and the photographic work was done by Jon Crispin.

I thank all those who have contributed to the preparation of this catalog. We in the

Department of Manuscripts and University Archives hope that this exhibition and catalog will encourage further preservation of materials relating to the growth of our cities and will foster research into the processes that have shaped them.

H. Thomas Hickerson
Department Chairman

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THE BEGINNINGS



Item 13. Photograph of detail of concrete house in Group II, Forest Hills Gardens: n.d.; black and white print.

The latter half of the nineteenth century was characterized by a dramatic growth in the number and size of American cities. Uncontrolled subdivision of land caused severe problems for city governments. Progressive crusaders, including civic leaders, members of voluntary associations, and workers from the settlement house movement, had joined together in the struggle to improve housing and living conditions for immigrants and the native urban poor. Among the responses to the situation were attempts at tenement house regulation and the crea-

tion of more parks in urban areas. Numerous local improvement and civic societies were organized. In 1904, at the Louisiana Purchase Exposition, the American Civic Association sponsored the construction of a model street and a central public square with a model playground. The influential journal of social work, *Charities and the Commons*, in 1906, published a series of articles on city planning including one co-authored by the landscape architects Frederick Law Olmsted, Jr., and John Nolen. In this article describing various types of open areas necessary for

large cities, Olmsted and Nolen presented their early thinking on the city as a complex of interrelated systems. Cities that employed Olmsted, Nolen, or others to prepare plans for park systems often became interested in the need for broader planning. The combination of the aesthetic concerns of the City Beautiful movement with the social reforms of the Progressive Era provided impetus for the development of early city planning efforts.

The convening in Washington of the First National Conference on City Planning and the Problems of Congestion was one of several major events to take place in 1909. In that year, the Wisconsin legislature adopted the first state law granting broad authority to large and medium-sized cities to create city planning commissions and to prepare city plans. Harvard University inaugurated the first city planning course offered in an American university. The *Plan of Chicago* by Daniel H. Burnham was published, and the Chicago City Plan Commission was established. Benjamin Marsh published *An Introduction to City Planning: Democracy's Challenge to the American City*, clearly intended as an instructional manual. In many respects, these accomplishments signified both the culmination of early civic improvement and social reform efforts and the beginning of a distinct city planning movement.

During the period just before the outbreak of World War I, the city planning movement demonstrated an increasing interest in the collection and analysis of factual information and statistical data, as well as an increased enthusiasm for the principles of scientific management. During this period, planners began to emphasize the practical and functional, as well as the aesthetic in their planning. In 1911, John Nolen submitted a report, *Madison: A Model City*, to the Madison (Wisconsin) Park and Pleasure Drive Association in which he identified the location of streets, the subdivision of property, the regulation of buildings, and the improvement of housing as having greater importance than public buildings, railroad approaches, or even parks and playgrounds.

The increasing emphasis on an analytic and systematic approach to planning was also accompanied by an increasing effort to institutionalize the planning process, both administratively and professionally. This led to efforts to adopt legislation and local regulations authorizing the establishment of governmental planning units. The development of a distinct planning profession was demonstrated by the dramatic growth of a professional literature. In 1912, John Nolen wrote *Replanning Small Cities*, based on his experience in preparing plans for six different cities, including Roanoke, Virginia, and Madison, Wisconsin. In 1914, Flavel Shurtleff wrote *Carrying Out the City Plan*, sponsored by the Russell Sage Foundation. The National Conference on City Planning began publication in 1915 of a new quarterly journal, *The City Plan*, and Nelson P. Lewis, Chief Engineer of the Board of Estimate and Apportionment of New York City, wrote *The Planning of the Modern City* in 1916. Also in 1916, the National Municipal League, one of the organizations cooperating with the National Conference on City Planning, published a volume entitled *City Planning*, edited by John Nolen, as a part of a series about problems of organization and administration in cities. This book, with an introduction by Frederick Law Olmsted, Jr., and seventeen papers by well-known authorities, clearly indicated the broadening scope of city planning. Besides papers about streets, public buildings, recreation facilities, and transportation, there were chapters discussing the subdivision of land, public control of private real estate, neighborhood centers, water supply, navigable waters, residential and industrial decentralization, and city planning legislation.

National conferences on city planning had been held annually since the first national conference was held in 1909. In 1917, Frederick Law Olmsted, Jr., and Flavel Shurtleff suggested that the annual conference was no longer meeting the needs of full-time planners and that an organization be formed to meet several times a year. This new organization, the American City Planning In-

stitute (later to become the American Institute of Planners), was formed at the 1917 National Conference on City Planning held in Kansas City. Members were required to have at least two years' experience in city planning activities. Of the charter members, the groups most heavily represented were landscape architects and engineers, but also included were attorneys, architects, realtors, publishers, writers, tax specialists, land economists, educators, and public officials. Among the fifty-two founding members were most of the pioneers of American planning, including Thomas Adams, Grosvenor Atterbury, Harland Bartholomew, Edward Bassett, Edward H. Bennett, Alfred Bettmann, George Ford, E. P. Goodrich, Henry V. Hubbard, George Kessler, Nelson P. Lewis, J. Horace McFarland, J. C. Nichols, John Nolen, Frederick Law Olmsted, Jr., Arthur Shurtleff, Flavel Shurtleff, Lawrence Veiller, Robert Whitten, and Frank B. Williams. In many ways, the establishment of the American City Planning Institute is symbolic of the coalescence of the diverse elements which contributed to the formation of an American planning profession.

ROLAND PARK

Designed as a high quality residential area, Roland Park, near Baltimore, Maryland, is typical of late nineteenth century upper-class developments. The project was begun in 1891, with initial planning done by a young landscape architect, George E. Kessler, who had worked briefly in the office of Frederick Law Olmsted, Sr. Beginning in 1897, the firm of Olmsted Brothers became involved in the planning process. Development took place over a number of years under the direction of Edward H. Bouton, general manager and later president of the Roland Park Company. Roland Park was nearly completed by 1910. However, the Roland Park Company continued development in adjacent areas, building first Guilford in 1914, then Homeland in 1924. Additionally, Northwood,

which provided housing on a more modest scale, was begun in the 1930's.

Although houses built in Roland Park were designed by over 100 different architects, strict controls on design and planning insured maintenance of the community's unique residential character. Thus, Roland Park illustrates effective use of private building within a comprehensive design. [Item 1 from John Nolen Papers; items 2-8 from Roland Park Company Records]

1. *Plat of Roland Park, Baltimore Co. Md.*; n.d.; canvas-backed printed map; 31"x48".

2. Letter from Olmsted Brothers to E.H. Bouton, Vice President, Roland Park Company, about charges for consulting visit; January 25, 1898; carbon typescript.

3. "Roland Park Sketch for Arrangement in Vicinity of Cold Spring Lane and Roland Avenue"; Olmsted Brothers; February 3, 1899; pencil and crayon on tissue; 10½"x8¼".

4. "Plat Showing Location of Stores on Lots 1, 2, & 3, Block 21, Roland Park"; n.d.; ink on linen; 9¾"x9¾".

5. "Typical Design for Arrangement of Sidewalks and Planting Scheme along West Side of York Road at Guilford"; Roland Park Company, Engineering Department; March 6, 1912; ink and crayon on graph paper; 11"x8½".

6. Photograph of construction workers on Section 20, south from Lot 22, Homeland, Roland Park extension; 1925; black and white print.

7. Photograph of construction site, west on St. Dunstan's Road from Spring Lake Way; Feder; 1925; black and white print.

8. Photograph of the entrance to Homeland, east on Granby Road from Charles St. Avenue; Feder; 1925; black and white print.

FOREST HILLS GARDENS

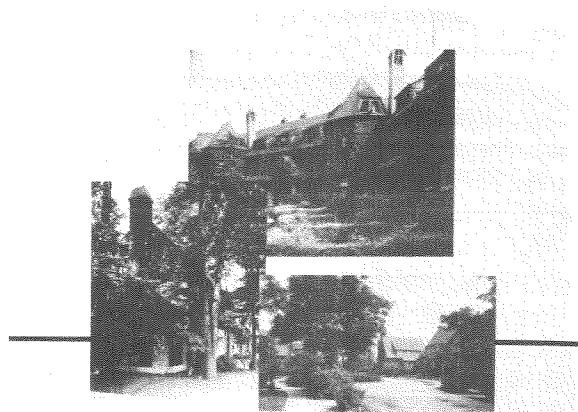
Drawing directly on the example of English garden cities, Forest Hills Gardens in Queens, New York, was designed as a model suburban residential area within easy commuting distance of Manhattan. Developed by the newly-formed Russell Sage Foundation, Forest Hills Gardens was originally intended as a demonstration to prove that, with

careful planning, quality lower-income housing could be created while still providing adequate commercial profits. However, because of the high price of land near Manhattan and increasing construction costs, the project became primarily an upper-middle-class community.

The Sage Foundation Homes Company acquired 142 acres of farmland in 1909. The Olmsted Brothers were engaged as landscape architects, and Grosvenor Atterbury was chosen as architect. Fieldwork began in 1910 and construction in 1912. Although failing to meet the initial intent of the Sage Foundation Trustees, Forest Hills Gardens is widely regarded as an outstanding example of the American suburb. [Items 9 and 11 from Forest Hills Gardens Corporation Records; items 10 and 14 from Roland Park Company Records; item 12 from Forest Hills Gardens (New York, N.Y.) Records; items 13, 15, 16, and 17 from John Nolen Papers]

9. "Block Plan Showing Location of Hotels #4 & 5 for the Sage Foundation Homes Co., Forest Hills, L.I., N.Y."; Grosvenor Atterbury; n.d.; ink on linen; 14"x16³/₄".

10. Forest Hills Gardens Group VI-A; Grosvenor Atterbury; n.d.; printed sketch and plan from publicity brochure.



One resident stated...

"We sought a home far from the noise of the city, but close to its advantages, and found it in Forest Hills Gardens—where the united efforts of the community, the planner, the architect and the landscape gardener have created a village of rare charm"

A. G. P.

Item 12. Poster advertising Forest Hills Gardens; n.d.

11. "Block Plan Showing Location of Group VI-A at Forest Hills, L.I., N.Y."; Grosvenor Atterbury; October 31, 1910; ink on linen; 8"x12¹/₂".



Item 16. Photograph of general view of Group II, Forest Hills Gardens; Wurts Bros. Architectural Photographers; n.d.; black and white print.

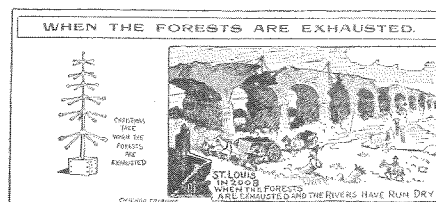
12. Poster advertising Forest Hills Gardens; n.d.
13. Photograph of detail of concrete house in Group II; n.d.; black and white print.
14. Letter from John M. Demarest to Edward H. Bouton about lot sizes; November 11, 1911; typescript.
15. *Map of Forest Hills Gardens*; C.B. Fancy, Civil Engineer; April 1911; canvas-backed printed map; 21"x39½".
16. Photograph of general view of Group II; Wurts Bros. Architectural Photographers; n.d.; black and white print.
17. Photograph of living room, Group II; n.d.; black and white print.

THE AMERICAN CIVIC ASSOCIATION

Stimulated by the publication of Charles Mulford Robinson's *The Improvement of Cities and Towns* (1899) and *Modern Civic Art* (1903), numerous local "improvement" associations were formed. The continuing growth of these organizations was strongly supported by the activities of the American Civic Association. This association resulted from the merger in 1904 of the American League for Civic Improvement (formed in 1900 as the National League of Improvement Associations) and the American Park and Outdoor Art Association. Primary concerns of the organization included street planning, improved architectural design, sculpture, parks, gardens, street trees, and playgrounds. The Association was also involved in efforts to control the placement of electrical wires and poles and to restrict the spread of billboards. Emerging from the combination of the City Beautiful movement with the social reform of the Progressive Era, the American Civic Association subsequently joined with the National Conference on City Planning to establish the American Planning and Civic Association in 1935. [Items 18-24 from American Planning and Civic Association Records]

18. *American Civic Association Clipping Sheet*, March 1905.

19. "What Do You Prefer: Trees with Life-Giving Leaves, or Poles with Death-Dealing Wires?"; J. Horace McFarland; reprinted from *The Ladies' Home Journal*; February 1907.
20. *To Preserve the Nation's Heritage. Vital Importance of the Appalachian Forest Project*; American Civic Association; 1908; brochure.
21. *American Civic Association Clipping Sheet*; March 20, 1909.
22. *The How of Improvement Work*; Jessie M. Good; Vol. IV, No. 1 of *The Home Florist*; January 1901.
23. "To the Members of the American Civic Association"; n.d.; broadside.
24. "How Improvement Workers Get Things Done"; American Civic Association; n.d.; flier.



PICTURE VIEW OF THE Eads Bridge at St. Louis with the disappearance of the forests will cover the drying up of our rivers and the sterility of our soil—Chicago Tribune.

TO PRESERVE THE NATION'S HERITAGE.

VITAL IMPORTANCE OF THE APPALACHIAN FOREST PROJECT.

Scientific Testimony Agrees that the Prosperity of the Eastern States and the Welfare of the Whole Nation Demands Speedy Action by Congress and Cooperation by the Various States.—The Timber Supply; the Water Power; the Maintenance of Navigation; the Saving of Health and Pleasure Resorts, and the Continued Existence of Many Cities Depends Upon it.—The Fate of Former Empires is our Warning.

WHAT THE CIVIC ASSOCIATION MUST DO

AMERICAN CIVIC ASSOCIATION
DEPARTMENT OF PARKS AND PUBLIC RESERVATIONS
VICE-PRESIDENT
HENRY A. BAKER, PROVIDENCE
1908

Item 20. American Civic Association brochure; 1908.

ENGLISH GARDEN CITIES

The English "garden city" of Letchworth, begun in 1903, was inspired by the ideas of Ebenezer Howard, whose book *Garden Cities of Tomorrow* (1902) started a

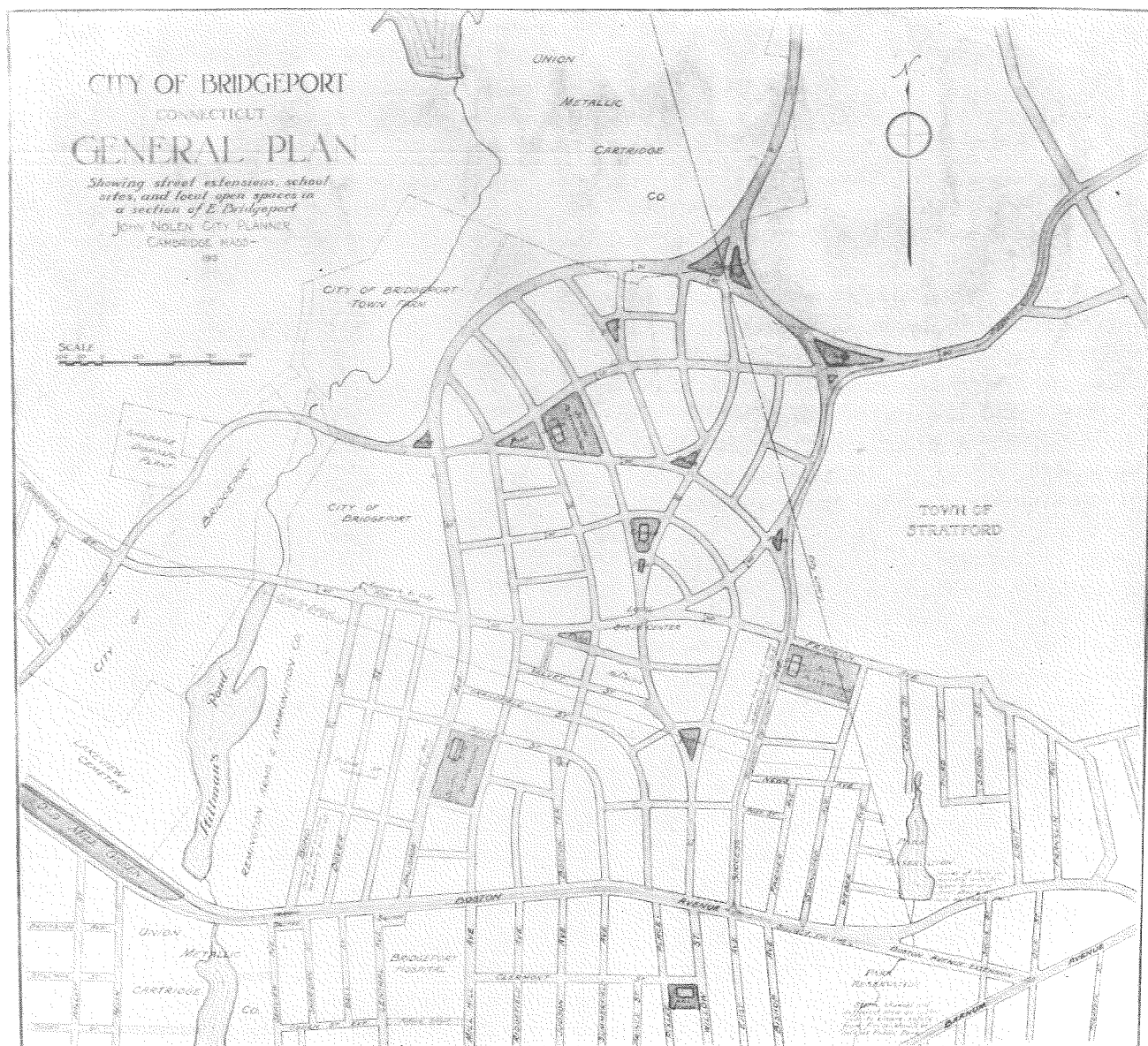
worldwide garden city movement. Letchworth, thirty-five miles from London, was owned by a private corporation and originally designed to include residential, commercial, and industrial areas surrounded by an agricultural and recreational greenbelt. However, the area developed primarily as a commuter suburb of London.

The influence of Howard's thinking in America can readily be seen in garden suburbs such as Forest Hills Gardens in New York City. While these American suburbs reflected the residential environment of

Letchworth, they were, from the first, planned as suburbs rather than self-sufficient communities. [Item 25 from John Nolen Papers; item 26 from Regional Plan Association Records; item 27 from Justin Hartzog Papers; items 28-32 from Roland Park Company Records]

25. Photograph of Welwyn residential area; n.d.; black and white print.

26. *International Garden Cities and Town Planning Association Report of Conference and*



Item 33. John Nolen: *City of Bridgeport, Connecticut General Plan*; 1915; 28"x30"; ink and watercolor on canvas-backed vellum.

Annual Meeting, London, 1920; 1920.

27. *Welwyn Garden City: To See Is to Appreciate*; Welwyn Garden City, Limited; n.d.; brochure.

28. *The Pioneer Co-Partnership Suburb: A Record of Progress*; Co-Partnership Tenants Limited; 1910; brochure.

29. *Squirrels Heath & Gidea Park*; Arthur Henry Anderson. The Homeland Association, Ltd.; 1910; brochure.

30. *New Earswick, York*; The Joseph Rowntree Village Trust; 1909; brochure.

31. *Where Shall I Live? Guide to Letchworth (Garden City) and Catalogue of the 1907 Urban Housing and Rural Homesteads Exhibition*; First Garden City Ltd.; 1907.

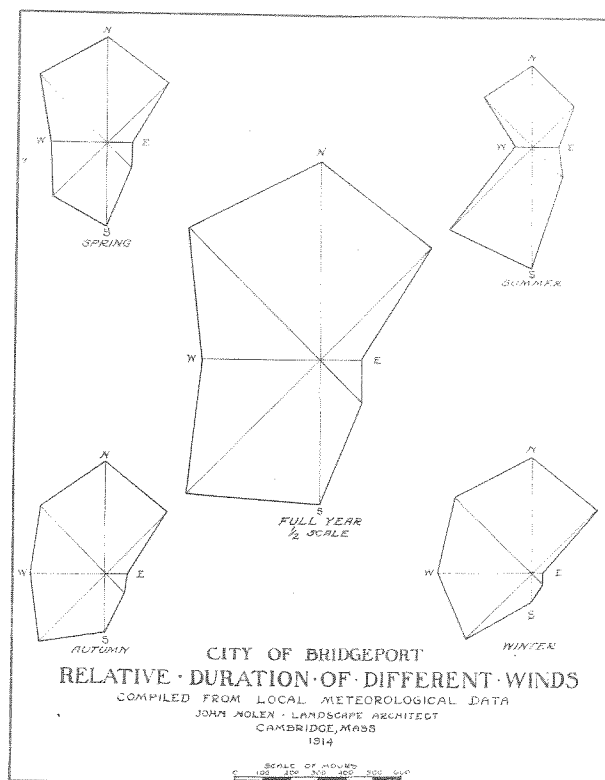
32. *The Town Area of the Letchworth Estate of First Garden City Ltd.*; 1910; printed map; 22½"x17".

BRIDGEPORT, CONNECTICUT

Rapid industrial growth at the turn of the century was placing increasing strain on basic facilities in Bridgeport, Connecticut. In 1913, the Bridgeport Business Men's Association contacted John Nolen regarding the possibility of a city plan for Bridgeport. He was invited to speak in the autumn and, on October 17, gave a public address there, entitled "Commercial and Social Advantages of City Planning." In early 1914, the city appropriated funds and Philip W. Foster, Nolen's associate, began preliminary work. Frederick Law Olmsted, Jr., was engaged as a consultant. In June of 1914, Nolen was also employed by the Stratford Avenue Bridge Commission of Bridgeport concerning the designing of a new bridge. By September 28, a report devoted to new bridge locations and approaches was submitted.

Nolen's efforts produced a comprehensive plan for Bridgeport, issued in preliminary form in 1915. *The Preliminary Report to the City Planning Commission* identified the urgent needs of the city as bridges, the downtown district, industrial development, and "better homes for workers in the mills and factories." The final report, *Better City Planning for Bridgeport*, was published in 1916.

Since Bridgeport was the home of the Remington Arms Company and the Union Metallic Cartridge Company, the outbreak of World War I led to a drastic increase in the need for housing. Nolen's work led to the building of apartment houses for more than 200 families and persuaded Remington Arms to build housing for an additional 700 families. With the entry of the United States into the war, Congress established the United States Housing Corporation to conduct a program of direct governmental construction. One of its first accomplishments was the building of more housing for Bridgeport. While John Nolen was not directly involved in these efforts, the existence of his work allowed the United States Housing Corporation to begin development immediately. [Items 33-41 from John Nolen Papers]



Item 34. John Nolen; *City of Bridgeport: Relative Duration of Different Winds*; 1914; 7½"x9¼"; ink on linen.

33. "City of Bridgeport, Connecticut General Plan Showing Street Extensions, School Sites, and Local Open Places in a Section of E. Bridgeport"; John Nolen; 1915; ink and watercolor on canvas-backed vellum; 28"x30".

34. "City of Bridgeport: Relative Duration of Different Winds"; Plan No. 56; John Nolen; 1914; ink on linen; 7½"x9¼".

35. Letter from the City Plan Commission of Bridgeport to the Stratford Avenue Bridge Commission discussing consultation with John Nolen and Frederick Law Olmsted, Jr., about the Stratford Avenue Bridge; 1914; typescript.

36. "City of Bridgeport Location of Stations Used in Making Traffic Count"; Plan No. 57; John Nolen; 1914; ink on vellum; 10"x9".

37. *Better City Planning for Bridgeport*; John Nolen, 1916.

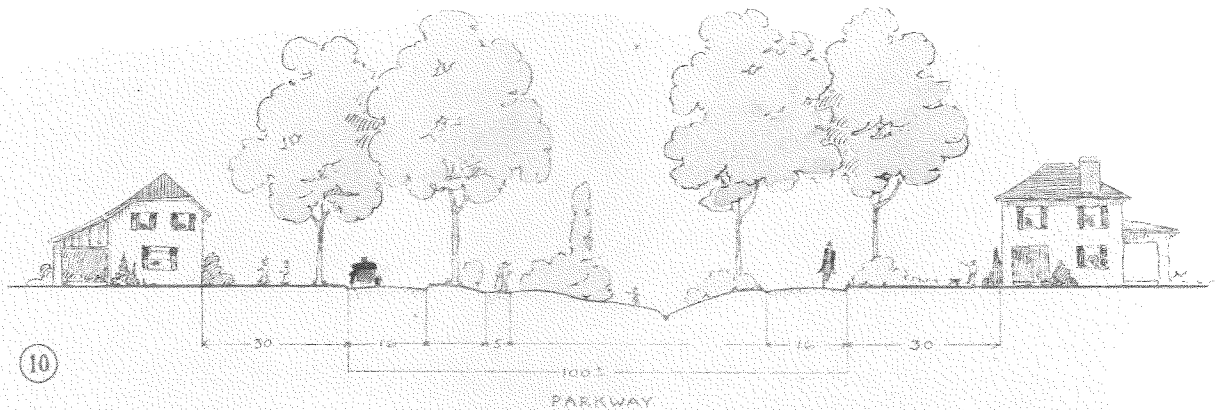
38. *Preliminary Report to the City Plan Commission Bridgeport, Conn.*; John Nolen; 1915.

39. Photograph of houses near Mountain Grove Cemetery, Bridgeport, Connecticut; c. 1916; black and white print.

40. Photograph of Union Metallic Cartridge factory, Bridgeport, Connecticut; c. 1916; black and white print.

41. Photograph of the business district from Stratford Avenue, Bridgeport's Municipal Pier; c. 1916; black and white print.

Walpole, nineteen miles from Boston, had experienced rapid industrialization since the turn of the century. The town actually comprised three different communities, necessitating a comprehensive plan to successfully incorporate the distinct conditions and requirements of all three. Walpole Center served as the civic center for the area, and a new location for the town hall was suggested. In addition to the widening and straightening of streets, a new post office site and new fire station site were also proposed. East Walpole was heavily industrialized and primary concerns were for the improvement of basic living conditions. Based on the principles of English garden communities, housing for industrial workers, Neponset Garden Village, was designed. The Walpole Home Building Company was created to support the construction and facilitate the ownership of new homes. Additionally, the Francis William Park was constructed along with an adjacent



Item 43. John Nolen: Detail from *Neponset Garden Village: Typical Street Sections*; 1913; 26"x22¾"; ink and watercolor on vellum.

WALPOLE, MASSACHUSETTS

In 1912, an official committee, headed by Charles Sumner Bird, began an analysis of civic conditions and possibilities for improvement in Walpole, Massachusetts. John Nolen was engaged to conduct a survey of the town and district and to create a town plan and a schedule for future development.

athletic field. South Walpole was treated as a residential district for the surrounding cities and villages. The comprehensive town plan for Walpole, "Walpole, Mass.: General Plan for the Improvement of the Town," incorporated the diverse characteristics and needs of the three communities. It was completed in February 1914 and was officially adopted that March. [Items 42-49 from John Nolen Papers]

42. "Neponset Garden Village, East Walpole, Mass.: General Plan and Recommendations"; John Nolen; 1913; bound typescript.

43. "Neponset Garden Village Typical Street Sections"; John Nolen; 1913; ink and watercolor on vellum; 26"x22¾".

44. Aerial photograph of East Walpole; c. 1914; black and white print.

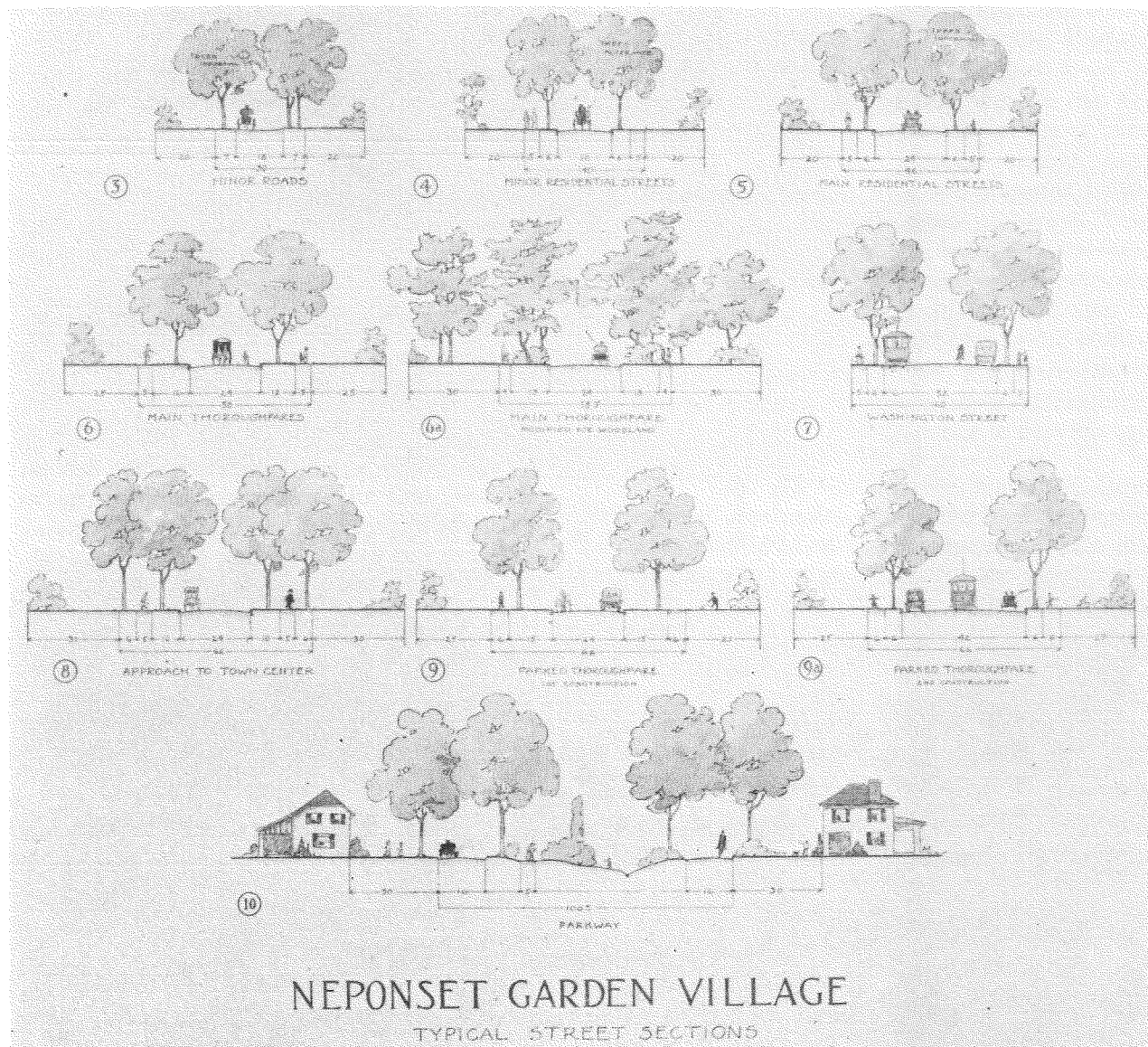
45. "Town of East Walpole, Massachusetts: Study for East Walpole Center"; John Nolen; 1913; ink on linen; 15½"x20¼".

46. Letter from F.W. Bird & Son to John Nolen about a proposed lecture; Nov. 1, 1912; annotated typescript.

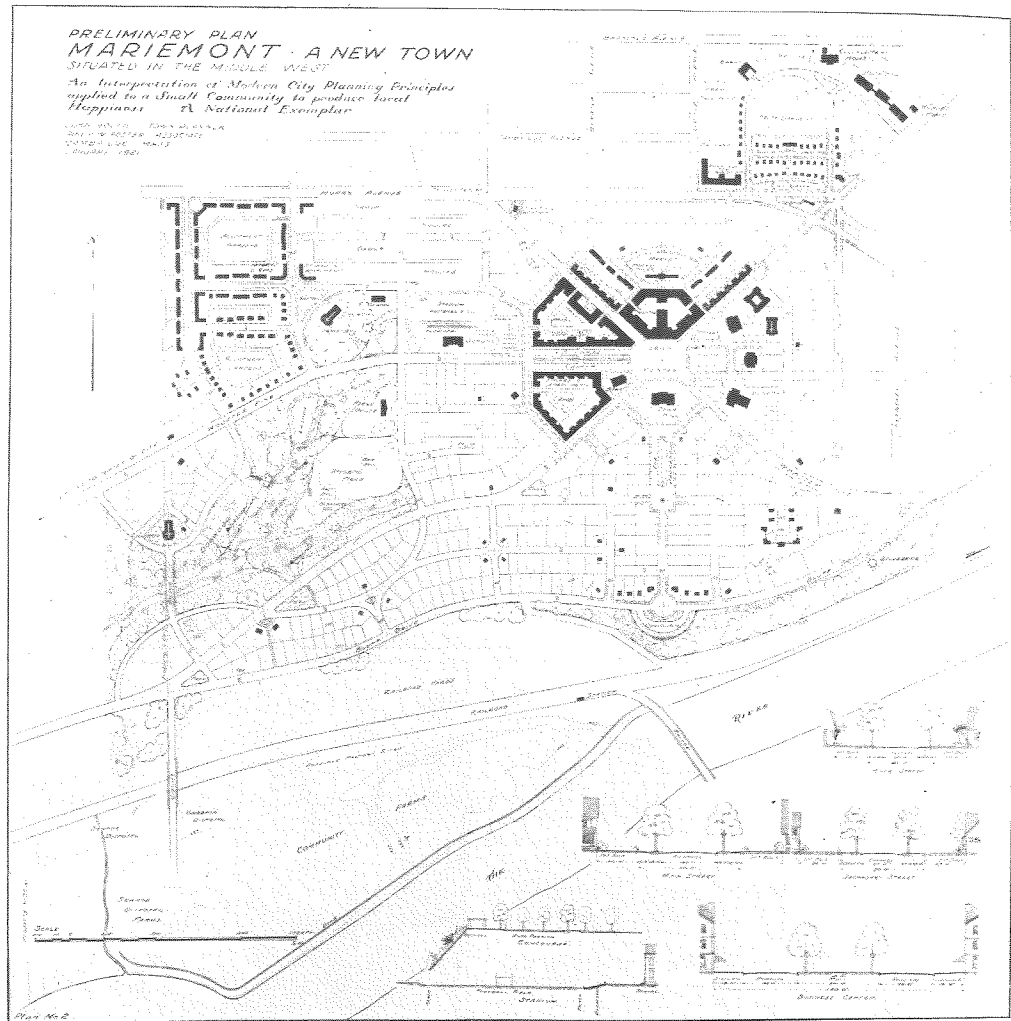
47. Completed planning questionnaire for Walpole, Massachusetts; April 1913; handwritten on carbon questionnaire.

48. Planting list for East Walpole playground; John Nolen; August 1913; typescript on linen.

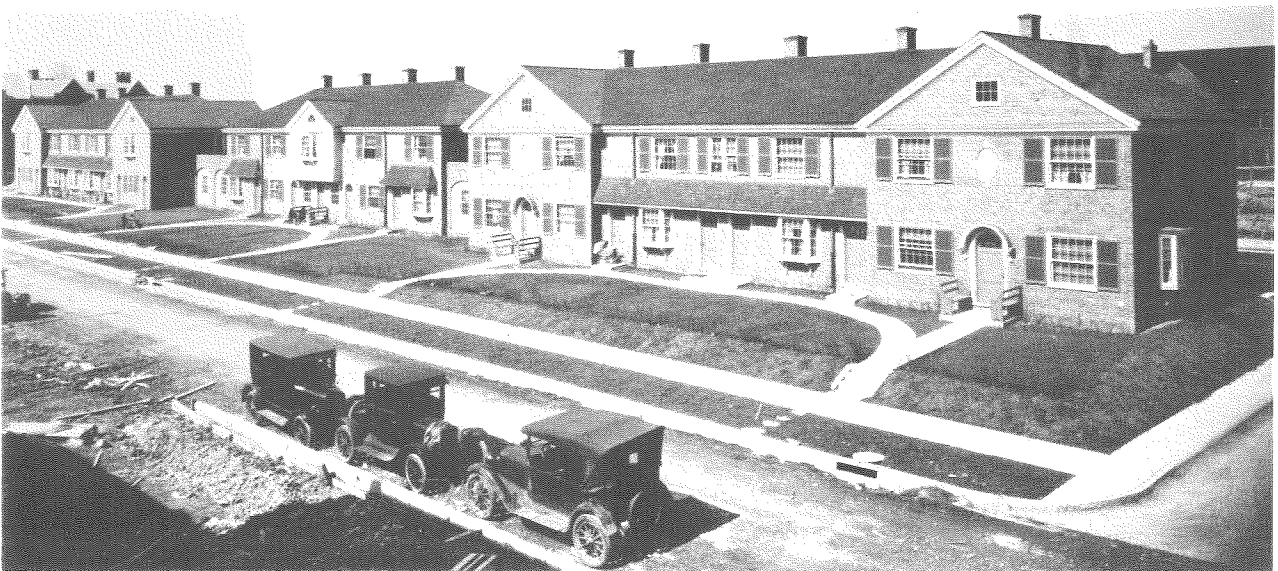
49. "Walpole, Mass.: General Plan for the Improvement of the Town"; John Nolen; 1914; bound typescript.



Item 43. John Nolen; *Neponset Garden Village: Typical Street Sections*; 1913; 26"x22¾"; ink and watercolor on vellum. (detail)



Item 60. John Nolen; *Preliminary Plan: Mariemont, A New Town Situated in the Middle West*; 1921; 34½"x34"; ink on linen



Item 62. Photograph of completed group houses, Mariemont, Ohio; 1925; black and white print.

PLANNING IN THE TWENTIES

Economic and social conditions of the 1920's provided new opportunities for planners. By the 1920 census, over one-third of the population of the United States lived in cities of 100,000 or more and 51.4% in cities of over 2,500. There was a corresponding growth of suburban areas and satellite towns. Additionally, the influence of the automobile was changing the nature of life in both the cities and suburban areas.

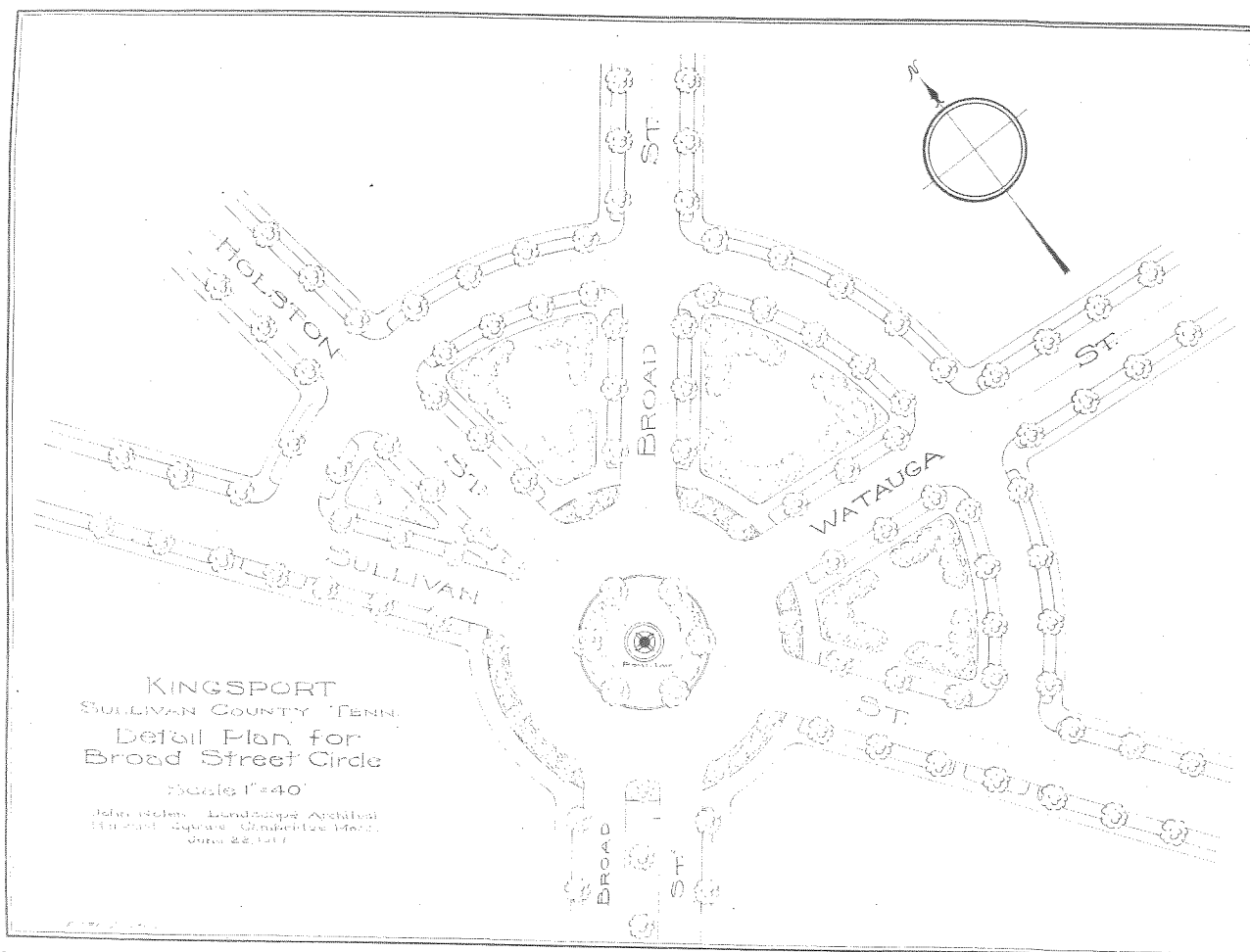
City officials saw zoning as a panacea for urban problems. By 1919, at least ten states had authorized some or all classes of cities to adopt zoning regulations; by the end of the 1920's over 500 cities had zoning ordinances. In 1921, a special federal advisory committee on zoning was formed. Their report issued in 1924, included a proposed standard zoning act.

However, planners realized that more comprehensive planning programs would be needed to encompass areas of future urban development. Regional planning efforts were begun in New York and Los Angeles. The success of the two models, the Regional Plan Association of New York, a well-financed private organization, and the Los Angeles County Regional Planning Commission, an official planning agency, led to the development of regional planning efforts in Chicago, Milwaukee, Washington, D.C., San Francisco, Philadelphia, and Minneapolis-St. Paul, as well as in counties in California, Georgia, New York, and Ohio. In addition, the Regional Planning Association of America provided a group of young planners with a chance to discuss broader concepts of regional planning.

Perhaps most important of the developments of the 1920's was that the economic growth of the period gave planners a chance for innovation and experimentation in the design of new towns. Influenced by the theories of Ebenezer Howard and the English garden cities, new towns were seen as an ultimate solution for the problems of the city. Urban problems could be eliminated by

good design and planning. One of the first "new towns" was Mariemont, Ohio, near Cincinnati. Mariemont was designed by John Nolen, who had already attracted national attention as the planner of the industrial city of Kingsport, Tennessee. The initial planning of Mariemont was explicitly based on Howard's ideas, as well as on the ideas of the economist, Roger W. Babson, who wrote about the developing influence of the automobile for urban society. Clarence Stein, who also was influenced by the English garden city idea, designed the "new town" of Radburn, New Jersey, as "a town for the motor age." Stein saw the objectives of "new towns" as primarily social rather than economic. Good design and planning would eliminate the causes of urban problems. "New towns" would be planned, built, and operated to serve contemporary needs and conditions. In the process, communities would also be created. The Florida land boom of the 1920's, while including unplanned and unrestricted speculative ventures, also provided a number of planners with opportunities to develop new cities.

At the nineteenth National Conference on City Planning (1927), John Nolen summed up some of the achievements in city planning to that point: 176 cities had been broadly replanned; over thirty-five new towns had been created; 390 cities had city planning commissions; and twenty-nine colleges, universities, or technical schools had courses in city planning. In 1928, a Conference on Research and Instruction in City and Regional Planning was held, and by 1929, four additional schools were giving courses. To organize and support a research, information and promotion program, the National Conference incorporated the Planning Foundation of America in 1929. Although the stock market crash in October and the subsequent major economic depression seriously curtailed many existing projects, the importance of urban planning was firmly established, and the profession continued its growth.



Item 50. John Nolen; Kingsport, Sullivan County, Tennessee: Detail Plan for Broad Street Circle; 1917; 15 1/4"x20"; ink on linen.

KINGSFORT, TENNESSEE

Kingsport, Tennessee provided John Nolen with his first major opportunity to design a new community, using the planning principles developed in his work in existing cities. The site was seen as a prime area for industrial development which would provide traffic for the newly-built Carolina, Clinchfield and Ohio Railway. The Railway first created town plans in 1906. Additional planning in 1914 and 1915 led to John Nolen's being engaged in 1916 to prepare a general design for the city. Economic support for this development was organized by John B. Dennis, after 1916, Chairman of the Board of the Carolina, Clinchfield and Ohio Railway. Den-

nis also organized the Kingsport Improvement Corporation, formed to manage real estate holdings.

Nolen's plan for the city included a new residential tract of 500 acres. In 1918, Nolen provided a plan for the construction of a "Negro Village," which would include housing, playgrounds, schools, and churches for black workers. A detailed downtown plan was produced in 1919. A zoning plan, completed in 1920, provided two types of residential areas, a business district, an industrial district, and open areas for public buildings, schools, parks, and playgrounds. While only the residential tract was actually developed, the lessons learned in Kingsport provided valuable experience in planning new cities. [Items 50-58 from John Nolen Papers; item 59 from James A. Glass Papers]

50. "Kingsport, Sullivan County, Tenn.: Detail Plan for Broad Street Circle"; John Nolen; 1917; ink on linen; 15¼"x20".

51. "Industrial Housing at Kingsport, Tennessee"; Clinton Mackenzie; reprinted from *Southern Architecture and Building News*; March 1927.

52. Letter from Henry R. Dennis, Chairman of Kingsport Farms, Inc., to John Nolen concerning housing construction; June 7, 1918; carbon typescript.

53. Photograph of housing construction; enclosure to letter from Henry R. Dennis to John Nolen, June 7, 1918 (item 52); 1918; sepia print.

54. *Kingsport, Tennessee: The Model Industrial City*; Kiwanis International; c. 1933; brochure.

55. "Kingsport, Tennessee, Kingsport Improvement Corp.: Location of First Houses to be Built in Negro Village"; John Nolen; c.1918; ink on linen; 9¼"x14".

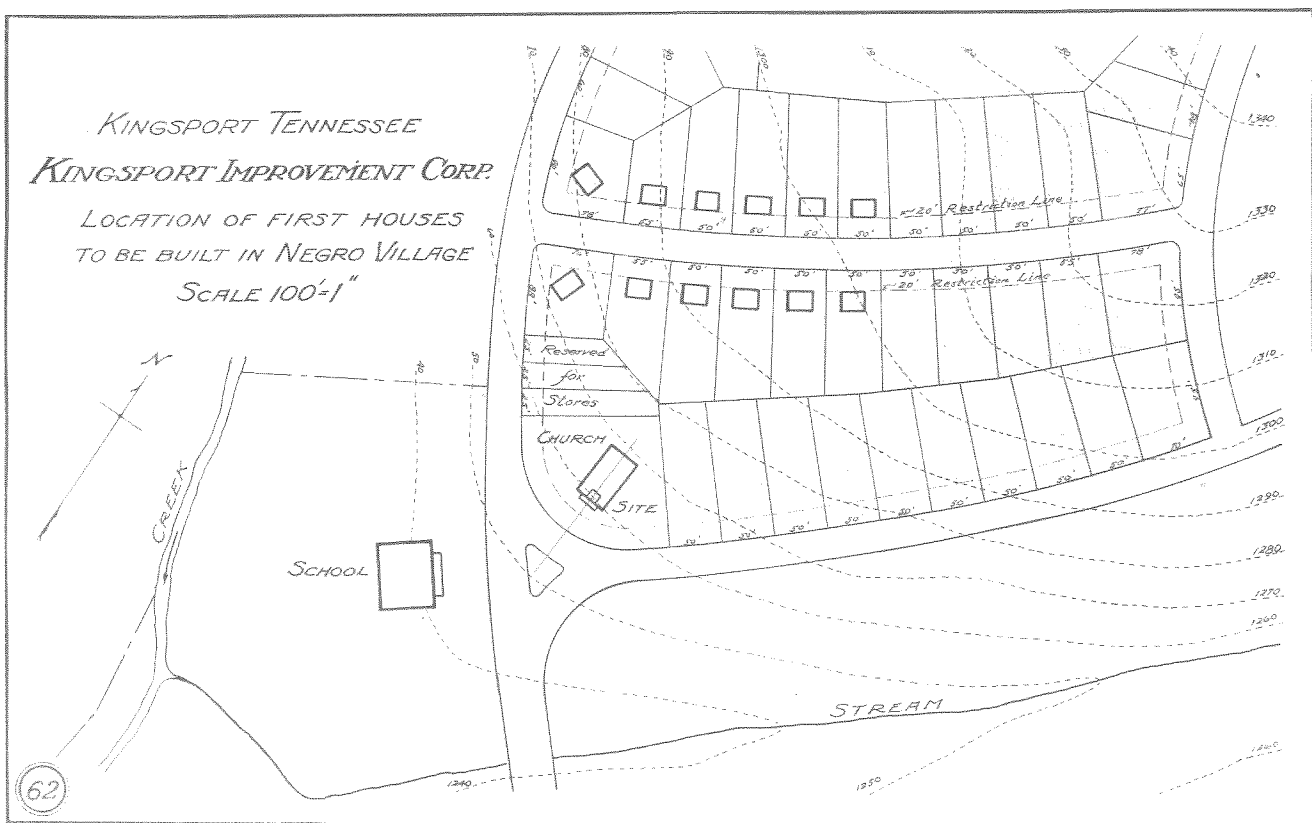
H. Stone; Reprinted from *Manufacturers Record*; March 3, 1921.

58. Photograph of Carolina, Clinchfield and Ohio Railway Station and Depot, Kingsport, Tennessee; c. 1927; black and white print.

59. Photograph of Carolina, Clinchfield and Ohio Railway Station and Depot, Kingsport, Tennessee; James A. Glass; 1983; black and white print.

MARIEMONT, OHIO

The planning of Mariemont, nine miles northeast of Cincinnati, was heavily influenced by the work of Ebenezer Howard and the English garden city movement. Mariemont, developed by Mary E. Emery with



Item 55. John Nolen; Kingsport, Tennessee, Kingsport Improvement Corp.: Location of First Houses to be Built in Negro Village; c. 1918; 9¼"x14"; ink on linen.

56. "Kingsport Farms, Inc., Kingsport, Tenn.: Subdivision of Lovedale Tract"; John Nolen; May 24, 1917; ink on linen; 22"x17½".

57. "Kingsport: An Industrial City Built on a Foundation of Sound, Practical Ideals"; William

funds from her husband's estate, was intended as a limited-profit model housing project for industrial workers. John Nolen was retained in 1920 to prepare a general plan, and a preliminary plan was produced in January

1921. The legend on that plan summarized Nolan's idea of what Mariemont was to represent: "An Interpretation of Modern City Planning Principles Applied to a Small Community to Produce Local Happiness. A National Exemplar."

Mariemont was to be a model town with parks, playgrounds, schools, recreational facilities, churches, civic buildings, shops, a public market, theater, stadium, and housing of various types. Suitable local industry was to be encouraged, but Cincinnati industries were seen as the main source of employment. The costs of developing the community would be borne by the Mariemont Company, a private real estate development company with limits on dividends. Consistency in building would be provided through restrictions on lot purchases. Construction of the Memorial Church began in 1923 and of the residential units in 1924. By the late 1920's, the Mariemont Company encountered financial difficulties, and the stock market crash severely curtailed development. Mariemont is considered to be the most successful of Nolen's new towns. While it did not provide the low-income housing initially proposed, housing for different income levels was successfully combined. [Items 60-62, 64 from John Nolen Papers; item 63 from American Planning and Civic Association Records]

60. "Preliminary Plan: Mariemont, A New Town, Situated in the Middle West", John Nolen; January 1921; ink on linen; 34½"x34".

61. Letter from Charles J. Livengood, Manager of the Estate of Thomas J. Emery, to John Nolen about street names; May 26, 1922; typescript.

62. Photograph of completed group houses, Mariemont, Ohio; March 5, 1925; black and white print.

63. *A Descriptive and Pictured Story of Mariemont: A New Town*; The Mariemont Co.; 1925; brochure.

64. Photograph of business district of Mariemont, Ohio; 1929; black and white print.

JOHN NOLEN

John Nolen (1869-1937), one of the founders of the American planning profession, began his career as a landscape architect in 1905. Beginning with major projects in Roanoke, Virginia and San Diego, California (1907), Nolen's role in the development of an American planning profession grew steadily. By the time of his death in 1937, he and his associates had been involved in some 450 planning projects. His diverse practice included comprehensive plans for twenty-nine cities, twenty-seven "new towns," and seventeen state and regional plans.

As a distinct planning profession developed, Nolen played a pivotal role. He presented the keynote address at the first National Conference on City Planning in 1909. Nolen was one of the fifty-two charter members of the American City Planning Institute, established in 1917, and later served as its president. He also served as president of the National Conference on City Planning and the International Federation of Housing and Town Planning and was an active member of the American Society of Planning Officials and the National Housing Association.

In addition to his role in the formation of the major planning organizations, he also contributed to the development of the profession through his numerous publications and through his training of others. Over the years, his associates included Earle S. Draper, Russell VanNest Black, Tracy B. Augur, Jacob L. Crane, Jr., Philip W. Foster, Justin R. Hartzog, Hale J. Walker, Irving C. Root, Harold A. Merrill, Max S. Wehrly, and Howard K. Menhinick. He was also active in the development of the planning curriculum at several universities, including Harvard and the Massachusetts Institute of Technology.

His conception of the city as a system composed of interrelated functional components was basic to the development of modern planning. As a theorist as well as a practitioner, John Nolen has had a lasting influence on the profession. [Items 65-76 from John Nolen Papers]

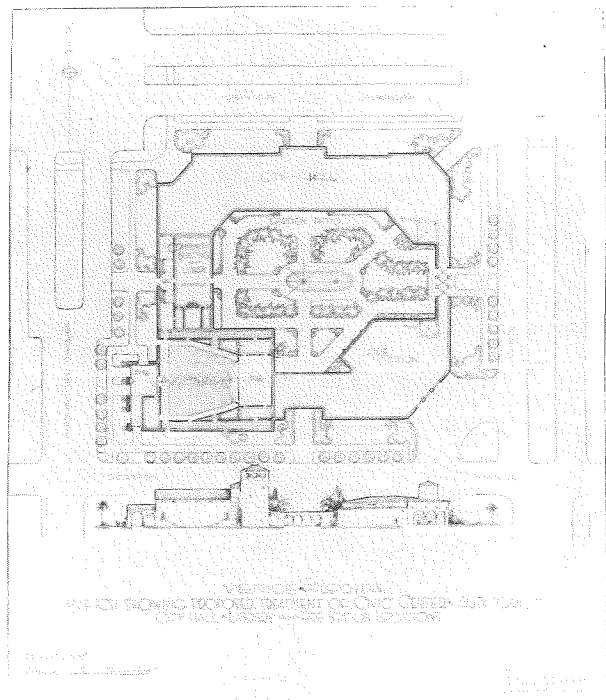
65. "Order and Beauty in State and City"; John Nolen; June 5, 1930; flier.
66. "New Towns Versus Existing Cities"; John Nolen; reprinted from *City Planning*; April 1926.
67. "John Nolen"; reprinted from *National Cyclopedia of American Biography*; 1925.
68. *The Importance of Citizens' Committees in Securing Public Support for a City Planning Program*; John Nolen; National Conference on City Planning; 1924; pamphlet.
69. *New Communities Planned to Meet New Conditions*; John Nolen; National Conference on City Planning; 1924; pamphlet.
70. *Twenty Years of City Planning Progress in the United States*; John Nolen; National Conference on City Planning; 1927; pamphlet.
71. *Airports and Airways and Their Relation to City and Regional Planning*; John Nolen; National Conference on City Planning; 1928; pamphlet.
72. "Regional and Local Planning as a Field of Coordination in Professional Education and Practice"; John Nolen; January 1933; flowchart.
73. "State Planning"; John Nolen; October 1932; flowchart.
74. *New Ideals in the Planning of Cities, Towns, and Villages*; John Nolen; American City Bureau; 1919; pamphlet.
75. *Replanning Small Cities: Six Typical Studies*; John Nolen; New York: B. W. Huebsch; 1912.
76. *New Towns For Old: Achievements in Civic Improvement in Some American Small Towns and Neighborhoods*; John Nolen; Boston: Marshall Jones Company; 1927.

VENICE, FLORIDA

The Florida land boom of the 1920's promised planners new opportunities for deliberate planning from the earliest stages of development. The future site of Venice, Florida, twenty miles south of Sarasota, was owned by Dr. Fred H. Albee, a New York physician. In August 1924, Dr. Albee contacted John Nolen, who had a branch office in Florida, to advise him on the subdivision of his waterfront property. Nolen provided Albee with a sketch plan of the region with some general ideas for development of the townsite. In October of 1924, Nolen's associate, Hale Walker, created a general plan for the "Bay Point" subdivision to serve as a model for the larger city. In December,

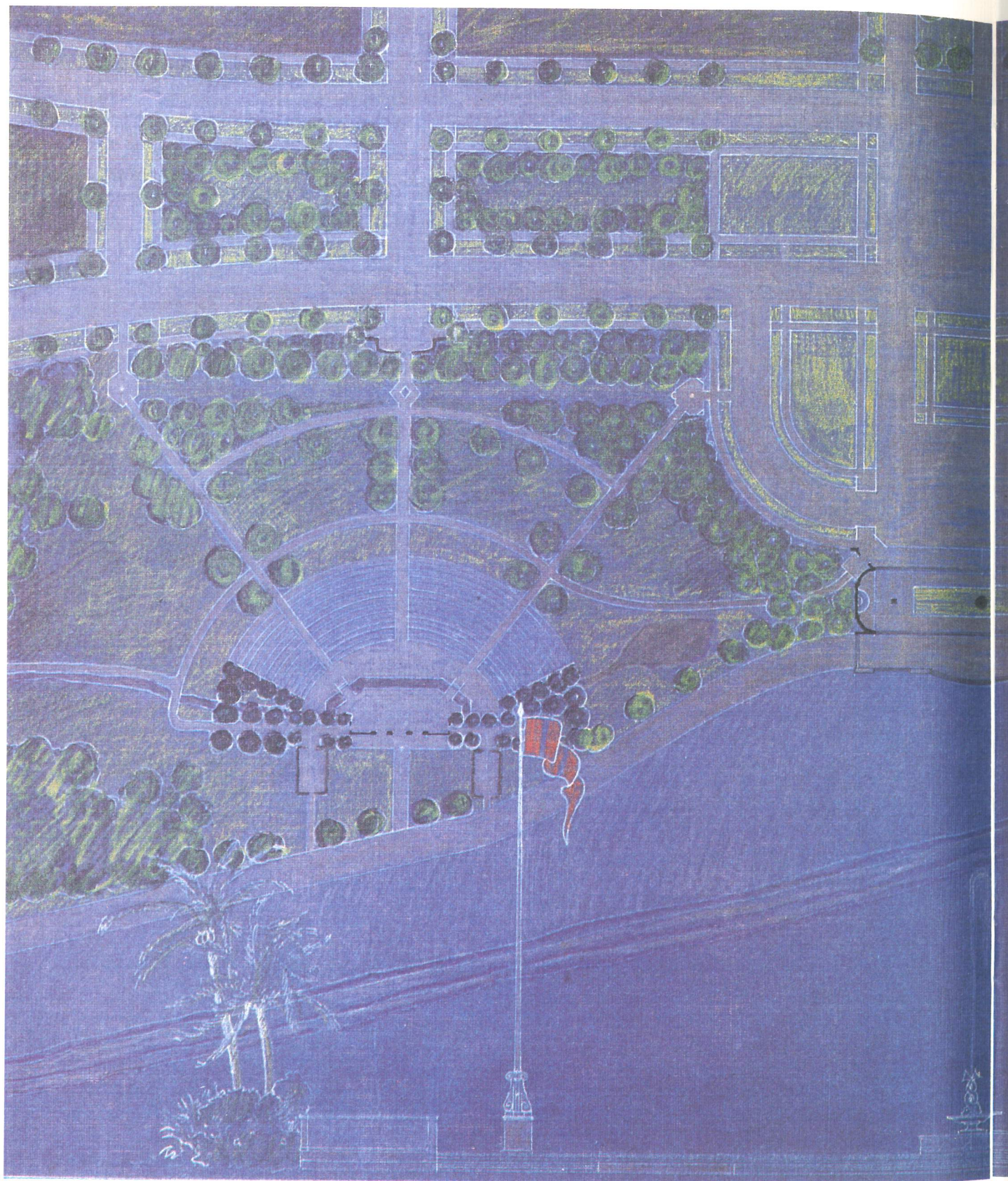
Walker and Justin Hartzog, another associate, produced a preliminary plan for Venice. The "General Plan for the Development of the Venice Beach Section" (1925) provided for six land use zones: the beach area for the resort and recreational facilities, a residential area, an area for parks and civic center, a business or retail district, an industrial area and railroad station, and a golf course. However, no topographical studies were actually done for the Venice Beach plan.

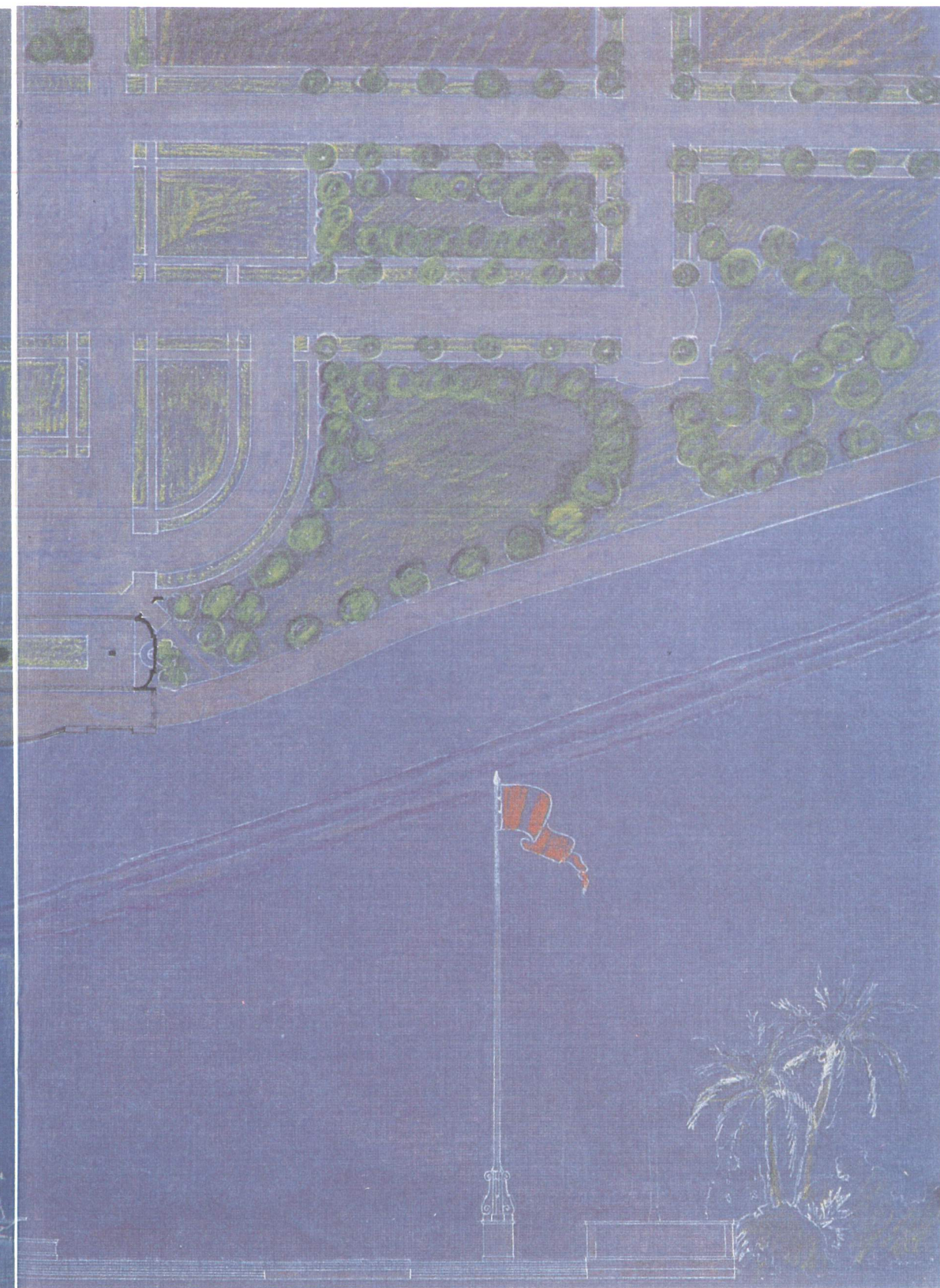
In 1925, the Venice tract was purchased by the Brotherhood of Locomotive Engineers, along with 25,000 uncleared acres inland. As part of their venture in "labor capitalism," the funds of the union were invested. The Brotherhood of Locomotive Engineers decided to continue plans for development of a model resort city and in



Item 78. John Nolen; Venice, Florida: Sketch Showing Proposed Treatment of Civic Center, Auditorium, City Hall, Library, and Fire Station Locations; 1927; 26"x22"; colored pencil on tracing paper.

December 1925 formally contracted with John Nolen to revise his earlier general plan. In February 1926, a promotional version of the general plan was published. Published in May, a report, "Regional Plan of Venice and Environs," described a diversified economy





Legend from
original drawing:
Venice, Florida:
*Preliminary
Sketch for the
Water Front at
the Termination
of Venice Ave.*
John Nolen
City Planner
Hale J. Walker
Justin R. Hartzog
Associates
Harvard Sq.
Cambridge,
Mass.

Item 77. John
Nolen; Detail from
Venice Florida:
*Preliminary
Sketch for the
Water Front at
the Termination
of Venice Ave.*;
n.d.; 24"x29";
colored pencil on
blueprint.

with truck farming, manufacturing, shipping, and retail trade, in addition to the resort itself. While planning of smaller subdivisions and revisions of the general plan continued to be produced, the Brotherhood of Locomotive Engineers began to encounter serious financial difficulties. Internal union dissension finally ended the venture in 1927. [Items 77-80 from John Nolen Papers]

77. "Venice Florida: Preliminary Sketch for the Water Front at the Termination of Venice Ave."; John Nolen; n.d.; colored pencil on blueprint; 24"x29".

78. "Venice Florida: Sketch Showing Proposed Treatment of Civic Center, Auditorium, City Hall, Library and Fire Station Locations"; John Nolen; 1927; colored pencil on tracing paper; 26"x22".

79. *The Venice News*; Vol. 1, No. 27; June 3, 1927.

80. Aerial photograph of Venice, Florida; Jay E. Brown; n.d.; black and white print.

SAN DIEGO, CALIFORNIA

Although John Nolen first worked for the city of San Diego, California in 1907, he was again retained in 1924 to prepare a comprehensive plan for the city. The ordinance providing funding for John Nolen's services stated that:

Mr. Nolen's services shall consist of advising the City Planning Commission, Harbor Commission and Park Commis-

sion as to planning work necessary for the improvement and betterment of the City of San Diego, and the furnishing of the necessary data to prepare a survey and plan for the improvement and development of San Diego, together with such maps, plans and local data as may be necessary as a basis for such planning. The plan to be furnished shall include a comprehensive city planning study of the City of San Diego; a general plan of major streets; a general scheme for parks and other recreation areas; and a general plan for the development of the Bay front. Said work to be done under the Supervision of the City Planning Commission of The City of San Diego.

This revised plan for San Diego was completed in early 1926, adopted by the City Council on March 8, and published later that year. A special study of Balboa Park, site of the 1915 Panama-California Exposition, proceeded concurrently under the direction of the Board of Park Commissioners from 1925 to 1927. A second park planning project concerned the development of Presidio Hills, a historic area of about fifty acres, designed as a public park. [Items 81-86 from John Nolen Papers]

81. "Balboa Park, San Diego, California: Special Plan of Exposition Center"; John Nolen; 1927; ink on linen; 33½"x30½".

82. Drawing of Presidio Hills; John Nolen; c.



Item 86. John Nolen; *Section Thro. Promenade, Roseville Harbor, San Diego, California*; n.d.; 8½"x11"; ink and colored pencil on drawing paper.

1927; graphite and colored pencil on tracing paper; 12¾"x15½".

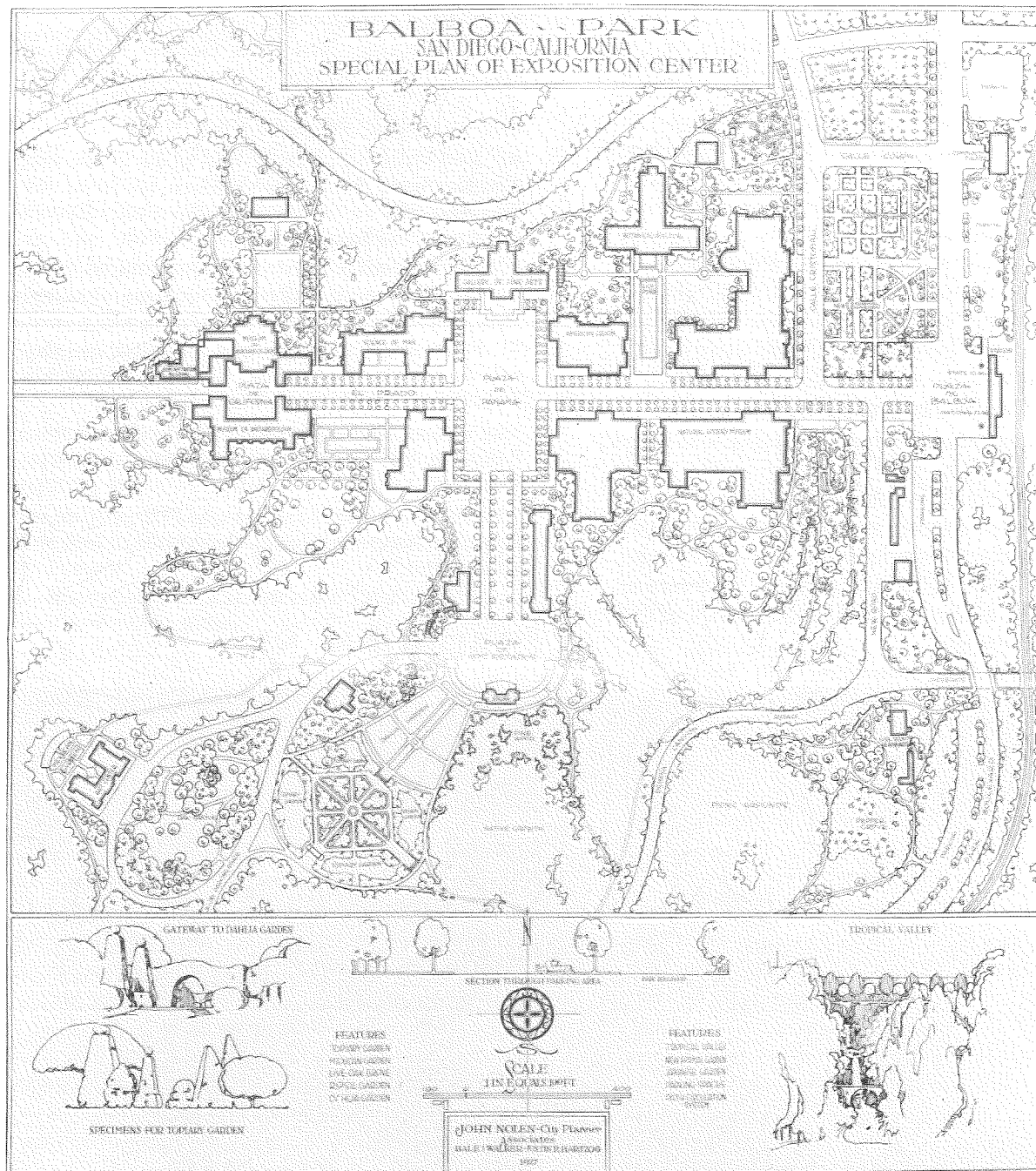
83. Photograph of John Nolen pointing to a map of San Diego; Harry T. Bishop; c. 1924; black and white print.

84. Letter from Harold Angier, Secretary of the San Diego, California City Planning Commission, to John Nolen about fees and land use in San

Diego; May 21, 1925; typescript.

85. Telegram from George W. Marston to John Nolen about the Balboa Park Project; March 14, 1924.

86. "Section Thro. Promenade, Roseville Harbor, San Diego, California"; John Nolen; n.d.; pen and colored pencil on drawing paper; 8½"x11".



Item 81. John Nolen; Balboa Park, San Diego, California: Special Plan of Exposition Center; 1927; 33½"x30½"; ink on linen.

SUNNYSIDE GARDENS, NEW YORK, NEW YORK

Sunnyside Gardens, designed by Clarence S. Stein, was not itself a "new town." It was viewed by its developer, the City Housing Corporation, as an experiment to prepare them for the construction of a garden city based on the English model.

Land was acquired in Queens, New York in 1924, and the project was completed by 1928. Although the area was laid out in the grid pattern typical of most cities, Sunnyside was developed in blocks with green commons centered in each block. The central open areas included both community park areas and space for private gardens. Different house types were mixed throughout the development, so that three-floor apartment buildings were combined with two-story rows of mixed single- and two-family houses.

The block served as the center of social activity, and "block" organizations were formed. In 1926, with the creation of a community building, a single Sunnyside Community Association was established, but the separate block organizations were continued for the protection of the property interests of the house owners and the maintenance of the common areas.

Initially, Sunnyside was financially successful and provided good housing for moderate-income families, but its success was seriously affected by the Depression. The block pattern begun here by Clarence Stein and Henry Wright served as a basis for their future development of the "superblock" design implemented in Radburn, New Jersey.

Phipps Garden Apartments was built on a portion of the property originally purchased for Sunnyside. Developed by a foundation, the Society of Phipps Houses, the apartments were designed for white-collar clerical workers and included both four-story walk-ups and taller buildings utilizing elevators. A central court area served as the entrance for all units, with living rooms and balconies facing it. Tenants were permitted to use the recreational areas of Sunnyside

Gardens. Phipps Garden Apartments was initially designed by Clarence Stein in 1931, with a subsequent addition developed in 1935. [Items 87-95 from Clarence S. Stein Papers]

87. "Types of Houses of Unit Two A Erected by City Housing Corporation"; Clarence Stein; February 5, 1925; ink on linen; 11½"x16".

88. *Sunnyside Gardens: A Home Community*; City Housing Corporation; n.d.; brochure.

89. "Sunnyside: The New Garden Homes of Queens"; City Housing Corporation; 1924; flier.

90. "Brick Garden Homes at Madison Homes"; City Housing Corporation; 1927; flier.

91. Photograph of interior of a block in the first development, Sunnyside Gardens, showing the landscaping soon after completion; Brown Brothers; 1924; black and white print.

92. Photograph of children's playground in court of the first unit built; Sunnyside Gardens; Gottscho-Schleisner; 1949; black and white print.

93. Photograph of landscaped courtyard opening off the street, Sunnyside Gardens; Gottscho-Schleisner; 1949; black and white print.

94. "Phipps Garden Apartments"; Isadore Rosenfield; reprinted from *The Architectural Forum*; February 1932.

95. Photograph of balconies, Phipps Garden Apartments; Gottscho-Schleisner; n.d.; black and white print.

RADBURN, NEW JERSEY

In 1928, the City Housing Corporation was prepared to undertake Clarence Stein's project to create a "new town for the motor age." About two square miles of land in Fairlawn, New Jersey, sixteen miles from New York City, were acquired. Although Stein was heavily influenced by the garden city idea of Ebenezer Howard, the Radburn site was not suitable for either a greenbelt or for local industry. Radburn would be primarily a middle-class commuter suburb of New York City.

To meet the challenge created by the automobile, the Radburn design introduced the "superblock," an area ten to fifteen times the size of traditional rectangular city blocks. The design included the planning and building of designated-use roads; the use of walks,

paths, underpasses, and overpasses to keep pedestrians protected from automobile traffic; the living and sleeping areas of houses facing garden areas rather than roadways; and large park areas in the center of superblocks joined together to form a continuous open space. Radburn was also planned to include distinct neighborhoods of about a half-mile radius centering on an elementary school and playground. A main cultural and educational center and a commercial center were also planned.

The first houses in Radburn were built in 1929. After the stock market crash in October, some development continued until the City Housing Corporation was forced into bankruptcy by the Depression. Ultimately, only two of the proposed superblocks were built. The ideas represented by Radburn were of great importance for subsequent public and private planning efforts. [Items 96-106 from Clarence S. Stein Papers]

96. "Town Plan: Radburn, N.J."; Clarence S. Stein and Henry Wright; 1928; ink and colored pencil on linen; 41"x34 1/4".

97. "Radburn," Chapter II; *Toward New Towns for America*; Clarence S. Stein; Liverpool: University Press of Liverpool; 1951.

98. Photograph of Clarence S. Stein; c. 1950; black and white print.

99. Aerial photograph of Radburn looking up Howard Avenue; Brown Brothers; 1929; black and white print.

100. *Radburn Garden Homes*; City Housing Corporation; 1929; brochure.

101. Photograph of rosebushes flanking the footway to the underpass, Radburn, New Jersey; Gretchen Van Tassel; n.d.; black and white print.

102. "Plan of Burnham Place"; Clarence S. Stein; c. 1928; ink on linen; 22"x17".

103. "Radburn - The Challenge of a New Town"; Tracy B. Augur; reprinted from the *Michigan Municipal Review*; February 1931.

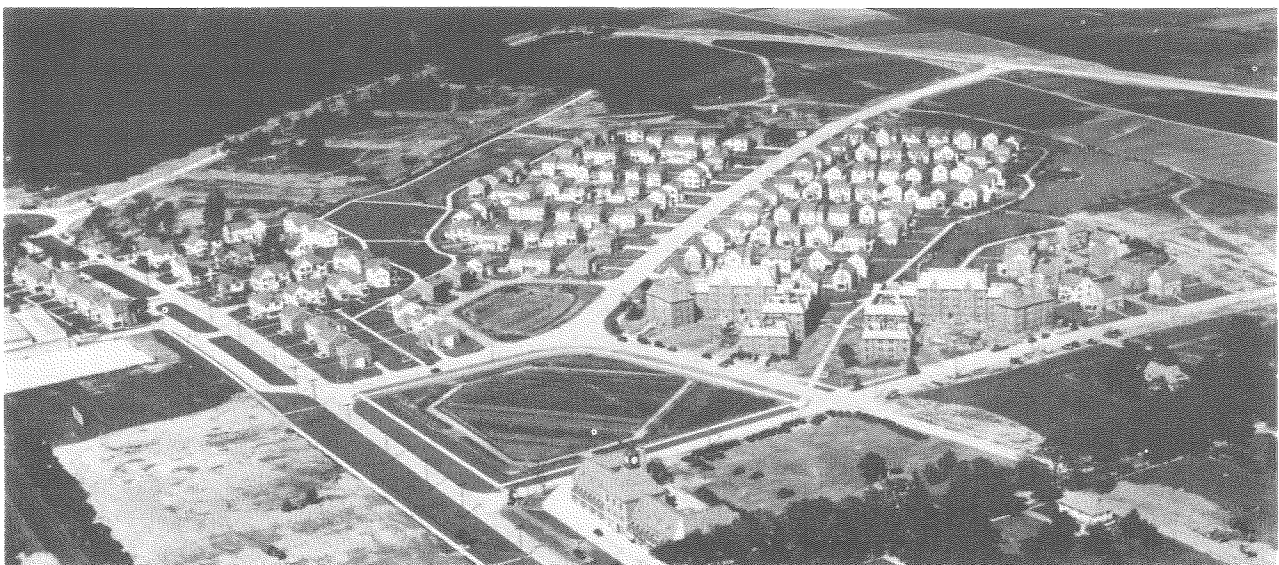
104. Photograph of row houses facing the park leading into the second neighborhood, Radburn, New Jersey; Heinrichs Studio; 1931; black and white print.

105. Annotated comparative plan of a "Superblock" in Radburn and regular blocks in unplanned town of Wyandotte, Michigan; n.d.; ink and typescript on tracing paper; 8 1/4"x11 1/4".

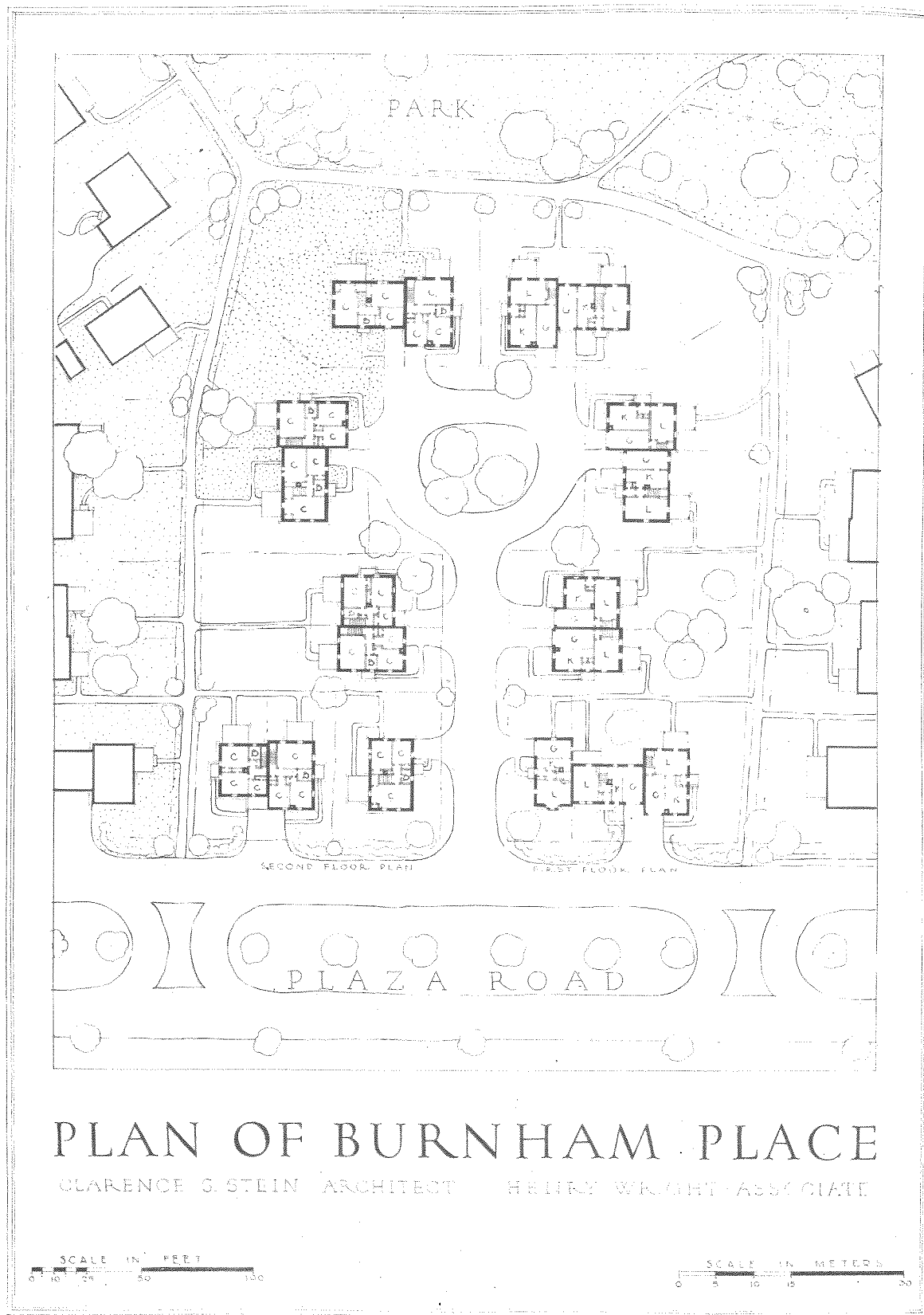
106. *Radburn: Protective Restrictions and Community Administration*; City Housing Corporation; 1928; pamphlet.

REGIONAL PLAN OF NEW YORK AND ITS ENVIRONS

In 1921, the Russell Sage Foundation agreed to fund a committee, subsequently



Item 99. Aerial photograph of Radburn looking up Howard Avenue; Brown Brothers; 1929; black and white print.



PLAN OF BURNHAM PLACE

CLARENCE S. STEIN ARCHITECT HENRY WRIGHT ASSOCIATE

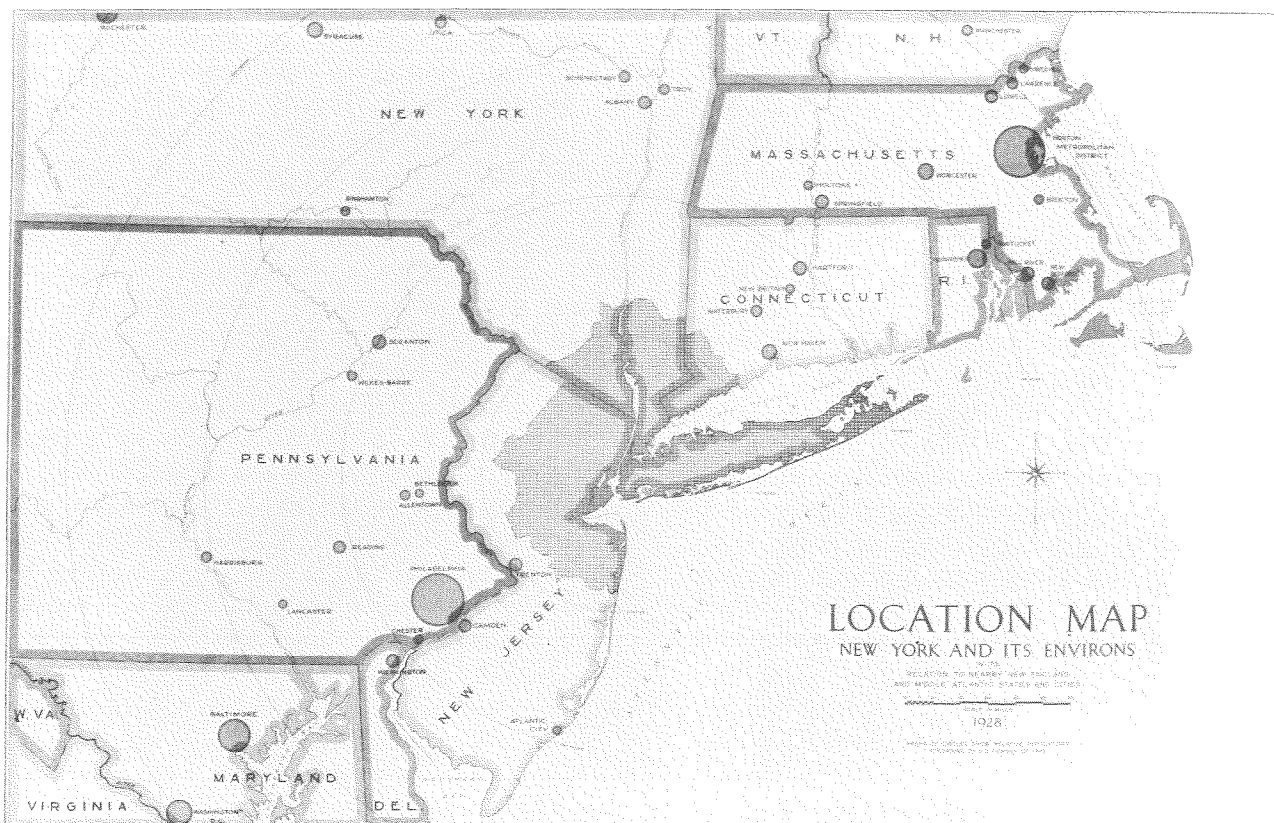
Item 102. Clarence S. Stein; *Plan of Burnham Place*; c. 1928; 22"x17"; ink on linen.

known as the Committee on Regional Plan of New York and Its Environs, chaired by Charles Dyer Norton. Thomas Adams assumed the position of general director of plans and surveys in 1923, and the committee engaged some of the most prominent planners in the United States to work with him on a preliminary survey of the region. By 1924, the Regional Plan Committee had become an independent organization with six divisions, four advisory committees of architects, a large advisory engineering committee, an advisory legal committee, and dozens of special consultants. The region was defined as "within easy commuting distance of Manhattan" and encompassed 5,528 square miles with more than 500 incorporated communities. The Regional Plan Committee was seen as a voluntary advisory body that would produce, in Adams' words, "a broad outline of proposals for guidance of public authorities and utility corporations." The development of details and implementa-

tion would be up to "local authorities through their planning commissions, the county authorities through their highway and park commissions, the port authorities, and the railroad authorities." As Adams described it, the regional plan would deal with the "future rather than the present, and with tendencies rather than with conditions." In 1929, the Committee on the Regional Plan held a public meeting to present the first volume of its plan, *The Graphic Regional Plan*, and to launch a new Regional Plan Association to carry on educational work and to guide the development of the region in accordance with the plan. The Association continues to be active in promoting these objectives. [Items 107-111 from the Regional Plan Association Records]

107. Draft memorandum to the Board of Trustees of the Russell Sage Foundation proposing creation of a Committee on Plan of New York; Charles Dyer Norton; 1921; typescript.

108. "The Committee on a Regional Plan for New



Item 111. Regional Plan of New York and Its Environs: *Location Map: New York and Its Environs*; 1928.

York and Its Environs: Purposes and Methods"; c. 1923; flier.

109. "The Greatest Metropolitan Region in the World Has Been Planned Like a Business for Fifty Years to Come"; 1929; draft brochure.

110. *The Transit and Transportation Problem*; Harold M. Lewis; New York: Regional Plan of New York and Its Environs; 1926.

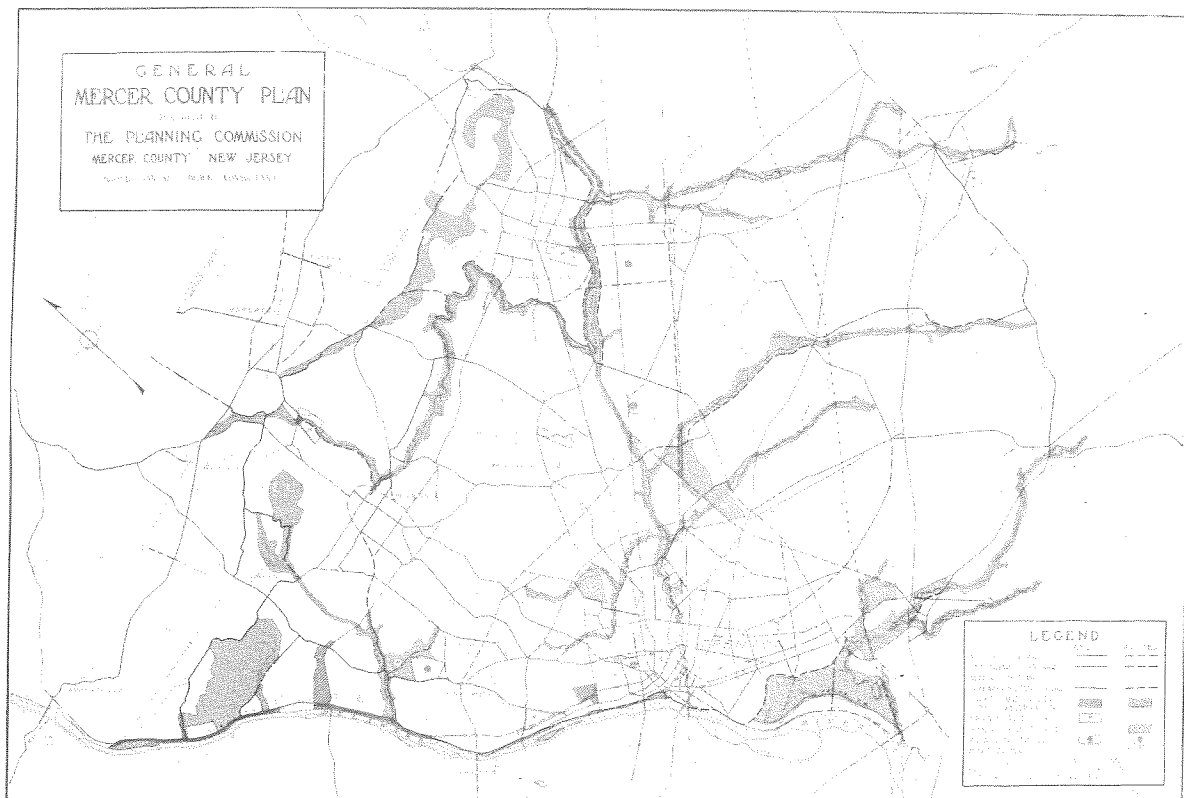
111. "Location Map: New York and Its Environs in its Relation to Nearby New England and Middle Atlantic States and Cities"; from *The Graphic Regional Plan: New York and Its Environs*; New York: Regional Plan of New York and its Environs; 1928.

REGIONAL PLAN ASSOCIATION OF SAN FRANCISCO BAY COUNTIES

The Regional Plan Association of San Francisco Bay Counties was formed in 1925 as one of the many responses to the regional

planning movements in New York and Los Angeles. A report was prepared by Russell VanNest Black proposing the study of a variety of area-wide problems. The Association then engaged Harland Bartholomew to survey the whole range of physical characteristics of the nine-county region surrounding San Francisco Bay. The Association encountered serious financial and political problems and was forced to cease operations in 1928, but its reports and studies served as a legacy for subsequent regional planning efforts in the Bay area. [Item 112 from American Planning and Civic Association Records; items 113-115 from John Nolen Papers; item 116 from San Francisco Planning and Urban Renewal Records]

112. "Proposed East Bay Park Reservations"; Olmsted Brothers; September 1930; from *Report on Proposed Park Reservations for East Bay Cities (California)*; Olmsted Brothers and Ansel F. Hall; Berkeley, California: University of California, Bureau of Public Administration; December 1930.



Item 117. Russell VanNest Black: *General Mercer County Plan*; 1930; 24½"x36"; printed map.

113. "A Regional Plan for the San Francisco Bay District"; Commonwealth Club of California; April 11, 1924; prospectus.

114. Letter from F. Dohrmann, Jr., President, Regional Plan Association of San Francisco Bay Counties to John Nolen, requesting a financial estimate to review the problems connected with the establishment of a regional plan for the Bay counties, November 27, 1925; typescript.

115. *A Plan for the Bay Region: "Purpose and Scope"*; F. Dohrmann, Jr.; Regional Plan Association; c. 1924; brochure.

116. "San Francisco, California Street Grades, San Francisco Traffic Survey Committee"; Bartholomew and Associates; *Report on Rapid Transit Plans for the City of San Francisco*; M. M. O'Shaughnessy; San Francisco: City and County of San Francisco, Department of Public Works, Bureau of Engineering; May 1931.

American Planning and Civic Association Records]

117. "General Mercer County Plan: Prepared by the Planning Commission, Mercer County, New Jersey"; Russell VanNest Black, Consultant, J. C. Merritt, Delineator; December 1930; printed map, 24½"x36".

118. Letter from John Nolen to Russell VanNest Black commenting on the regional survey and plan of Philadelphia; June 13, 1928; typescript.

119. *Regionally Planned Groundwork: Airways and Airports*; Aviation Committee, Regional Planning Federation of the Philadelphia Tri-State District; Philadelphia: Regional Planning Federation of the Philadelphia Tri-State District; April 1930.

120. *Nature's Plan for Parks and Parkways - Recreational Land*; Regional Planning Federation; Philadelphia: Regional Planning Federation of the Philadelphia Tri-State District; 1932.

PHILADELPHIA TRI-STATE DISTRICT

ZONING

One of the responses to the enthusiasm generated by the work of the Committee on the Regional Plan of New York and Its Environs was the formation of the Regional Planning Federation of the Philadelphia Tri-State District. Russell VanNest Black, who served as director of plans and surveys, envisioned a comprehensive plan based on graphic representations and historical statistical data. He hoped for the establishment of garden cities in Delaware, Pennsylvania, and New Jersey as a means of providing for a substantial rate of population growth in outlying areas. A change in the governance and funding sources of the Federation led to the rejection of a proposal for a detailed land use study and to Black's resignation. However, before its demise in the early 1930's, the Federation did produce reports concerning river pollution, preservation of recreational resources, coordination of transportation services, and improvement of water supplies. The educational efforts of the organization did have substantial effects, one of which was the formation of a planning commission by Mercer County, New Jersey. [Items 117-119 from Russell VanNest Black Papers; item 120 from

In 1909, Los Angeles adopted ordinances creating seven industrial districts and designating almost all of the rest of the city as a residential district. The law was challenged (*Hadacheck v. Sebastian*) all the way to the United States Supreme Court, which held that the city had not acted arbitrarily in the exercise of its police powers. Four years later, the legislatures of Wisconsin, Illinois, and Minnesota enacted laws allowing cities of certain classes to establish residential districts. However, the first comprehensive zoning law was enacted in New York City in 1916. Based on a continuing need to control the height of skyscrapers and to halt the movement of factories into high-class retail areas, the Board of Estimate created a Committee on the Height, Size, and Arrangement of Buildings. This committee appointed an advisory Heights of Buildings Commission, headed by attorney Edward M. Bassett, which proposed in 1913 that the entire city be districted, or zoned. A new commission, the Commission on Building Districts and Restrictions, produced a zoning resolution adopted by the Board of Estimate

in July 1916. The resolution established: three classes of use districts, residence, business, and unrestricted; height districts, in which the height of buildings was primarily determined by the width of adjoining streets; and area districts, regulating the size of yards, courts, and other open spaces. As a result of the successful implementation of the 1916 resolution in New York, numerous cities across the country began zoning efforts.

In 1926, the United States Supreme Court upheld the constitutionality of zoning ordinances by overturning a ruling by a United States District Court in northern Ohio that had granted an injunction against the enforcement of a zoning ordinance of the village of Euclid, holding that zoning ordinances were unconstitutional because they violated the Fourteenth Amendment, "taking" property without compensation. Thanks to this decision, planners no longer had to defend zoning ordinances but could concentrate on improving zoning design and implementation. Impetus had also been provided by a report, issued in 1924 by Secretary of Commerce Herbert Hoover's Advisory Committee on Zoning, which emphasized the importance of good zoning ordinances as a vital element in effective planning. [Items 121-128 from Edward M. Bassett Papers]

121. *Commission on Building Districts and Restrictions: Final Report*; City of New York, Board of Estimate and Apportionment, Committee on the City Plan; June 2, 1916.

122. "Board of Estimate and Apportionment: Building Zone Resolution (adopted July 25, 1916)"; City of New York; July 1916; resolution.

123. "Zoning: An Essential Part of the City Plan"; Harland Bartholomew; from *Baltimore Municipal Journal*; November 5, 1920.

124. "Zoning Experiences in Many Cities"; Harland Bartholomew; from *National Real Estate Journal*; March 1, 1920.

125. *Zoning As an Element in City Planning, and for Protection of Property Values, Public Safety, and Public Health*; by Lawson Purdy, Harland Bartholomew, Edward M. Bassett, Andrew Wright Crawford and Herbert S. Swan; Washington, D.C.: American Civic Association; June 30, 1920.

126. "How New York Was Saved by Zoning," Address delivered to the Chicago Association of Commerce; Edward M. Bassett; from *The Chicago Real Estate Board Bulletin*; July 1920.

127. *Zoning: The Laws, Administration, and Court Decisions During the First Twenty Years*; Edward M. Bassett; New York: Russell Sage Foundation; 1936.

128. *A City Planning Primer*; U.S. Department of Commerce, Advisory Committee on Zoning; Washington, D.C.: United States Government Printing Office; 1928.

PLANNING AND THE NEW DEAL

After the election of Franklin D. Roosevelt in 1932, the federal government took an increasingly large role in revitalizing the economy. One area of substantial impact was in the development of adequate housing. Federal intervention in planning was not entirely new; during World War I the United States Housing Corporation had conducted a program of direct governmental construction. But the range and scope of the New Deal legislation would permanently affect the relationship between public and private and local and national planning. During the first months of the Roosevelt administration, major innovative legislation was passed, including the Tennessee Valley Authority Act, the Agricultural Adjustment Act, the act creating the Civilian Conservation Corps, the Railroad Coordination Act, and, perhaps the most important for planners, the National Recovery Act of June 1933. The National Recovery Act provided for a comprehensive public works program which included highways, parkways, river and harbor improvement, slum clearance, conservation, and the construction of public buildings and low-cost housing. Under the terms of the Act, a Public Works Administration (PWA) was established to organize and coordinate the whole system of public works. Within the PWA, a National Planning Board was created to advise on long-range policies. Among the programs of the National Planning Board were research in social and economic implications of public policy and the stimulation of regional, state, and local planning efforts. By 1936, every state except Delaware had a state planning board. The National Planning Board provided consultants to the state boards, including such major planners as John Nolen, Justin Hartzog, Russell VanNest Black, Ladislav Segoe, Jacob Crane, Walter Blucher, and Harland Bartholomew.

One of the earliest planning projects of the New Deal was included in the Tennessee Valley Authority (TVA). Earle S.

Draper was named to head the regional planning and housing activities of the TVA. Draper and Tracy B. Augur coordinated activities to provide housing for workers on the dams and to plan new towns, initially for the construction workers but ultimately to be permanent communities. In towns like Norris, Tennessee, the influence of the "new town" movement, particularly the examples of Kingsport and Radburn, is clearly evident.

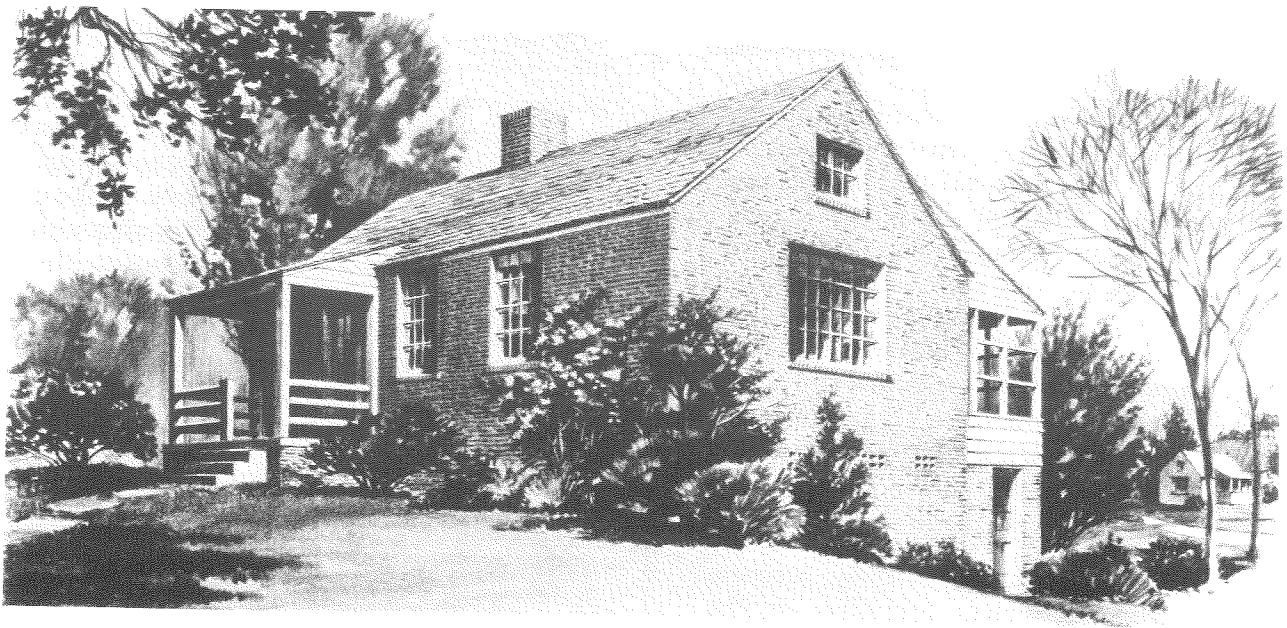
In the field of housing, the New Deal provided major innovations. As early as June 13, 1933, Congress passed the Home Owners Loan Act to help with the refinancing of home mortgages. The National Recovery Act included a provision for low-cost housing and slum clearance, and the PWA Housing Division received applications from private and semi-public groups for limited dividend projects. The Public Works Emergency Housing Corporation was created to conduct low-cost housing and slum clearance projects that would not have been otherwise undertaken. It would lend assistance to states, municipalities, and public housing authorities as well as finance projects outright. Also in 1933, the National Association of Housing Officials was formed to develop administrative standards for public housing agencies and procedures for the initiation, construction, and operation of public low-cost housing. In October 1934, the Association proposed a national housing program and recommended a permanent federal housing agency, although ultimate control was to remain local. The National Housing Act of 1934 established the Federal Housing Administration to insure loans for home improvement and mortgages for homes and rental housing projects. In order to qualify for these loans, evidence of adherence to a set of minimum physical property standards was required. The Housing Act of 1937 created a United States Housing Authority to provide loans and subsidies to the states and municipalities for low-income housing. The new federal agency could loan

as much as 90% of the total cost of a project at a low interest rate for a period up to sixty years. Subsequently, twenty-four states passed laws making housing projects subject to local planning and zoning laws. In 1935, a series of court cases blocked efforts of the Housing Division of PWA to acquire slum sites, the courts ruling that because "housing is not a federal purpose," eminent domain was not applicable. Later in 1935, the Supreme Court nullified the National Recovery Act. Nevertheless, the Housing Division completed fifty-one projects, twenty-seven of which involved slum clearance.

In 1935, President Roosevelt, by executive order, combined the Subsistence Homestead Division (Department of the Interior) and the Rural Rehabilitation Division (Federal Emergency Relief Administration) with the Federal Emergency Relief Administration Land Program and the Land Policy Section of the Agricultural Adjustment Administration to form the Resettlement Administration. Headed by Rexford G. Tugwell, the Resettlement Administration included a Suburban Resettlement Division, one of whose aims was the construction of model communities beyond existing city limits. In the spring and summer of 1935, Warren Jay

Vinton, chief economist for the Resettlement Administration, directed studies of the hundred largest cities in the United States. Five cities were chosen as sites for new towns, and three towns were ultimately built. The three, Greenbelt, Maryland, Greenhills, Ohio, and Greendale, Wisconsin, were small well-planned garden suburbs with distinctive greenbelts, providing capacity for limited agricultural production. Greenbelt was planned and designed by Hale J. Walker, Greenhills by Justin Hartzog and William Strong, and Greendale by Jacob Crane and Elbert Peets. A fourth town, Greenbrook, New Jersey, was planned by Henry Churchill, Henry Wright, and Albert Mayer, but construction was halted as a result of a judicial challenge by local interests. Also involved in the greenbelt projects was an advisory planning group, composed of Tracy Augur, Earle Draper, Russell VanNest Black, Henry Wright, and Clarence Stein. The Resettlement Administration went out of existence in 1938, but work on the three towns continued.

At the same time that the greenbelt projects were being completed, a different type of federally-assisted housing was being developed. An early example was Baldwin Hills Village, located near Los Angeles,

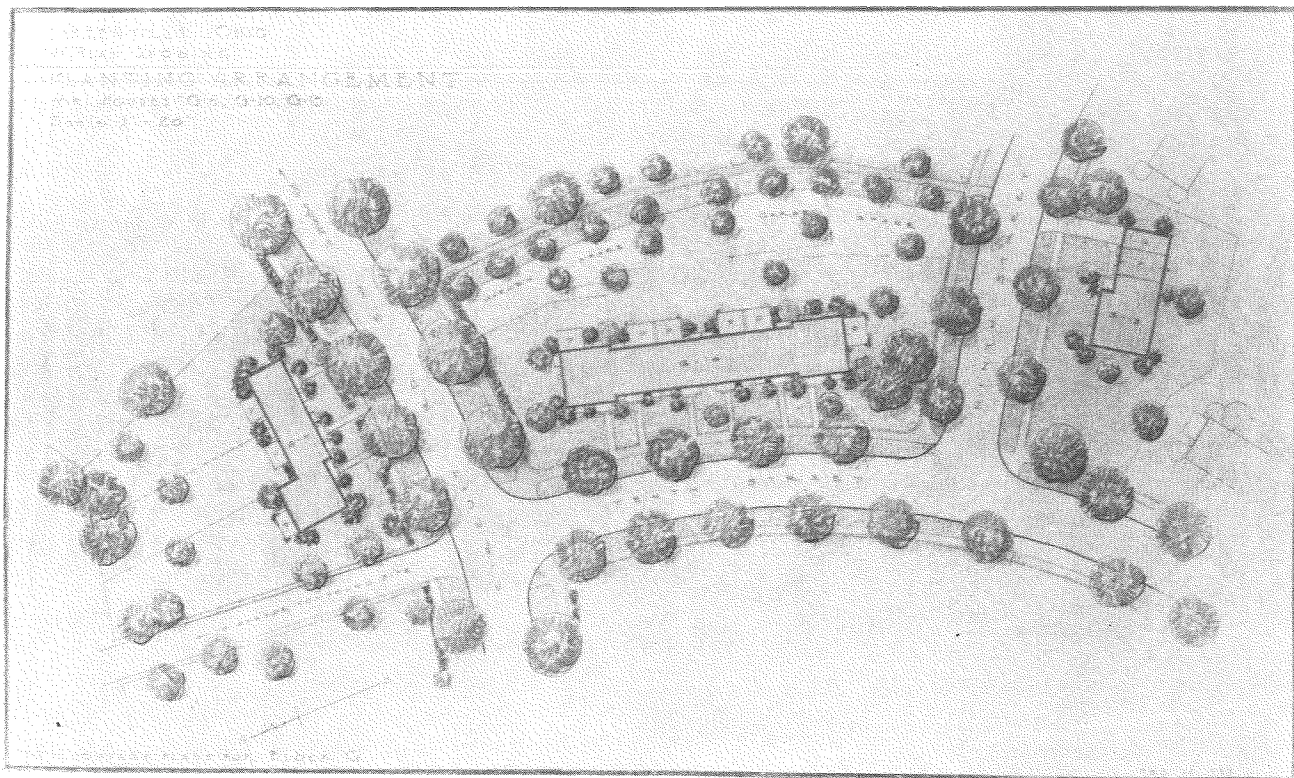


Item 130. Photograph of painting of TVA-built house at Norris, Tennessee; Gurnee: 1934; black and white print.

California. Clarence Stein considered Baldwin Hills Village as the "most complete and most characteristic expression" of the "Radburn Idea". While Stein first saw the site in 1935 and preliminary planning began in 1938, Baldwin Hills Village was not built until 1941. Loans and mortgage insurance were provided by the Federal Housing Administration (FHA) and the Reconstruction Finance Corporation (RFC). During this period, the Rental Housing Division of FHA was the only means available for financing such a project. The National Housing Act had permitted mortgage insurance up to 80% of capital value on approved rental projects which limited rents and the return on equity.

eight-acre superblock. There was a central green surrounded by two-story buildings, garden courts, and garage courts. Houses also had private enclosed patios on the garage court side; second-floor apartments had patios or balconies. There were three types of houses; one-story bungalows; single-family, two-story houses; and two-family row houses. There was also an administration building and a community club.

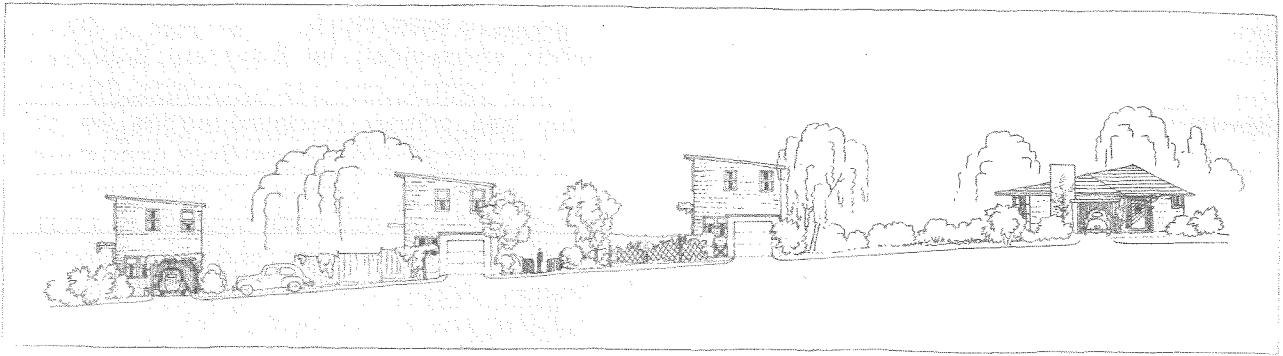
Baldwin Hills Village was designed by the architect Reginald Johnson and his associates, Robert E. Alexander, Lewis Eugene Wilson, and Edwin Merrill. Clarence Stein served as consultant.



Item 136. Justin R. Hartzog; Greenhills, Ohio: A Plan Showing Planting Arrangement for Houses G-6, G-10, G-13; 1937; 20"x32³/₄"; colored pencil on tracing paper.

Capital for the 80% mortgage was secured from the National Mortgage Association of the RFC. Although a private enterprise, Baldwin Hills Village required public financing to start and actually used more public money than many public housing projects. Baldwin Hills was initially designed as an

The New Deal brought extensive innovation and experimentation to the areas of planning, designing, building, and financing housing. While some of the ideas and agencies involved disappeared within a few years, others had a lasting impact. Perhaps the most important was the establishment of the



Item 143. Elbert Peets: Street elevation of housing units, Greendale, Wisconsin; n.d.; 9"x24"; ink on tracing paper.



Item 145. Elbert Peets: Detail from *Study for the 'East Greendale Plaza,' a Shopping Center for 900 Families*, Greendale, Wisconsin; 1949; 19"x24"; pencil on tracing paper.

Federal Housing Administration. This agency and associated programs have continued to be a dominant force in the provision of housing in America. [Item 129 from Ladislas Segoe and Associates, City Planners Records; item 130 from John Nolen Papers; items 131 and 133 from Housing Study Guild Records; item 132 from Charles Abrams Papers; items 134-139 from Justin R. Hartzog Papers; items 140-142, 149 from Warren J. Vinton Papers; items 143-148 from Elbert Peets Papers; items 150-152, 154-161 from Clarence S. Stein Papers; item 153 from Robert E. Alexander Papers.]

129. Photograph of first workmen's dormitories, Norris, Tennessee; in *Design of Workmen's Dormitories at TVA Construction Projects*; Knoxville, Tennessee: Tennessee Valley Authority, Department of Regional Planning Studies, Community Planning Division; October 11, 1939.

130. Photograph of painting of TVA-built house at Norris, Tennessee; Gurnee; 1934; black and white print.

131. *Home for Workers*; Federal Emergency Administration of Public Works; Washington: United States Government Printing Office, 1937.

132. Photograph of Mayor Fiorello La Guardia dedicating New York City Housing Authority project, December 3, 1935; black and white print.

133. *Williamsburg Houses: A Case History of Housing*; Federal Administration of Public Works; 1937; pamphlet.

134. "Greenhills, Ohio: Map of Parks and Parkways"; Division of Suburban Resettlement, Resettlement Administration; May 20, 1936; watercolor on blue-line print; 28"x37".

135. "Fourth Study: Town Center"; Justin Hartzog; n.d.; colored pencil on tracing paper; 12"x20".

136. "Greenhills, Ohio: A Plan Showing Planting Arrangement for Houses G-6, G-10, G-13"; Justin Hartzog; 1937; colored pencil on tracing paper; 20"x32³/₄".

137. Photograph of Planning Staff of Greenhills, Ohio Project; Washington, D.C.; September 25, 1936; black and white print.

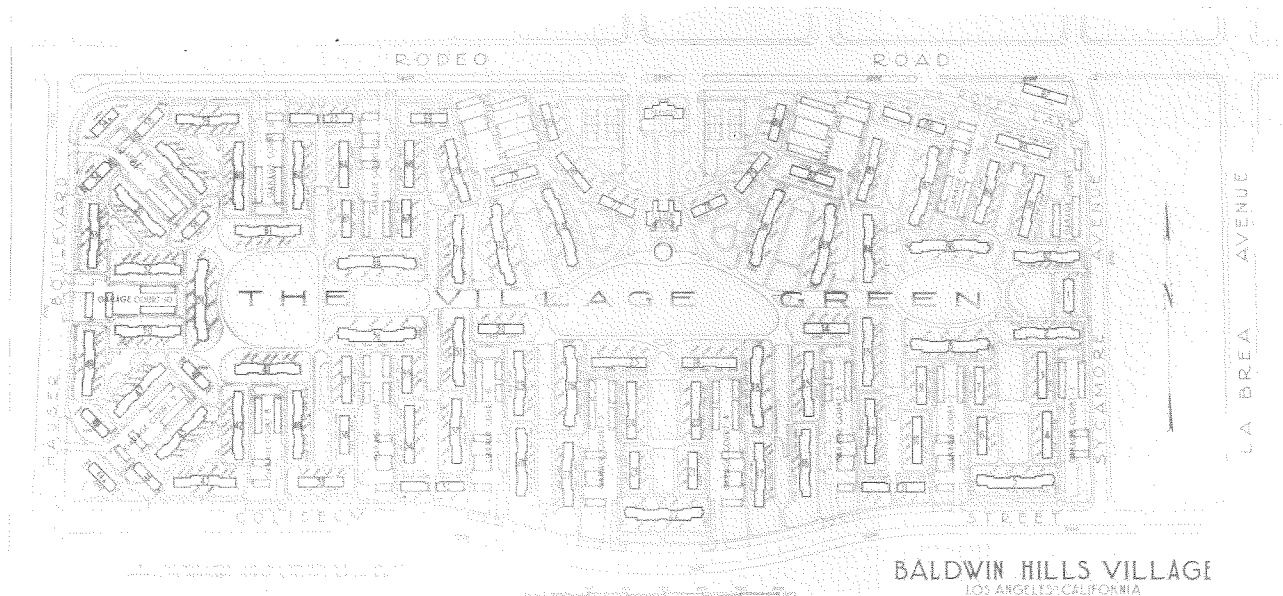
138. Key to photograph (item 137) identifying Planning Staff of Greenhills, Ohio Project; September 25, 1936.

139. Aerial photograph of Greenhills, Ohio; c. 1936; black and white print.

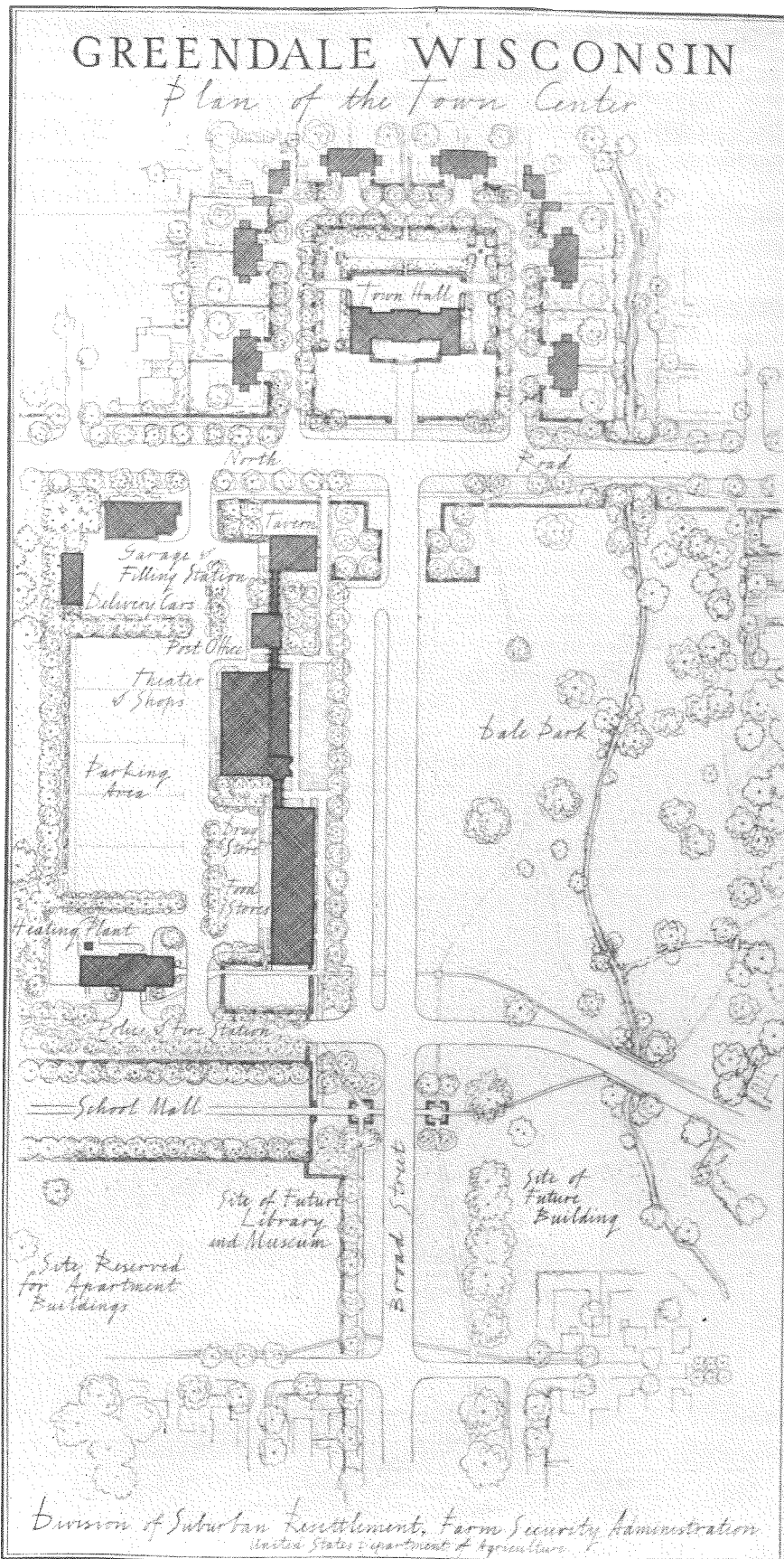
140. "Comparative Architectural Details in the Greenbelt Housing"; from *American Architect and Architecture*; October 1936.

141. Index card for Justin R. Hartzog, part of evaluations of planners and architects, compiled by Warren J. Vinton in selecting staff for the Suburban Resettlement Administration Greenbelt Projects; Fall, 1935.

142. "Greenhills"; Resettlement Administration; n.d.; flier.



Item 152. Plan of Baldwin Hills Village; n.d.; 8½"x18"; printed plan.



Item 146.
Elbert Peets: Greendale, Wisconsin:
Plan of Town Center;
n.d.: 40"x22"; ink on linen.

143. Street elevation of housing units, Greendale, Wisconsin; Elbert Peets; n.d.; ink on tracing paper; 9"x24".

144. Front facade of housing units, Greendale, Wisconsin; Elbert Peets; n.d.; ink on tracing paper; 9"x24".

145. "Study for the 'East Greendale Plaza,' a Shopping Center for 900 Families, Greendale, Wisconsin"; Elbert Peets; March 24, 1949; pencil on tracing paper; 19"x24".

146. "Greendale, Wisconsin: Plan of the Town Center,"; Elbert Peets; n.d.; ink on linen; 40"x22".

147. "Greenbelt Planning: Resettlement Administration Builds Three Model Towns"; John Drier; reprinted from *Pencil Points*; August 1936.

148. Photograph of Elbert Peets; n.d.; black and white print.

149. "Greendale, Wisconsin"; Resettlement Administration; n.d.; flier.

150. Photograph of serpentine wall, Baldwin Hills, California; n.d.; black and white print.

151. "Introducing Baldwin Hills Village, West's Finest Apartment Estate"; n.d.; flier.

152. Plan of Baldwin Hills Village; n.d.; printed plan; 8½"x18".

153. Photograph of Robert E. Alexander lecturing to League of Women Voters' meeting; November 20, 1942; black and white print.

154. "Typical Court Plan, Thousand Gardens, Los Angeles, California"; Reginald D. Johnson, Wilson, Merrill & Alexander, Architects Associated; July 26, 1938; blueprint; 13"x15".

155. "Thousand Gardens, Los Angeles, California"; Reginald D. Johnson, Wilson, Merrill & Alexander, Architects Associated; July 15, 1938; blueprint; 13"x37".

156. Plan of first floor Unit C-2, Baldwin Hills Village; 1942; printed plan; 11"x8½".

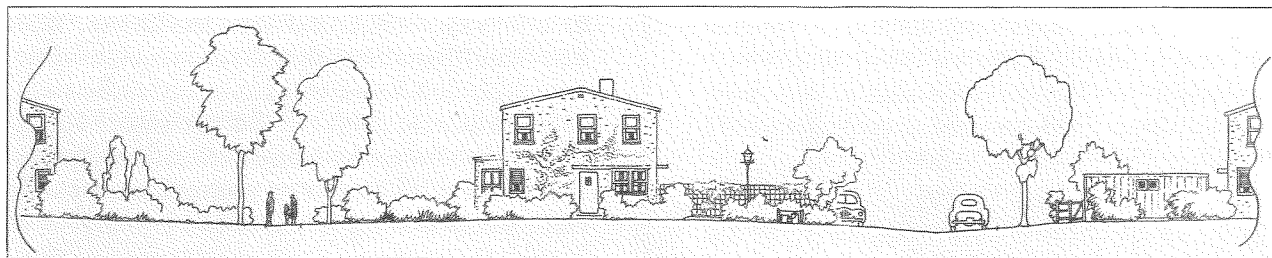
157. Plan of second floor Unit C-2, Baldwin Hills Village; 1942; printed plan; 11"x8½".

158. Photograph of exterior of one-story housing unit, Baldwin Hills Village; c. 1942; black and white print.

159. Photograph of living room, "C-2" apartment, Baldwin Hills Village; "Dick" Whittington, Photographer; July 1942; black and white print.

160. Aerial photograph, Baldwin Hills Village; Spence Air Photos; 1941; black and white print.

161. "Description and appraisal . . . Baldwin Hills Village"; Catherine Bauer; from *Pencil Points*; September 1944.



Item 144. Elbert Peets: Front facade of housing units, Greendale, Wisconsin; n.d. 9"x24"; ink on tracing paper.

CONTEMPORARY PLANNING

Changes in American society after World War II were dramatically reflected in the changing configuration of urban areas. A rapidly accelerating movement to growing suburban areas was accompanied by a corresponding decline in the center cities. There was a great increase in the demand for housing after the war, and, by the end of the 1940's, almost 60% of new housing was being built in suburban areas. The new suburbs differed from earlier suburbs, utilizing large-scale production of identical units or a few standardized models on large tracts of land. Large developments like San Lorenzo Village near San Francisco, with more than 4,600 homes; Park Forest near Chicago, planned for 30,000 residents; and Levittown, New York, with nearly 51,000 residents in 15,000 identical houses, were, in many ways, planned communities with schools, parks, and churches. Typically, however, most new suburbs were smaller tracts of one to two hundred houses, with a small shopping center. These developments did meet the Federal Housing Administration's minimum standards, so that buyers were able to purchase homes using FHA-insured mortgages.

The demand for housing intensified during the postwar period. Because of the difficulties of meeting the demand for affordable housing, it was necessary for the federal government to continue to play an active role. In 1947, a Housing and Home Finance Agency was established to administer the Home Loan Bank Board, the Federal Housing Administration, and the Public Housing Administration. The FHA mortgage insurance programs were liberalized in 1948 and several new programs initiated. The Housing Act of 1949, required that the plan for a redevelopment project "conform to a general plan for the development of the locality as a whole." This enabled the federal government to exercise leadership in promoting city and

metropolitan planning and effecting closer relations between public housing authorities and planning agencies. There were a variety of financial incentives, including aid for low-income housing, federal credit for local housing authority bonds, and annual contributions towards capital costs of public housing projects.

The issue of urban blight and the decline of the central city was addressed by the Housing Act of 1954. This act stressed the prevention of slums and blight, as well as redevelopment. The Housing and Home Finance Agency created an Urban Renewal Administration with an Urban Renewal Service to assist communities in preparing programs to eliminate slums, rehabilitate usable housing, and prevent the decline of other areas. The government would provide outright grants of up to 50% of estimated costs, grants for special pilot projects, FHA mortgage insurance for rehabilitation of houses in officially designated renewal areas, and FHA mortgage insurance for low-cost housing for displaced families in communities with redevelopment projects. By the end of 1959, over 1,000 towns and small cities and ninety-four metropolitan areas and urban regions were participating in these programs.

The Housing Act of 1964 concentrated on rehabilitation of existing housing to minimize the dislocation of residents. It permitted the use of urban renewal funds to enforce health, sanitation, and occupancy codes and required enactment by 1967 of satisfactory minimum standard housing codes as part of a workable program for community development.

Even more comprehensive was the Demonstration Cities and Metropolitan Development Act of 1966. This act authorized the Department of Housing and Urban

Development, created in 1965, to make grants of up to 80% of the cost of planning a "model neighborhood." Metropolitan coordination was encouraged by the provision that, after June 30, 1967, all applications for loans and grants for construction of hospitals, libraries, transportation facilities, and public works projects required recommendation by a metropolitan or regional planning agency. The act authorized grants for historic preservation projects and surveys and instituted a comprehensive urban research program. It also authorized grants to states to provide information and technical assistance to cities of under 100,000 people and provided FHA mortgage insurance for the development of new communities.

Another comprehensive housing act was passed in 1968, creating twelve new programs and expanding seven others, including low-rent public housing, urban renewal, model cities, and rent supplements. The goal of this act was the provision of good housing for all Americans. Grants were to be made available to low-income families for part of the interest costs on mortgages. FHA mortgage insurance requirements were relaxed for older neighborhoods, and credit assistance and debt management programs were offered to families who were otherwise unable to meet credit requirements. Federal reinsurance was provided for losses due to riots and civil disorders. Housing programs for low-income families had to provide jobs and training for low-income people from the area, and local firms were to be used where possible. Federally-aided new communities had to include a "substantial number" of low and moderate-income housing units. Although the provisions of the act were extremely ambitious, its impact was severely weakened by the refusal of Congress to appropriate sufficient funds to implement many of the programs.

The housing legislation of the 1960's reflected the belief that the federal government should play a major role in the development and implementation of housing policy. It was widely envisioned that, by these means,

wide-scale rehabilitation of urban America could be accomplished. While these ambitious goals were not fulfilled, a belief in the social impact of effective planning was reaffirmed.

Contemporary planning continues the trend toward a broadened social concept of planning. It combines this belief in the social benefits of planning, evident in the cooperative relationship between early planners and social reformers, with an elaboration of Nolen's concern for an integrated view of cities based on a detailed functional analysis.

HOUSING LEGISLATION

The United States Housing Act of 1937 was the first federal legislation which specifically mandated funding for states and municipalities to provide "decent, safe, and sanitary dwellings for families of low income." This act also created a United States Housing Authority and authorized the new agency to lend up to 90% of the total cost of a project at a low interest rate for up to sixty years and to provide subsidies to local housing authorities for the gap between economic rents and the amounts low-income families could afford.

The adoption of the Housing Act of 1949 has been regarded as one of the most significant events in the history of city planning. The act, which provided federal loans and capital grants for redevelopment, was designed to provide 810,000 new units of public housing over a six-year period. Most crucial to planners was the requirement that redevelopment projects conform to "a general city plan for the development of the locality as a whole." The act also encouraged the formation of metropolitan as well as local development and redevelopment agencies. Specific provisions included financial aid for local housing authority bonds and annual contributions of up to 4½% of the capital cost of public housing projects for forty years. These financial incentives enabled the federal government to exercise leadership in pro-

moting city and regional planning, to stimulate new state legislation authorizing metropolitan or regional development agencies, and to promote closer relations between public housing authorities and planning and redevelopment agencies.

In 1954, another major housing act was passed. The Housing Act of 1954 required localities to present a "workable program" to eliminate slums, to rehabilitate still useful housing, and to prevent decline of other areas. The Housing and Home Finance Agency created an Urban Renewal Administration with an Urban Renewal Service to assist communities in preparing programs and providing professional assistance. The act provided for outright grants of up to 50% of estimated costs, grants for special pilot projects, FHA mortgage insurance for rehabilitation of houses in officially designated renewal areas, and FHA mortgage insurance for low-cost housing for displaced families in communities doing redevelopment projects.

The Housing Act of 1964 concentrated on the rehabilitation of existing structures. This act authorized the use of urban renewal funds to enforce health, sanitation, and occupancy codes and required the enactment by 1967 of satisfactory minimum standard housing codes. [Items 162-163, 165-167 from Warren J. Vinton Papers; item 164 from Carl Feiss Papers]

162. United States Senate, S. 1685 [*Confidential Committee Print No. 4.*]; June 30, 1937; annotated legislative bill.

163. "Dramatis Personae: Wagner-Steagall Housing Act - 1937"; reprinted from *The Architectural Forum*, September 1937.

164. Cartoon about availability of federal funds for slum clearance; Brooks; April 12, 1950; ink on paper.

165. *Housing Act of 1949*; Committee on Banking and Currency, United States Senate Document No. 99; July 14, 1949.

166. *Housing Act of 1954: Hearing Before the Committee on Banking and Currency, House of Representatives. H.R. 7839*; March 1954.

167. *Message from the President of the United States Relative to Drafts of Bills Relating to Housing*; House of Representatives Document No. 206; January 27, 1964.

URBAN RENEWAL

From the very beginnings of the development of city planning, the decay of urban areas was seen as a critical problem. The increase in urban blight after World War II was accelerated by the population movement to the suburbs. Immediately after the war, planners began studying the problems of large areas of metropolitan centers with the goal of planning for urban renewal projects to revitalize these areas. With the passage of the Housing Act of 1949, the Housing and Home Finance Agency provided funds for communities to study the problem. Urban renewal efforts throughout the United States relied primarily on the federal programs available under the Housing Act of 1954. Federal urban renewal assistance was primarily provided by capital grants and loans. Programs included research and general planning aid, slum clearance and redevelopment, and rehabilitation and conservation. However, urban renewal efforts had to be initiated, planned, and executed at the local level. By 1964, 1,634 federally-assisted urban renewal projects were being conducted in 777 United States cities. [Items 168 and 171 from Arthur Cort Holden Papers; item 169 from Newton Camp Farr Papers; item 170 Ladislav Segoe and Associates, City Planners Records, item 172 from Charles Abrams Papers]

168. Photograph of New York Housing Authority Project, Staten Island, N.Y.; Holden, Egan, Wilson & Corser; c. 1950; black and white print.

169. *An 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; 1947.

170. *Metropolitan Tulsa Program for Community Renewal: Program Implementation*; Tulsa Metropolitan Area Planning Commission; 1963.

171. Photographs of federal low-rent housing, Washington, D.C.; Holden, Egan, Wilson & Corser; c. 1962; mounted color prints.

172. *Urban Renewal*; New York City Planning Commission; 1958.

PHILADELPHIA, PENNSYLVANIA

In the late 1940's, the city of Philadelphia initiated a full-scale project to revitalize the area. A group of businessmen, led by Walter M. Phillips, organized the Citizens Council on City Planning and selected Edmund N. Bacon, then managing director of the Philadelphia Housing Association, and architect Oscar Stonorov to produce an elaborate model of a renovated downtown Philadelphia for display. In 1949, Bacon was made Executive Director of the Philadelphia City Planning Commission. With the election of a new reform-minded city administration and the adoption of a new city charter in 1952, the City Planning Commission was given substantial authority. Plans were made, with the cooperation of the Pennsylvania Railroad, to replace an old station and stretch of elevated tracks with what would become Penn Center, a complex including transit terminals, offices, restaurants, shops, hotels, and apartments. The complex also had underground gardens and pedestrian malls. Additionally, Bacon proposed to build a large terminal to unite the city's two suburban railroads, to create a traffic-free mall for the city's other main shopping thoroughfare, and to renovate the historic area of Society Hill by restoring historic houses. Other aspects of redevelopment included Independence Mall, the Food Distribution Center, the Schuylkill Expressway, new housing, and an industrial development program.

In 1957, a redevelopment project for southwest Philadelphia was initiated with Henry S. Churchill as planning consultant. With the assistance of the federal Urban Renewal Administration, the project was designed to remove or rehabilitate substandard dwellings, to drain and fill the area, and to provide for new residential, commercial, and industrial areas. [Item 173 from Henry S. Churchill Papers; item 174 from Clarence S. Stein Papers; items 175, 177, and 178 from Edmund N. Bacon Papers; item 176 from Newton Camp Farr Papers]

173. *Eastwick Urban Renewal Plan: Eastwick Redevelopment Project*; Redevelopment Authority of the City of Philadelphia; August 26, 1957.

174. Photograph of Clarence S. Stein, Edmund N. Bacon, and Steen Eiler Rasmussen in Philadelphia; c. 1950; enlargement of black and white print.

175. "The City: Under the Knife, or All For Their Own Good"; reprinted from *Time*; November 6, 1964.

176. "Triangle Redevelopment Area: Existing Dominant Land Use"; Associated City Planners; n.d.; printed map.

177. *Plan for Penn Center: Redevelopment Area Plan*; Philadelphia City Planning Commission; August 1952.

178. "Philadelphia Plans Again: The Story of the Better Philadelphia Exhibition"; reprinted from *The Architectural Forum*; December 1947.

REGIONAL PLAN ASSOCIATION

The original Regional Plan of New York and Its Environs was completed in 1929. The Regional Plan Association, formed in that year, is a nonprofit civic organization which conducts a variety of research and information programs. The Association provides data on land use and transportation systems in a region consisting of twenty-two counties in New Jersey, New York, and Connecticut.

In the early 1950's, planners saw the need to use new social science techniques to provide information on regional and metropolitan areas. In 1954, the Harvard University Graduate School of Public Administration conducted the Metropolitan Region Study for the Regional Plan Association. This study, which was intended to present economic and demographic projections, resulted in nine major publications. Also based on the study, the Regional Plan Association published, as its 100th Bulletin, a description of the way the New York region might look in 1985. In 1966, the Association convened a committee to produce a Second Regional Plan to identify planning issues and to suggest ideas for future development to the

year 2000. [Items 179-184 from Regional Plan Association Records]

179. "Extent of Land Development, 1960 and 1985"; Map IV from *Committee on the Second Regional Plan*; Regional Plan Association; 1966; printed map.

180. "The Changing Form of Central Places"; from *Committee on the Second Regional Plan*; Regional Plan Association; 1966.

181. *Spread City: Projections of Development Trends and the Issues They Pose, The Tri-State New York Metropolitan Region, 1960-1985*; Regional Plan Association, Bulletin 100, September 1962.

182. "New York Metropolitan Region Study"; Harvard University Press; n.d.; flier.

183. "Basic Second Regional Plan Studies"; 1966, flowchart.

184. "Transportation and the Manhattan Central Business District" in *Regional Plan News*, No. 82; Regional Plan Association; March 1966.

SHOPPING CENTERS

Along with the movement of population to the suburbs came the development of large regional shopping centers. New outlets of urban stores had been opening in suburban areas since the 1930's. The new shopping centers were not part of existing communities. Usually dominated by branch department stores, they provided acres of parking and pedestrian malls with selected specialty shops. Site selection for the shopping centers included detailed market analysis, zoning, financing, and architectural design concerns, as well as the need for coordination with the regional highway systems. City planners like Homer Hoyt provided the necessary research and analysis. The shopping center concept demonstrated the growing importance of the consumer in the economy. [Items 185 and 186 from Roland Park Company Records; items 187 and 188 from Homer Hoyt Papers; items 189 and 190 from Robert E. Alexander Papers; item 191 from Russell VanNest Black Papers]

185. Aerial photograph of Northwood Shopping Center, Baltimore, Maryland; Maryland Airphoto Service; c. 1951; black and white print.

186. Photograph of Northwood Shopping Center, Baltimore, Maryland; Beatrice Head; 1951; black and white print.

187. *Homer Hoyt Associates: Consulting Real Estate Economists*; 1964; brochure.

188. *Market Survey of Andover Mall, Andover, Massachusetts*; Homer Hoyt Associates; March 1967.

189. Photograph of Baldwin Hills Shopping Center; Los Angeles, California; Julius Shulman; 1952; black and white print.

190. "Baldwin Hills Builds A Shopping Center - A Study for Builder-Developers Planning Expandable Neighborhood Retail Districts"; from *House & Home*; June 1952.

191. "The Shopping Center Revolution: Evolution and Trends"; James B. Douglas; *Urban Land*; November 1959.

HISTORIC PRESERVATION

While the historic preservation movement began in the 19th century, it was not until the advent of the automobile made tourism a major industry that the movement gained impetus. During the 1930's, the federal government became involved in preservation. Activities included the Historic American Buildings Survey, the consolidation of control over historic property in the National Park Service in 1933, and the Historic Sites Act of 1935, which declared the preservation of historic property a national goal. State preservation activities have included the creation of historic parks and museums and the encouragement of state historical societies.

The Historic American Buildings Survey was begun in 1933. It was discontinued at the outbreak of World War II, and funds for resumption of work did not again become available until 1958. The survey was intended to produce an inventory of all significant historical sites and structures, as well as a number of special studies or reports on specific themes and individual sites. Since its founding, the Historic American Buildings Survey has collected drawings, photographs,

and documentation for a national architectural archive. Administered by the National Park Service, the program is conducted in cooperation with the American Institute of Architects and the Library of Congress, which serves as the repository of the records. Related programs include the National Register of Historic Places, the National Park Service Archeological Program, and the National Historic Landmarks Program.

In 1948, the National Council for Historic Sites and Buildings was created, to be succeeded in 1949 by the National Trust for Historic Preservation. The National Trust is a private, nonprofit corporation, chartered by Congress to further the policies of the Historic Sites Act of 1935 by receiving, preserving, and administering sites, buildings, and objects of significance in American history and culture.

The National Historic Preservation Act of 1966 enabled the federal government "to assist state and local governments and the National Trust for Historic Preservation to expand and accelerate their historic preservation programs and activities." It stressed that preservation plans should be part of a total city plan and that community planning should include historic and aesthetic values. The law provided for matching grants for state survey projects and for the establishment of a seventeen-member Advisory Council on Historic Preservation to review reports assessing the effect of federal or federally-assisted projects on any property in the National Register. Matching grants were also provided for the acquisition and development of significant properties on the National Register. [Items 192, 193, 198, and 199 from Stephen W. Jacobs Papers; items 194-196 from Carl Feiss Papers; item 197 from American Planning and Civic Association Records]

192. "National Trust Preservation Services"; The National Trust for Historic Preservation; 1974; flier.

193. *Landmark & Historic District Commissions*; National Trust for Historic Preservation; Vol. II, No. 4; August 1976; newsletter.

194. Resolution honoring Carl Feiss from The National Trust for Historic Preservation; October 1967; certificate.

195. Letter to Carl Feiss from Gordon Gray, Chairman, National Trust for Historic Preservation, sending a resolution (item 194) acknowledging Feiss's role in the enactment of legislation to enlarge and accelerate the national historic preservation program; October 16, 1967; typescript.

196. *With Heritage So Rich: A Report of a Special Committee on Historic Preservation under the Auspices of the United States Conference of Mayors with a Grant from the Ford Foundation*; New York: Random House; 1966.

197. *Specifications for the Measurement and Recording of Historic American Buildings and Structural Remains*; United States Department of the Interior, National Park Service, Branch of Plans and Design, Historic American Buildings Survey; November 1, 1935.

198. *National Park Service Newsletter*; Vol. 10, No. 18; November 14, 1975.

199. "Historic American Buildings Survey"; U.S. Department of the Interior, National Park Service; 1963; flier.

AMERICAN PLANNING ASSOCIATION

The American Institute of Planners (AIP) was established in 1917 to provide professional planners a forum for discussion of technical problems. In 1934, a new organization, the American Society of Planning Officials (ASPO), was formed "to promote efficiency of public administration in land and community planning." Membership in the Society was open to planning commissioners, city managers, and other public officials involved in planning, or to planners holding any position on "public planning bodies." ASPO's chief aims were to serve as an information clearinghouse for planning boards, to publish a regular newsletter, to conduct regional planning meetings, to aid in perfecting legislation for state, regional, and local planning, and to promote the establishment of official planning agencies. Walter H. Blucher served as its first executive director.

In 1978, the American Institute of Planners and the American Society of Planning Officials merged to form the American Planning Association (APA). APA membership is open to anyone, "citizen or professional," interested in public planning. The organization is composed of forty-three chapters which provide newsletters, hold conferences, and organize committees to deal with local problems. This national association serves as a lobby for better planning, accredits degree programs in city and regional planning, and administers the American Institute of Certified Planners. It sponsors an annual conference, a Planners Training Service, personnel services, and group insurance programs. Its numerous publications include the monthly magazine *Planning*, the biweekly newsletter *APA News*, the quarterly *Journal of the American Planning Association*, technical reports from the Planning Advisory Service, *Land-Use Law and Zoning Digest*, and selected studies and reports published by Planners Press. [Items 200-204 from American Society of Planning Officials Records; items 205-206 from American Planning Association Records; items 207-208 from American Institute of Planners Records]

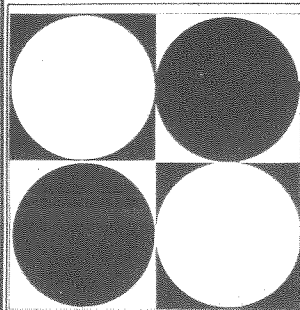
200. "Minutes of Organization Meeting"; American Society of Planning Officials; October 2, 1934; mimeographed typescript.
201. *American Society of Planning Officials Newsletter*; Vol. I, No. 1; February 1935.
202. "Solving Planning Problems"; American Society of Planning Officials; n.d.; flier.
203. "Planning Advisory Service"; American Society of Planning Officials; n.d.; flier.
204. "Zoning Digest: The Monthly Summary of Zoning Decisions"; American Society of Planning Officials; n.d.; flier.
205. *Planners' Salaries and Employment Trends, 1983*; James Hecimovich and JoAnn C. Butler; American Planning Association; 1984.
206. "A.I.P. + A.S.P.O."; cartoon by Richard Hedman; in *Planning*; The American Planning Association; July 1979.
207. "AIP Membership: Who, Why, When, Where and What"; American Institute of Planners; c. 1970; flier.
208. *AIP Newsletter*; Vol. 3, No. 2; American Institute of Planners; February 1968.

PLANNERS AND SOCIAL ACTION

One of the original concerns of the movements from which city planning developed was the problem of housing for immigrants and the native-born urban poor. During the New Deal era, these concerns were addressed by a variety of federal programs designed to provide improved housing for low-income groups. In the period after World War II, attention began to be focused on the special problems faced by minority groups. Planners like attorney Charles Abrams wrote and spoke extensively on the subject. In 1947, he fought a court case, *Dorsey v. Stuyvesant Town*, which ultimately led the New York City Council and, later, the New York State legislature to pass the first laws forbidding racial discrimination in housing projects built with public money. Abrams was also an early critic of slum clearance that replaced existing neighborhoods with dull, sterile "projects."

It was not until 1962 that President John F. Kennedy signed an Executive Order on Equal Opportunity in Housing prohibiting discrimination because of race, creed, or national origin in the sale or rental of housing financed in whole or part with federal aid. Additional federal programs required planners to deal with problems of community organization and social action. To implement the executive order, urban renewal programs were to include additional studies and analyses of housing patterns of blacks and other minorities, to project the housing needs of minority families, and to outline "an affirmative program to increase the quantity, improve the quality, and eliminate barriers to housing for Negro and other minority families."

In 1964, a new group, Planners for Equal Opportunity, was formed at a conference of the American Institute of Planners. It was begun by planners who were actively working in black and poor communities, providing technical assistance to civil rights organizations, and opposing renewal projects that were destructive to existing communities.



EQUAL OPPORTUNITY

PLANNERS FOR

OCT. 1-4, 1967
WASHINGTON, D. C.

HQ: SHOREHAM HOTEL-A301

A SPECIAL PROGRAM ON

PLANNING:

BLACK AND WHITE: TODAY

Item 214.
Planners for
Equal
Opportunity
Planning: *Black
and White Today*;
broadside; 1967.

Participating in the political activities of the 1960's, Planners for Equal Opportunity took positions on such issues as public housing, planning education, hiring of minorities, model cities, and the war in Vietnam. Specific programs included national conferences, a newsletter, an information clearinghouse, recruitment of minority applicants for academic planning programs, and projects to aid local community groups. [Items 209-211 from Charles Abrams Papers; item 212 from Warren J. Vinton Papers; items 213-215 from Planners for Equal Opportunity Records]

209. "Homes for Aryans Only: The Restrictive Covenant Spreads Legal Racism in America"; Charles Abrams; from *Commentary*; May 1947.
210. "Housing Policy: It Must Offer a Way Out of Despair"; Charles Abrams; from *The Architectural Forum*; July-August 1965.
211. *Equal Opportunity in Housing: Challenge to American Communities, A National Conference*; National Committee Against Discrimination in Housing; April 1963.
212. "Housing Statistics in 1967: Must We Wait for Riot or Rebellion?"; Warren Jay Vinton; reprinted from *The Housing Yearbook*; 1967.
213. Anti-Vietnam War protest broadside; Committee of the Planning Professions to End the War in Vietnam; 1970.
214. "Planning: Black and White Today"; Planners for Equal Opportunity; 1967; broadside.
215. *Equalop*; Planners for Equal Opportunity; Winter 1969; newsletter.

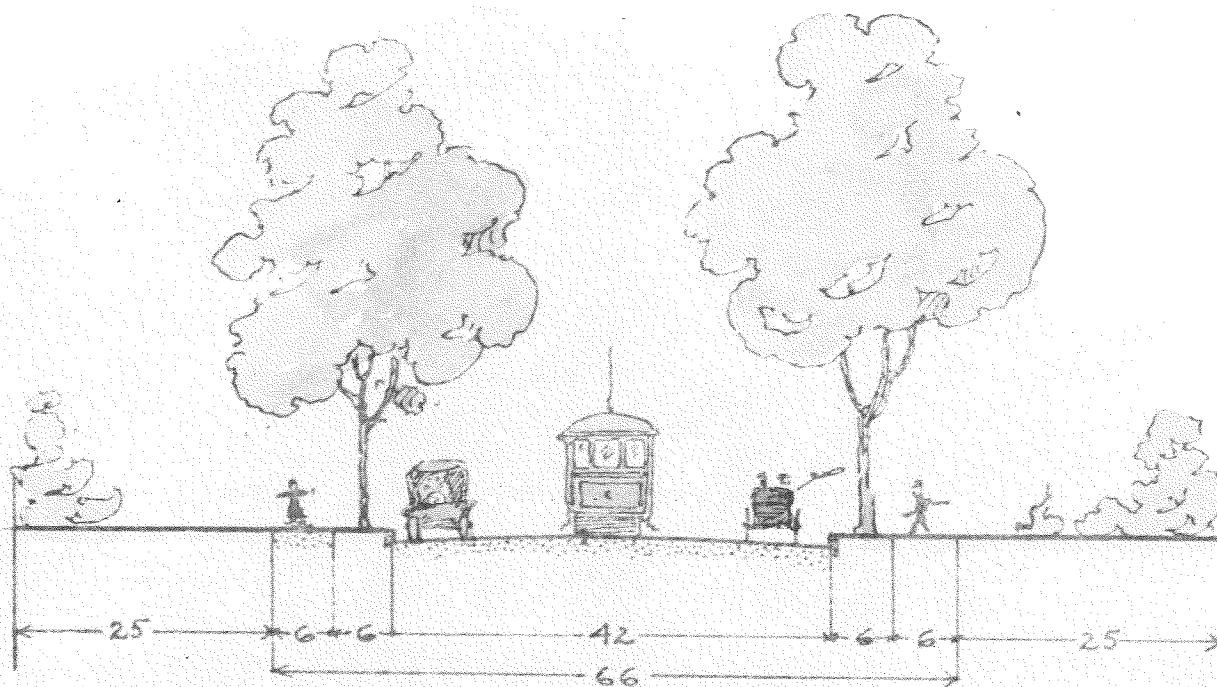
COLLECTIONS

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 Thomas Adams Papers
 Robert Evans Alexander Papers
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 ment Officials, Pacific Southwest Regional
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Item 43. John Nolen; Detail from *Neponset Garden Village: Typical Street Sections*; 1913; 26"x 22¾"; ink and watercolor on vellum.

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 Philadelphia City Planning Commission Records
 Planners for Equal Opportunity Records
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 Charles Carsten Platt and Frederick Putnam Platt
 Papers
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3. Nolen, John. *New Towns for Old*. Boston: Marshall Jones Company, 1927.
4. Reys, John W. *The Making of Urban America*. Princeton, N.J.: Princeton University Press, 1965.
5. Schlesinger, Arthur M., Jr. *The Age of Roosevelt: The Crisis of the Old Order, 1919-1933*. Boston: Houghton Mifflin Co., 1957.
6. Scott, Mel. *American City Planning Since 1890*. Berkeley, California: University of California Press, 1969.
7. Stein, Clarence S. *Toward New Towns for America*. Cambridge, Mass.: The M.I.T. Press, 1966.
8. Stern, Robert A. M. *The Anglo-American Suburb*. London: Architectural Design, 1981.