

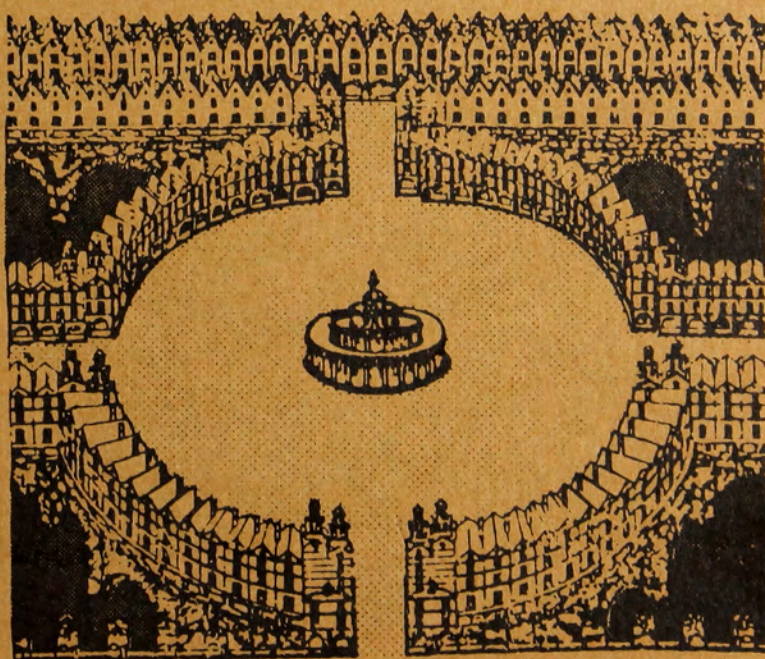
Planning
History
Bulletin

PHB

1981

Volume 3

Number 1



Planning History Group

Chairman's Note

So far the Bulletin has not offered much by way of book reviews. This issue includes two, and it may well be that members will value the introduction of authoritative reviews. The Editor will be glad to have your recommendations as to titles which he might select.

You will find enclosed an up-to-date list of members. (Some are still having their memories jogged on payment of subscription: do please let us have your remittance as this does help the administration.) Do check the list and invite those whom you feel should be members, to take out a subscription. You may find you are part of a recognizable national or regional grouping; you may find it convenient to get together in your own meetings. We shall always be glad to have a report of these in PHB.

The arrangements for electing your Executive Committee for 1981-83 were given in PHB Vol.2, No.3 (December 1980).

The composition of the present Executive is given below, the starred names retiring this year (though available for re-election should they so wish).

U.K.

P.A. Booth
Professor G.E.Cherry
*Dr M. Cuthbert
*Dr P. Dickens
*Dr S.M. Gaskell
*Dr R.J.P. Kain
Mr A.D. King
Dr M. Naslas
Dr Helen Meller
Dr A.R. Sutcliffe

Non-U.K.

*Dr M.J. Bannon
*Professor S. Buder
*Christiane Collins
*Professor Dora Crouch
*Professor J.B. Cullingworth
*Dr P.G. Gerosa
Professor P. Marcuse
Professor M. Rose
Lorette Russenberger
Professor J. Salazar
I.C. Taylor
Dr S. Watanabe
Professor W.H. Wilson

There are therefore four UK and six non-UK vacancies on the Executive. The following names have been communicated to me:

U.K.

- *Dr M. Cuthbert, Department of Town and Country Planning, Heriot-Watt University, Edinburgh.
- *Dr P. Dickens, School of Cultural and Community Studies, University of Sussex, Brighton.
- *Dr S.M. Gaskell, Assistant Principal, City of Liverpool College of Higher Education, Liverpool.
- Dr M. Hebbert, London School of Economics and Political Science, London.
- *Dr R. Kain, Department of Geography, University of Exeter, Exeter.
- Mr D. Whitham, Department of Urban Design, Oxford Polytechnic, Oxford.

*offered for re-election.

There are six names put forward for four places, and you are invited to vote on the enclosed voting slip.

Non-U.K.

- *Dr M.J. Bannon, Department of Regional and Urban Planning, University College, Dublin.
- Eugenie Birch, Graduate Programme in Urban Planning, Hunter College, New York.
- Professor B.A. Brownell, Department of Urban Studies, University of Alabama, Alabama.
- *Christiane Collins, Parsons School of Design, New York.
- Joan Draper, History of Architecture and Art Department, University of Illinois, Chicago.
- D. Hulchanski, Department of Urban and Regional Planning, University of Toronto, Canada.
- P. Kaufman, Pratt Institute, Brooklyn, New York.
- Professor D.A. Kreuckeberg, Department of Urban Planning and Policy Development, Livingston College, New Jersey.

*offered for re-election.

There are eight names put forward for six places, and you are invited to vote on the enclosed voting slip.

Voting is open to all members of PHG. Voting slips returned by those who, at the time of the return, have not yet paid their 1981 membership subscription, will be discounted.

Each vote has a single value, and the four names (UK) and six names (non-UK) receiving the largest total of votes will be declared elected. In the event of a tie between 4th, 5th and 6th place (UK) and 6th, 7th and 8th place (non-UK) election will be decided on the basis of alphabetical order.

Gordon E. Cherry
Chairman

PLANNING HISTORY GROUP

Balance Sheet, 1979

<u>INCOME</u>		<u>EXPENDITURE</u>	
	£		£
Commencing balance	371.86	Planning History Bulletin 1	
Subscriptions for 1979	279.01	(printing costs)	76.93
Subscriptions for 1980	65.00	Membership mailing	240.46
Interest on deposit a/c	19.98	Administrative costs	
		(postage, bank charges, honorarium, etc.)	15.68
		Balance carried forward	402.78
	<u>£735.85</u>		<u>£735.85</u>
<u>Bank accounts at 27.12.1979:</u>		Current	£50.94
		Deposit	£351.83
			<u>£402.78</u>

Balance Sheet, 1980

<u>INCOME</u>		<u>EXPENDITURE</u>	
	£		£
Balance brought forward	402.78	Printing costs:	
Subscriptions for 1980	677.12	PHB 2 Dec. 1979	£68.13
Subscriptions for other years	18.00	PHB 2/1 Mar. 1980	£70.44
Interest on deposit a/c	76.98		<u>138.57</u>
Surplus on March seminar	9.63	Mailing costs:	
Leaflet distribution	25.00	PHB 2 Dec. 1979	£80.43
		PHB 3/1 Apri. 1980	£121.60
		PHB 2/2 Aug. 1980	£108.39
		Overpayment to Univ. of B'ham	.40
			<u>310.82</u>
		Administrative costs	
		(bank and giro account charges, xeroxing, honorarium, etc.)	19.80
		Balance carried forward	740.32
	<u>£1,209.51</u>		<u>£1,209.51</u>
<u>Bank accounts at 27.12.1980:</u>		Current	£114.01
		Deposit	£608.82
		Held for General Fund	
		in Seminar a/c	£9.63
		Giro a/c	£7.86
			<u>£740.32</u>

I have checked the figures in this balance sheet and I confirm that they represent a true and fair summary of the books of the Group.

(signed) N.P. Cookson
Assistant Manager
Williams & Glyn's Bank Ltd
Sheffield

Planning History Bulletin

1981 Vol. 3 No. 1

Planning History Group

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Planning History Bulletin

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Distribution: Centre for Urban &
Regional Studies
University of
Birmingham

Single copies: Centre for Urban &
Regional Studies
University of
Birmingham

Cover design: Gordana Naslas

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Treasurer's Note

I am pleased to be able to report that 1980 ended on a rather firmer financial footing than I had expected, due largely to the interest in the Group that the summer's International Conference generated. The apparently very healthy balance in December does, however, have to cover the printing costs of two, and the mailing costs of one, of 1980's Bulletins, which had not been charged by the end of the year.

In 1981 membership subscriptions have still been slow to come in although 40 members have so far opted to use the standing order arrangements which will be a significant aid to the Group's cash flow in 1982. I would urge all last year's members who have not yet rejoined to do so as soon as possible, and preferably to think about paying by standing order. Subscriptions will remain by far our largest source of income, which makes prompt payment vital to the Group's continuing success.

Philip Booth
Treasurer

Announcements

ITHACA, N.Y. - John W. Reps, professor of city and regional planning at Cornell University, has been cited by the American Historical Association as the author of the best book in English on American History for 1980.

His book, *Cities of the American West: A History of Frontier Urban Planning*, published by the Princeton University Press, was given the Albert J. Beveridge Award at the annual meeting of the AHA in Washington, D.C. on December 28th. It carries with it a \$1,000 cash prize and is considered the AHA's

most prestigious award. Described by the Awards Committee as a pioneering work, the 827-page illustrated book is a 'searching and extensive analysis of urban development in the West'. It was selected from among books submitted on all aspects of American history: the United States, Canada and Latin America.

Joan Draper, of the History of Architecture and Art Department of the College of Architecture, University of Illinois, is currently President of the Urban History Chapter of the Society of Architectural Historians. She writes to say that her organisation functions rather like an American counterpart of the PHG. Members' interests include the physical development of cities, planned or unplanned, throughout history. PHG and the Chapter are to reprint information contained in their respective Bulletins with regard to notices of meetings and symposia, and perhaps bibliographies.

Should any PHG member wish to join the Chapter as an Associate Member (i.e. without joining SAH) they should write to the Secretary-Treasurer, Leslie Heumann, 119 North Swall Drive, Apartment 1, Los Angeles, Ca. 90048. Annual subscriptions are \$5.00 (\$10.00 overseas), payable in January.

Planning History Group Meetings

Notice of a Meeting to be held on 18 September, 1981, at the University of Birmingham. The topic will be "The origins and development of high-density housing policies in the U.K., 1945-1970". The programme will begin at 9.30 a.m. and will proceed as follows:

Looking forward - an early film.

The general historical context, Dr Anthony Sutcliffe, University of Sheffield.

Looking back - a later film.

Greater London: development of policies, Dr Patricia Garside, North London Polytechnic.

Technical influences on general policy, George Atkinson, OBE, formerly Head of Design Division, Building Research Establishment.

Birmingham: problems and responses, Alan Geeson, formerly Deputy, Planning Department, Birmingham, and Michael Ryan, Planning Department, Borough of Milton Keynes.

Opening of discussion: William Ogden, formerly Chief Regional Planner, West Midlands.

Summary and Conclusions: Professor Gordon E. Cherry, University of Birmingham.

Finish 4.30 to 5.00 p.m.

Full details and booking form are circulated with this Bulletin. Reservations, enquiries or correspondence to:

Hon. Prof. N. Borg, Department of Transportation and Environmental Planning, University of Birmingham, P O Box 363, Birmingham, B15 2TT.

PHG Spring Seminar

North American Planning in the Twentieth Century

University College of Swansea, 28 March 1981

Report by Anthony Sutcliffe

The Group's long-running series of British seminars continued with an ambitious programme on Canadian and U.S. planning, organised by Michael Simpson in association with the Board of Planning Studies, UC Swansea. Whereas the Cambridge seminar in autumn 1980 had concentrated on the impact of the German example on British planning (see PHB 2(3) 1980, pp 4-6), much time was spent in the Swansea proceedings on detecting what North American planning owed, or did not owe, to Britain. Coincidentally, the discussions threw much light on that perennial question - how far planning is led by a few great seers, and how far it is the product of anonymous processes grounded in economic and social structures and mentalities. The whole day thus acquired a satisfying coherence which was confirmed by the concluding event, a tour of planning sites in the Swansea area. As usual, the tour brought out the regional and physical context in which all realised planning schemes must take their place.

In 'False Dawn: the Birth and Premature Death of Canadian Planning, 1910-32', Michael Simpson (UC Swansea) painted a picture of seed falling on stony ground. British North America had lain very much in the shadow of the United States until the end of the 19th century, but a new economic upturn, beginning in 1896 and coinciding with the closure of the Frontier in the USA, brought spectacular demographic and economic growth to Canada. On the map, the most impressive feature was the spread of settlement west of Toronto as almost limitless

agricultural and mineral resources were opened up. However, this expansion of the primary sector was organised through towns, and, with the older, eastern centres also benefiting from the boom, Canada's urban population grew faster than that of its countryside. By 1921, half of Canada's population lived in urban districts. This urban growth, argued Simpson, conformed to the long-established, exploitative character of Canadian settlement, with quick returns as the primary objective. Speculation flourished and the whole picture was one of frenetic urbanisation with its attendant waste and suffering.

Economic growth stimulated thought as well as profits, however. Almost for the first time, concern grew up about waste of Canadian resources. In 1909 the Federal and provincial governments combined in setting up a Commission of Conservation with the very broad remit of examining all aspects of the use and enhancement of Canadian resources. Meanwhile, the environmental debate had extended from the countryside to the towns. Simpson (echoing the interpretation put forward recently in Artibise and Stelter, *The Usable Urban Past*) detected two main strands of thought, both borrowed from abroad. One was the City Beautiful approach, imported from the USA, while the other was housing criticism and reform on British lines. The Canadian version of the City Beautiful was grounded in a broader tendency of urban progressivism, also imported from the USA. Progressivism, however, proved to be a less sturdy plant than its fellow import, rural populism. Most of the City Beautiful schemes were expensive and the whole idea collapsed with the slump of 1913. Only in Mackenzie King's Ottawa, in the 1920s and 1930s, were City Beautiful transformations to be carried out.

Housing reform, meanwhile, established firmer roots. The British approach was apposite to a tendency in Canadian thinking to detect

housing as the main problem of an otherwise prosperous and healthy society. Slums had grown up in the inner districts of large cities while the suburbs had grown too fast and too far, their low densities posing serious problems of services and municipal finance. The passage of the British Housing, Town Planning, Etc. Act in 1909 was a great stimulus, and British ideas spread across Canada between 1910 and 1913, helped by lecture tours by Henry Vivian, Thomas Adams and Raymond Unwin, among others. Some of the provinces passed planning laws embodying many of the powers of the British statute (New Brunswick, 1912; Nova Scotia, 1912; Alberta, 1913). The Commission of Conservation was soon drawn into the debate. After quite lengthy negotiations with Thomas Adams, who was attracted by Canadian opportunities and increasingly disenchanted with the administration of the 1909 powers, the Commission managed to secure his services as its Town Planning Advisor.

Adams took up residence in Canada in October 1914. As a utilitarian who saw efficiency as society's prime salvation, his attitudes conformed closely to the prevailing Canadian ideology. Simpson argued that he had picked up the idea of the 'city efficient' while attending the Third National Conference on City Planning at Philadelphia in 1911, and to that extent embodied a combination of the British and U.S. examples. He immediately began a nation-wide propaganda activity in Canada, with universal development controls, applicable even to rural areas, as his main objective. In the cities, which he regarded as essentially economic units, he worked for the adoption of a scientific approach. Having secured a large measure of support for his ideas on development control, he was able in the early 1920s to show his paces in the preparation of comprehensive development plans for a number of Canadian cities.

Large-scale urban renewal was out of the question on cost grounds, but Adams was able to provide a sample of his methods when he was brought in to re-plan the Richmond district of Halifax, destroyed in a munition ship explosion in 1917. Here, he reorganised the street pattern and supervised the reconstruction with low-cost housing. He also planned a new resource town, Témiscaming, in western Quebec.

By the end of the war, Adams was convinced that Canada needed planning schemes for entire regions, based on central cities. He produced a number of outline schemes but his most ambitious venture was a 1,000 square-mile plan for the Niagara region, in 1919. This must lay claim to being the world's first international regional plan, for it included part of New York State as well as Ontario. After the war, Adams proposed that a Federal Development Board be set up to coordinate planning between the provinces and the cities. He also joined in the campaign for better housing after the war. Here again, as a firm opponent of subsidised, municipal housing he fitted in well in Canada; he wanted to see houses built for sale and sold at cost, preferably to war veterans.

Adams also worked hard to build up the town planning profession in Canada. His efforts were crowned by the foundation of the Town Planning Institute of Canada in 1919. By this time, town planning courses were available at a number of Canadian institutions, largely shaped by his advice. In fact, so complete was the range of Canadian planning activities that by 1921 Adams was able to claim that public opinion throughout the nation had come to favour town planning. By 1926 all the provinces except Quebec had voted planning legislation on the lines embodied in a model Act which Adams had drawn up for the Commission of Conservation, and Saskatchewan earned his special admiration for its ambitious and aggressively administered planning system. Meanwhile, a number

of Canadian cities had appointed able planning consultants, most of them from abroad, like Harland Bartholomew at Vancouver.

However, it was precisely at this moment of apparent triumph, in the early 1920s, that Adams started to disengage himself from Canadian planning. Simpson argued that the war, while providing a temporary stimulus for planning, had created an atmosphere which in the long term was unfavourable to it. Post-war opinion favoured a rapid return to 'normality' and the resulting political dissensions opened up the ever-present cracks in the federal structure. More fundamental, however, was the prevailing Canadian ideology of individualism, materialism and competition. Adams fitted in with it at first, but, the longer he stayed, the more frustrations he encountered. From as early as 1920 Adams started to withdraw from his work for the Commission of Conservation, and in 1921 the Commission was disbanded. Adams' contract with the Canadian government lasted until 1923, but for the last couple of years his main work was for the National Parks Commission. Thereafter, he divided his time between regional planning in the USA, and his British practice.

By the later 1920s most Canadian planning legislation was a dead letter, and public support for planning faded away. Canadian planning education, after its precocious childhood, never reached adolescence, and most planning posts were filled by half-formed individuals who were unable to stand out against the renewal of individualism and philistinism which afflicted city politics in the 1920s. Bleached clean of its social reform ideology, Canadian planning was reduced to two crude elements: zoning (often of a socially discriminating kind), and the layout of suburban subdivisions. Thus weakened, the emaciated body of Canadian planning was no match for the Depres-

sion of 1930, which utterly destroyed it. It was not seen again until it revived, in altered form, in 1945.

Simpson concluded that, for all the charismatic efforts of Thomas Adams, planning was too far removed from Canadian economic realities, and the mentalities built on them, to have a realistic chance of taking root.

Mark Swenarton (University College, London) adopted a different approach to British influence in his 'Anglo-philosophy and Utopia: "English Garden Suburbs" Built by the U.S. Federal Government During the First World War'. He set out the 'accepted' history of the planned settlements built for war workers in 1917-18 and then pointed out its inconsistencies on the basis of site analysis of three of those settlements. Anyone reading the *Journal of the American Institute of Architects* in the middle years of the First World War, said Swenarton, is bound to notice the extensive coverage of the housing built for British war workers, at Gretna and other places, by the Ministry of Munitions. These articles were the product of a visit to Britain by the architect, F.L. Ackerman, at the instigation of the editor of the *Journal*. In 1931 Edith E. Wood wrote that, without this British example, the housing built for American war workers would have taken the form of temporary barracks. But was she right?

Some of the story is purely a factual matter. When the USA entered the war in 1917 the expansion of armaments production, and especially of shipbuilding, created the same housing shortage as it had in Britain. The Federal government was slow to react, but in March 1918 Congress enacted the necessary legislation and subsequently two government housing agencies were set up. The less controversial of these, the Emergency Fleet Corporation, was simply a source of finance and building expertise for housing schemes built by firms and other organisations, but the United States Housing Corporation built

and rented out its own houses. Ackerman and others with an interest in British housing were among those appointed to these agencies. In all, 15,000 family units were built under their aegis.

However, other aspects of the story are more a matter of judgement. According to the 'accepted' view, these American schemes were modelled on British garden suburbs and villages. Moreover, although Congress halted building after the war and sought to discredit the more socialistic of the two agencies, the U.S. Housing Corporation, this transplanted British example continued to inspire U.S. planning and housing reform into the 1930s and even beyond. In looking at three of the American developments - Hilton, near Newport News, Virginia; Yorkship, near Camden, New Jersey; and Quincy, Mass. - and associated reports, Swenarton argued that the similarities to British practice were largely outweighed by the differences. At Hilton, a monotonous grid pattern set the tone. At Yorkship, the multiplicity of roads, onto which all the houses fronted, suggested disregard for Unwin's basic principles. In these two examples, at least, the design of the housing differed from that of privately built residential areas nearby, so that a 'transformation of the environment' was achieved, even if not strictly on garden city lines. However, at Quincy Swenarton detected a progressive deterioration from two early sections with curved streets to a later area in which rows of monotonous homes fronted a rectilinear grid. Even on the curved streets the housing environment scarcely differed from that of private suburbs nearby. This unadventurous pattern might be dismissed as an aberration, argued Swenarton, were it not for a report, published by the U.S. Housing Corporation in 1919, which maintained that flexibility of layout and variety of architecture were inappropriate to American conditions. The report

pointed directly towards the result achieved at Quincy, and suggested that the British example was completely irrelevant.

Connoisseurs of PHG meetings will be aware that any attempt to identify, or on the other hand to dismiss, 'garden city' influence in specific realisations is bound to raise up a storm of debate, and Swenarton's was no exception. Floor interventions on 'But-that's-what-they-did-at-Alkrington!' lines were legion. However, Swenarton secured general respect for his main thesis, that the planning and housing movements tend to generate myths which allot an exaggerated importance to the efforts of their pioneers. In this case, the myth was built up to galvanise American reformers during their dark days in the 1930s and 1940s. It had its hero figures - Ackerman and the others who braved the rigours of a wartime Atlantic to investigate the British example - and villains, the Washington politicians and bureaucrats. It was a story of continuity, with the munitions settlements portrayed as a key foundation on which the neighbourhood unit, the greenbelt towns, and other planning milestones were erected. Also, it embodied four important lessons: (i) the Federal government ought to listen to the housing lobby; (ii) the Federal government ought to act when the lobby so advised; (iii) members of the lobby ought to be appointed to key directive positions; and (iv) the housing lobby ought to remain optimistic even in adversity, because a good example would remain influential indefinitely. This myth had much in common, argued Swenarton, with the British housing myth which he had recently investigated in *Homes for Heroes*. What was imported from Britain, if anything, was not the garden city ideal of the happy, fulfilled community, but the idea of transforming the residential environment as one part of a general strategy of 'social efficiency' incorporating high wages, high profits and a disciplined working class, as well as better housing. It was

this strategy which dominated the 1919 report of the U.S. Housing Corporation, but its existence could not be acknowledged by the myth-makers because it would associate them with reactionary social objectives.

Josephine Reynolds (University of Liverpool) brought the discussion forward in time with her 'Whatever Happened to Fort Worth?'. Her main question was whether Victor Gruen invented the pedestrianised, multi-level city centre which appeared on so many drawing boards, and occasionally on the ground, in the later 1950s and 1960s. In the 1950s, she argued, the reconstruction of city centres came to the fore in North America as a reaction against the decentralisation which had marked the previous three decades, and which continued apace after 1950. Fort Worth sprang into prominence owing to an unusual combination of circumstances. The city resented its commercial subordination to neighbouring Dallas, while one of its most important corporations, the Texas Electric Service Co., had a direct interest in urban renewal, which tended to boost electricity sales. TESCO started in 1951 to work for the replanning of central Fort Worth, and in the mid 1950s Victor Gruen, who had already designed a number of suburban shopping complexes, was brought in to prepare a plan. He chose a loop road encircling the centre, with a number of big parking garages on its inner circumference. From these garages, aerial pedestrian ways (skyways) would give direct access to the reconstructed buildings of a pedestrianised business district. The plan was successfully opposed by central property-owners (whose interests were bound up with existing parking garages) in the State legislature, and little of Gruen's ideas were put into effect. However, the plan was much publicised and became very influential. Fresno pedestrianised its city centre and, shortly afterwards, Philadelphia adopted the principle for a big redevelopment

scheme in the central area. Reynolds even suggested that some of Colin Buchanan's proposals in *Traffic in Towns*, and Graeme Shankland's plan for central Liverpool, reflected Fort Worth influence, although this was not acknowledged.

Not surprisingly, this exercise in influence-tracing triggered off a second PHG Pavlovian reaction. Christiane Collins wanted to know if Gruen had actually invented the pedestrian skyway, because they were common and might presumably have emerged spontaneously as a response to local circumstances. Gerhard Fehl (University of Aachen) asked if Gruen, as a Viennese, had ever met Ludwig Hilbersheimer, who had put forward similar schemes for city centres in the 1920s. Reynolds answered that Gruen's big strength was publicity, so that the extent of his original contribution was of secondary importance; without him, the Fort Worth mode of central planning would not have achieved the currency that it did. However, the debate was cut short to allow Christiane Collins (Parsons School of Design, New York) to end the day with a study of another key planner of the 1920s, 'Werner Hegemann's American Years'.

Hegemann's American work, Collins pointed out, was less well known than his German achievement. Her researches, based on previously unexamined papers and unattempted interviews, including one with Hegemann's widow, had thrown new light on his career and thinking (though she paid tribute to the highly perceptive work on Hegemann already published by Donatella Calabi). With Collins working on a full-length study of Hegemann it would be unfair to reveal her new discoveries here, but members of the Group should be prepared for some amazing revelations. Her survey of Hegemann's career, with special emphasis on its American aspects, reinforced his claim to be considered as one of the founders of the international planning movement. Yet Hegemann, like Thomas Adams, had ultimately to bow to socio-political forces; as

an internationalist he thrived in the pre-1914 world and even under Weimar after his return to Germany in 1922. But his opposition to Hitler forced him out of Germany in 1933 and from then until his premature death in 1936 he never retrieved his old mastery of the American scene. International planners, it would seem, may well begin their careers like Odysseus but they run a serious risk of ending them like the Flying Dutchman.

Education

Architecture and Society - The History of Modern Architecture. New Masters course at the Bartlett.

Students and those who advise them may be interested to know that the Bartlett School of Architecture and Planning, University College London, is launching a new MSc course in October 1981. Entitled Architecture and Society - The History of Modern Architecture, it will reflect at Masters level some of the innovative tendencies in the teaching of architectural history which have been developed at the Bartlett in recent years. Rejecting the traditional approach in which architecture is seen as the creation of individual designers and the evolution of design is interpreted as a succession of styles, the Bartlett's historians emphasise the interaction between architectural and social change. As well as transforming architectural history, this new methodology creates a more effective link between history and current architectural practice, for both can be understood in terms of a unified, coherent system of social analysis.

The new course is intended for three main categories of student: architects who wish to pursue historical study as part of their professional training; those with a background in architecture, the arts or the social sciences who

wish to go on to do research in architectural history; and those who wish to make a career in architectural criticism, teaching or journalism. It consists of a 10,000 word report on a subject of the student's choice and four taught units:

- i) The literature of architectural history
- ii) Architecture in 19th and 20th century Britain
- iii) The history of architectural practice
- iv) Theory and practice of housing in Europe and North America, 1918-32.

The second and fourth units reflect the main emphasis of the course, namely the relationship of architectural production and the realities of mass, industrialised society. The first and third units range more widely, showing how the methodologies applied to the study of the architecture of industrial society affect the interpretation of architectural history as a whole. In the History of Architectural Practice, for instance, the work of sixteenth-century Italian and eighteenth-century French architects is considered along with that of nineteenth- and twentieth-century British and American architects.

Further information on the course, which is normally taken over one year full-time or two years part-time, may be obtained from:

The Tutor to MSc Students
Bartlett School of Architecture
and Planning
University College London
Wates House
22 Gordon Street
London
WC1H 0QB

Meetings and Conferences

Michigan Technological University is hosting a symposium focussed on Power, Transport, and Public Policy in Modern America. The session titles are: The Ideology and Culture of Energy Production; Communities, Energy and Transport; Economic Growth and Decline; Energy, Transport and the Social Organisation of Communities; Government and Policy; and a Panel, which will provide an overview. The date for the symposium is September 25-27, 1981. For additional information and local arrangements contact:

George H. Daniels and Mark H. Rose, Department of Social Sciences, Michigan Technological University, Houghton, Michigan 49931, U.S.A. (Tel. (906) 487-2113).

Publications

Our members will be interested in the series of books dealing with the History of Canadian Cities. To quote from the publisher's information sheet:

This series of illustrated histories of Canadian Cities was developed by the National Museum of Man, Ottawa, and is published by James Lorimer and Co. Each title examines in depth the major themes of economic growth and ethnic relationships, the urban landscape, and social and political life in the urban community. The text is complemented by detailed maps, statistical tables, suggestions for further reading and over 100 historical photographs, some of them not previously published. The General Editor of the series is Alan Artibise, Associate Professor of History at the University of Victoria. Over 30 volumes are planned, of which three are now available:

Patricia E. Roy, *Vancouver, An Illustrated History.*

Max Foran, *Calgary, An Illustrated History.*

Alan Artibise, *Winnipeg, An Illustrated History.*

There is also a volume under the title *Town and City: Aspects of Western Canadian Urban Development*, edited by Alan F.J. Artibise, and published by the Canadian Plains Research Center, University of Regina, Regina, Canada S4S 0A2.

The publishers point out the following:

The prevalent concept of the Canadian West is still, undoubtedly, that of an agrarian society. This volume is designed to expand that view by exploring the urban dimension in the West. What emerges is not only a picture of western urban centres but of the interdependence of the town and countryside - each being a necessary part of the development of the other. The fifteen original papers, collected and edited by Alan Artibise, were prepared by a variety of authors; from established senior scholars to younger less well-known researchers. They write of communities ranging from Victoria to Carmangay, from Calgary to Minnedosa. While each paper focusses on specific centres, each is far more than a local history, for the emphasis throughout is on the broad framework of which each example is but a part.

It is anticipated that the book will prove to be a popular teaching tool as well as a stimulus to future researchers.

Alan Artibise and Gilbert Stelter have compiled a bibliography and guide concerning *Urban Canada* to be published April 1981 by the University of British Columbia Press. It is, to quote again,

The first comprehensive bibliography prepared for Canadian urban studies. It is designed as a resource guide for students, teachers, researchers, and the general public and includes material from a broad range of the social sciences - history, economics, planning, geography, political science, architecture, sociology, and public administration.

Members of our Group will already be aware of *Urban History Review* published by the National Museum of Man, Ottawa, in co-operation with the Urban History Committee of the Canadian Historical Association. It appears three times a year under Alan Artibise's editorship and contains items in either of the two official languages.

Urban History Review presents monographs, shorter articles, notes and book reviews from all disciplines in the humanities and social sciences. Its objective is to reflect current trends in the study of the historical evolution of urban Canada; what researchers are doing; what they think needs to be done; how it can best be done, and what sort of materials are available to do it.

Urban History Review strives to be a vehicle for information, debate, and enquiry.

Manuscripts and other material for *Urban History Review* should be directed to: Professor Alan F.J. Artibise, Department of History, University of Victoria, Victoria, B.C., Canada V8W 2Y2.

Book Reviews

Homes fit for Heroes, Mark Swenarton, Heinemann Educational, 1981. £14.50. ISBN 0 435 32994 4

Lucky Dr Swenarton! A thesis on the housing programme between 1919 and 1921, on which he presumably embarked around the mid term of the last Labour government, now shows history repeating itself (though not quite as farce) in a way he can hardly have anticipated. Describing the curtailment of housebuilding in 1921, he writes:

"In the changed economic and political conditions, the social reforms so readily promised in the wake of the Armistice took on the appearance of unnecessary and unjustifiable extravagance the Beaverbrook and Northcliffe press launched an 'anti-waste' campaign, attacking 'squandermania' Lloyd George wrote 'the middle classes mean to insist upon a drastic cut-down nothing will satisfy them next year except an actual reduction in taxes'. Two years earlier, political considerations had led the Cabinet to lavish expenditure on housing, but now - with squandermania, not the danger of revolution, as the dominant consideration - they pointed in the opposite direction. At the end of June unemployment had risen to over two million and the Cabinet noted that 'now that the coal dispute was settled ... (there was) not much danger of active unrest in Great Britain'. The danger against which the insurance had been taken out had disappeared."

This is the nub of the thesis, and locates the explanation for the state housing programme firmly at the political rather than the economic level. Swenarton is thus attempting to refute Castells and his school - although this seems a somewhat opportunist response to a current intellectual fashion: Castells is mentioned in the blurb but otherwise only in the Conclusion, where he is consigned to the status of a closet liberal along with Marian Bowley.

In fact the study stands as an excellent and enjoyable work of English empiricism, and usefully contributes to various debates: the ideological role of architecture,

the 'meanings' of different built forms, the influence of such non-ideological factors as shortages of certain building materials on house design, and so on. The 'insurance policy' against the perceived postwar danger of revolution was to build estates which in their layout, appearance and space standards resembled a Garden City ideal previously unattainable by the majority of the working class. Along the way there were debates between 'picturesque' architects and their opponents, one of whom wrote:

"The standard cottage will depend for any attraction that it may possess, not upon ... its individuality, but upon more general characteristics such as suitability to purpose and excellence of design. It will not be the home of an individual, of an anarchist; but the home of a member of a certain class, of a communist."

A criticism is that the study has little to say on the nature of the labour movement's demands: was the threat of revolution real? Were the demands centred on housing or was this merely the most convenient currency for buying them off? The whole issue is seen from the perspective of the makers and implementers of policy, with the masses as mere 'noises off'. Reiss's pamphlet 'The Home I Want' appears on the dustjacket and nowhere else, and mentions of the Workmen's National Housing Council tell us frustratingly little about this body. Nonetheless, a useful and delightful book on an important subject.

Jane Darke
University of Sheffield

Rural Conservation in Inter-War Britain, John Sheail, Clarendon Press, Oxford, 1981, pp 263, £16.50.

This book will be of particular interest to members of the Planning History Group because its object-

ives are so relevant to those for which the Group has been striving since 1974. Sheail maintains that 'first, the inter-war years are worth studying for their own intrinsic fascination and, secondly, the skills and experiences gained during that period still influence the concepts of planning today.' Here we have, therefore, a writer who as a planning historian is attempting to advance the field of knowledge about a particular period and in respect of a sector of planning activity, and who at the same time aims to show the importance and relevance of that period subsequently to the emergence and development of planning thought and practice. The Planning History Group itself has had this sort of basic remit: to establish the bones of a particular period or issue, to add flesh to it through more detailed research, and to establish relationships with later periods and other questions.

Let it be said at once that Sheail succeeds admirably. His book is a most welcome addition to our inter-war literature and has provided a new benchmark in our understanding of rural planning in Britain between the wars. We have far too long ignored the inter war years in our appreciation of developments in British planning; Sheail does much to rectify this and his work could well lead to a new mini fashion. Inter war Britain cannot be written off in planning history; the planners of the 1920s and 30s drew on their earlier experience, while their work contributed to the developments of the 1940s.

A strength of Sheail's work is his research from Public Record Office and County Record Office files whereby fascinating illustrative material gives good examples in case study form of some of the issues of the day. Over 20 years a gradualist approach by local and central Government made British planning in 1939 stronger and much more comprehensive than had seemed likely in 1919. The actual course of events was never more than un-

certain; it was a case of planning ducking and weaving its way through the interests of land-owners, developers, preservationists, voluntary and official bodies, protest groups, protagonists of all descriptions, politicians and legislators. Such have been the threads in the canvas on which the course of planning history has been woven. The case studies of Surrey's Green Belt, quarrying in the Malverns, hydro electric power in Scotland, and the preservation of Stonehenge, Hadrians Wall and the Avebury Circle are highly illuminating from these points of view.

The pace of the book is well maintained. There are good chapters on statutory, local, regional and national planning. The political furore over the 1932 Act comes out well, as does the material on the pressure for National Parks and the preservation of the South Downs. A chapter on survey and research takes us into the general concern for land and landscape, well illustrated by Abercrombie's work for the Bristol and Bath Joint Town Planning Committee and the difficulties over iron ore mining in Northamptonshire. Land use conflict proved to be the origins of many initiatives in planning, as sections on afforestation, National Forest Parks, rambling and camping and amenity and agriculture readily testify. A final chapter draws the threads together as a historical overview.

John Sheail is a historical geographer at the Institute of Terrestrial Ecology, and his position has led to a unique opportunity to study the development of planning and conservation of the countryside. This focus on the inter-war years has proved rewarding for both him and his readers.

Gordon E. Cherry
University of Birmingham

Notes and Articles

PLANNERS - LET'S NOT BURY OUR HISTORY

Eugenie Ladner Birch

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Practicing planners lay claim to their title by possessing a certifiable body of technical knowledge, which they use to promote the public interest. What sets them apart is their altruism, their mastery of professional skills, their wisdom, and their ability to exercise good judgement.

Where do planners learn these things? Graduate school gives them a share of theoretical and mechanical skills, and, for its members, the American Institute of Certified Planners provides a code of ethics. But do these institutions instill wisdom and judgement?

In practice, planners tend to operate in an ad hoc fashion, interpreting public interest on a case-by-case basis. That's what Elizabeth Howe and Jerome Kaufman reported in a recent article in the *Journal of the APA* ('The Ethics of Contemporary Planners', July 1979). Howe and Kaufman call for a revamping of the AICP code of ethics and for a commitment by educators to deal with ethical dilemmas in the classroom. But this is only a partial solution. For how can students, and later practitioners, be qualified to judge the relative worth of any action if they do not have the ability to distinguish among the cultural and institutional issues embedded in American society? To do this they need exposure to planning history - to the experiences, accomplishments, and failures of their professional forebears.

This idea is neither unique nor

new. But do planning schools truly appreciate the value of historical study? From my own limited experience as a planning student in master's and Ph.D. programmes and as a teacher in various planning departments, I have long suspected that they do not. Curious to learn whether my suspicion was correct, and if so, why, I sought the counsel of John Reys of Cornell University, dean of American planning history and author of such classic works as *The Making of Urban America*. I caught up with him in Savannah, Georgia, not at a planning association meeting, but, significantly, at the annual conference of the Society of Architectural Historians.

Knowing of Reys' commitment to the union of the past and the future in planning, I asked whether history should be included in the professional curriculum, and, if it should, why educators seemed to pay so little attention to it. His response was a challenge: "There's really no need to be defensive about planning history. It obviously has merit. I just write about it. But if you are so concerned about it, why don't you survey planning schools and find out what they are doing?"

With that challenge in mind, I returned home and began contacting various people. The most outspoken was Laurence Gerckens, who teaches at Ohio State University and who is known for his lively appearances at national planning conferences. Fifteen years of teaching "American Planning Since 1900 AD" lectures at numerous planning schools besides his own, and recent presentations before state and local APA chapters have given him a broad view of the field. He minced no words about his opinion of planning programs that don't give students a sense of the roots of the profession: "When you don't know who your forefathers were, you're ignorant. When somebody who claims

to be a master or Ph.D. in planning can't identify the name of Bettman, it's very much like a doctor saying 'Hippocrates who?'"

Gerckens admits that his colleagues probably consider him 'something of an oddball' for his commitment to history. "If you've spent the last two years on a very finite, small piece of the whole package, you develop curricula that are accumulations of finite, small pieces", he observes.

History, says Gerckens, is a much needed antidote to the current pessimism among planners who feel that their profession is marginal in today's society. "Before you say that planners have had no impact on society, look outside at the dedicated streets and parks, the land-use controls, the subway systems, and the educational systems. Then tell me that planners have had no impact." Jerome Kaufman, in a panel entitled 'The Image of the Planner' at this spring's APA conference in San Francisco, seconded Gerckens' idea, calling for the publication of additional sober accounts of planning accomplishments.

Others that I talked to pointed out that realising the value of history in the curriculum and convincing students of that value are two different things. David Goldfield teaches history in a master's programme at Virginia Polytechnic Institute. "Students in a professional curriculum today don't feel they are learning something unless you provide them with concrete technical tools they can use on the job", he observes. "The irony is that theoretical skills may be even more important. Few students understand that today's cities are the accumulation of thousands of decisions made over decades, or even centuries, and that what planners can do is circumscribed by this accumulation. To ignore it or misunderstand it is an invitation to irrelevance or worse."

Surprises

After my initial, informal survey,

I decided to send questionnaires to all of the 99 planning schools in the United States listed in the membership roster of the Association of Collegiate Schools of Planning. The response was amazing: more than 85 per cent of the questionnaires were returned. The most illuminating aspect of the whole survey is the incredible range of opinion about what constitutes sufficient historical background for master's degree candidates.

I was surprised to learn that nearly all the institutions that responded believed their students should be aware of the planning of the past. Most schools, 54 per cent, tucked a few history lectures into their core courses; 29 per cent required a semester's study of either the history of urban form or of American urban development. Most of the others offered history electives. In all, 83 per cent of the respondents required some planning history. Yet I was left with the suspicion that many of the courses cited were not giving history enough coverage for the optimal professional development of planners. That thought led me to an analysis of the course outlines.

The schools that integrate history into introductory or theory courses - the most common approach - pay only scant attention to the history of the planning profession. Thomas Galloway's 'Planning Theory' at the University of Kansas, Edward Bergman's 'Theory of Planning' at the University of North Carolina and Charles Deknatel's 'Urbanism and Planning in the United States' at the University of Nebraska are typical of these courses. In each of them, the instructor presents an overview of the contemporary scene, then works his way to the background issues, usually devoting four to eight hours to historical topics. The readings likely to be assigned include *Planning Theory in Retrospect: The Process of Paradigm Change*, by Thomas Galloway and

Riad Mayayni (*Journal of the AIP*, January 1977); John Hancock's *Planners in the Changing American City* (JAIP, September 1967); Roy Lubove's *The Roots of Urban Planning* (in Allen M. Wakstein's anthology, *The Urbanisation of America*, 1970); and Mel Scott's encyclopedic *American City Planning Since 1890*.

Means to an end

In these courses, history is viewed as a means to an end. In Galloway's words, these are courses designed "to assist the student in formulating an individual world view of planning and its environment". Deknatel reports that "the faculty identified planning history as an essential element in the core curriculum", and Bergman notes that "planning history is a vehicle through which the emergence of planning theory and its recent developments are traced". I was left wondering how students can gain insights into planning philosophy when less than one working day is spent on historical issues.

The programs requiring semester courses in urban planning history obviously give more weight to understanding the past as an aid to making decisions for the future. But there seems to be confusion about the proper content of such offerings. Some schools insist on a survey of urbanism from antiquity to the present; others concentrate on the urban heritage of the United States. The former tend to ask global questions about urbanisation and seek solutions in urban design, while the latter tend to concentrate on social themes. Bernard Boyle's course on the 'History of the City' at Arizona State University and Kozmas Balkus's 'History in Urban Form' at Florida State illustrate the urban design approach. Such courses rely heavily on the writings of Lewis Mumford (particularly *The City in History* and *Sticks and Stones*) and Arthur Gallion (*The Urban Pattern*) and the *Planning and Cities* series edited by George Collins, a collection of topical volumes tracing the history of urbanisation (published by Braziller in the 1960s and early 1970s).

The larger group of courses has an American focus. These courses seem to break down into two categories: courses emphasising the development of cities, including planning as one of the outgrowths of American urbanism, and courses concentrating on the history of the planning profession and the growth of the idea of planning in American society. 'Historical Analysis of Urban Development', David Hammack's course at Princeton, and 'Evolution of Cities', Barry Checkoway's course at the University of Illinois, represent the first type.

Purely professional themes are developed in such courses as John Hancock's elective seminar, 'History of Planning in the United States', at the University of Washington and Albert Z. Guttenberg's 'Development of American Planning Thought', at the University of Illinois. Hancock prefaces his lectures with this 1915 quote from the Scottish planner Patrick Geddes: "A little reflection will show that the one and only building which can be constructed from measurements and financial estimate alone, independently of living use, is a coffin". Hancock insists that his students recognise the "importance of culture in shaping planning processes and outcomes". Guttenberg agrees; he emphasises the "institutional environment" as well as the physical environment and stresses the link between planning history and general American social history. Guttenberg focusses on Progressive and New Deal reform periods, while Hancock ranges from the colonial period to the present.

Some courses with an American focus use different approaches. Charles Barr of Michigan State University offers 'Background of Urban Development Planning', which concentrates on functional development. Barr's unusual reading list - with material ranging from traditional land use to health, energy, transportation, and urban renewal - is one of the

few to recommend primary planning documents in an effort to show historical linkages. For example, his discussion of central business districts draws upon John Nolen's *Replanning Small Cities* (1912) and Martin Millspaugh's *Baltimore's Charles Center* (published by the Urban Land Institute in 1964).

At UCLA, Dolores Hayden has created 'Case Studies in the History of Planning, Architecture, and Social Innovation', which pays special attention to women's contributions to early reform movements. Her reading list includes Catherine Beecher's *American Woman's Home*; Jane Addams' *Twenty Years at Hull House*; and Marlene Stein Wortman's incisive analysis of the role of women in 'Domesticating the Nineteenth Century American City' (in the 1977 issue of *Prospects*, an annual journal of American cultural studies).

Many instructors design courses on the history of planning in their own regions. Robert Crowson and Robert Mier, who teach 'History and Theory of Urban Planning and Policy' at the University of Illinois at Chicago Circle, use Chicago as their laboratory and blend local materials (*Chicago, Growth of a Metropolis*, by Harold Mayer and Richard Wade; *The City*, by Robert Park and Ernest Burgess; Louis Wirth's *The Ghetto*; Daniel Burnham's *Plan of Chicago*) with broader studies (Mel Scott's *American City Planning*, Alan Altshuler's *The City Planning Process*). Kenneth Corey, formerly at the University of Cincinnati, gave a course called 'Community Inventory', in which he asked students to assess the effects of planning interventions in the Cincinnati area. At Cornell, John Reps requires students to take field trips to historic planning sites.

Some courses stress the relationship between city growth and public policy. Martin Gellen, who teaches 'History of Urban Development' at the University of California, Berkeley, feels that legislative background is of great value, "because many planners do not understand the history of federal and state inter-

vention in urban development". Gellen also notes that, except for Scott's book and Mark Gelfand's *A Nation of Cities*, materials are scarce.

The divergence in American-oriented courses reflects two phenomena. The first is the great variety of planning curricula. Different programs have different needs for history courses. Second and more important is the fact that there is a rich body of material on American planning, which only a few programs are using in an intelligent and resourceful manner.

On another note - anticipated by David Goldfield in our interview - many respondents reported that planning students were unreceptive to historical data. Some teachers attributed the lack of interest to the personality type attracted to the profession. Others viewed the shortage of textbooks as an impediment to effective presentation. Many instructors have organized their own, innovative curricula. An example is Lewis Lubka at North Dakota State University, who has taught 'History of Community and Regional Planning' for six years. "I started with a chronological approach but found the students didn't get too excited by Hippodamus of Miletus. After discussing the situation with various colleagues at planning conferences, I decided to start with current things and work back. A problem that I keep on trying to deal with is the relationship between form and function in various evolutionary, revolutionary and other transformations of planning and society. Why does one society take on a particular urban form at a particular stage in its development?"

Laurence Gerckens is, of course, another innovator. He has developed a massive documentary history manual for his course on twentieth century American city planning. The manual is divided

into nine modules and includes essays linking planning milestones with current events, quotations from landmark court decisions and contemporary books, reprints of newspaper pages commemorating such important occasions as Truman's signing of the 1949 Housing Act; a bibliography; and study guides.

A new enthusiasm

My survey offers strong evidence in support of Gercken's assertion of a new enthusiasm for planning history. In addition to documenting the courses that already exist, some respondents, such as Robert Einsweiler at the University of Minnesota and Peter Marris at UCLA indicated that their programs would be initiating new history offerings in the near future.

Many respondents added a plea for information about planning history. They noted the lack of a forum for discussing current research in the field. Traditionally, news of planning history projects has spread either by word of mouth or through such vehicles as the Society of Architectural Historians, the American Historical Association, and the Columbia University Seminar on the History of the City. In recent years, the Association of Collegiate Schools of Planning has included a history session at its annual meeting, and the last APA conference had a well-attended session called 'Perspectives on Planning Pioneers'. But the United States has no equivalent of the Planning History Group in Great Britain, which publishes its own journal and sponsors regular national and international conferences (the second annual conference was held in Brighton in August).

Clearly there is a need for literature based on the American experience. Some new works will soon become available (including books by Jon Peterson of Queens College, Stanley Schultz of the University of Wisconsin, Clay McShane of North-eastern University, and Donald Krueckeberg of Rutgers University). Meanwhile, such resources

as the unparalleled planning history collection at Cornell University remain scarcely tapped.

As I ended my survey, I reached these conclusions. First, most planning programs have placed some history in their curricula, although for the most part their coverage is minimal. Second, this shortcoming can be attributed to a variety of causes ranging from faculty indifference and student antipathy, to the absence of good textbooks, to the time constraints of a two-year program. Third, a few of the general courses (particularly those given by Hancock, Guttenberg, and Gerckens) and some of the specialised seminars (like those offered by Hayden and Barr) could serve as models for widespread adoption. And finally, the heritage of American planning is relatively undocumented. It awaits the hand of scholars who can blend historical perspective with knowledge of contemporary planning questions. New insights and new materials are needed if the education of planning practitioners is to include the cultivation of judgement and wisdom.

Research Register

Joan Draper, Assistant Professor of Architectural History, of the University of Illinois at Chicago Circle, is currently studying the career of Edward H. Bennett, an architect-planner, who among other activities guided the execution of the 1909 Plan of Chicago.

