

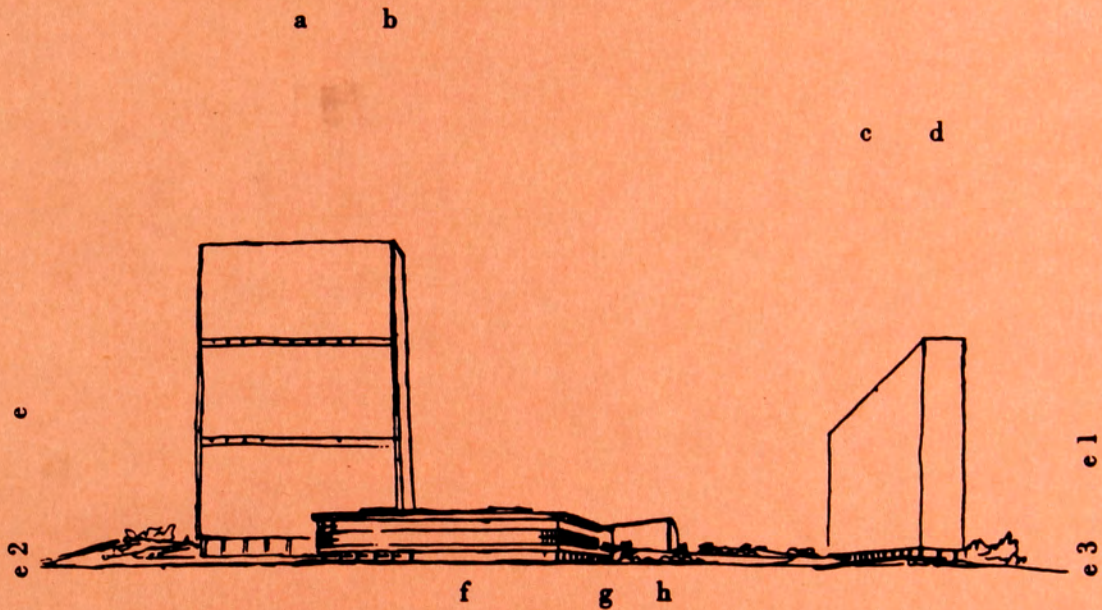
Planning
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Le Corbusier - filling the sky with a radiance of mathematics
(See Reports)

Planning History Group

CHAIRMAN'S COMMUNICATIONS

It has been a long standing principle of the Planning History Group that responsibility for its affairs be broadly shared amongst its international membership. We are a Group, not an Association or a Society, and therefore we are not tied to notions of formal structures. But for many years now we have felt it right that our financial matters, arrangements for meetings, and the Bulletin be subject to open scrutiny. Hence we have an Executive Committee.

With the exception of one occasion, an annual postal election has been held to determine the membership of this Committee. Experience has shown that annual elections are really rather tiresome: an awful lot of effort is expended on achieving not very much. The Committee has been considering its election practices and it has resolved to replace a system of an annual election with one of an election every two years, with the consequence that each member of the Executive serves for four years, half the Committee standing down at two-year intervals. (The present system is one of serving for two years, with half the Committee standing down at one-year intervals).

It has also been decided that the new system be regarded as back-dated to 1986. In other words there will be no election in 1987 and the present members of the Executive will serve until either 1988 (when the next election will be held) or 1990 (the next election after that). The Executive will decide on steps which will identify those who should withdraw in 1988; in 1990 the half to withdraw will identify itself by virtue of a four-year term of office.

I hope not to weary you all ever again with changes to our practices. But I hope you will understand why we feel it necessary to institute the changes, and trust that it paves the way for other weightier - new work in planning history!

Gordon Cherry

EDITORIAL

Regrettably we are still running four months behind schedule. All efforts are being made to complete Parts 2 and 3 of Volume IX before the end of 1987 when I shall hand over the editorship to Dennis Hardy of Middlesex Polytechnic. Part 2 contains various biographical contributions, and if any reader is currently engaged in researching the life and work of an individual planner, I would be delighted to receive a short report for inclusion; by October 9th, please.

Michael Hebbert

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NOTICES

THE SOCIETY FOR AMERICAN AND REGIONAL PLANNING HISTORY

A warm welcome to the newly formed society, incorporated in Ohio in December 1986. Individual membership cost \$35.00 per annum, and Institutional Sponsorship \$150.00. Those who took out membership before October 1987 have the status of "Charter Members of the Society". The Society's Second National Conference on American Planning History was held in Columbus, Ohio on September 25-26 1987, with a full and appetising range of papers that promised to fulfill the call of Eugene Ladner Birch, the President, in the opening issue of their newsletter Planning History Present, for the mutual involvement of all the various planning histories, the visual approach of the architectural historians, the academics' socio-economic perspective, and the institutional view of practitioners.

Address all correspondence to the Society at the following address

3655 Derbyshire Drive
Columbus
OHIO 43220-1416
USA

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INTERNATIONAL COMMUNAL STUDIES ASSOCIATION

The foundation of the ICSA, announced in an earlier Bulletin, has been followed by the publication in Spring 1987 of the first issue of their own informative Bulletin. Handsomely produced, it includes detailed contact information from many countries on current communitarian initiatives, as well as reports of research activity and publications by specialists in the phenomenon of alternative living. The Bulletin will be published biannually and is edited, appropriately, from a kibbutz by a collective who may be contacted at the following address

The Editors
ICSA Bulletin
Yad Tabenkin
PO Box Ramat-Efal 52960
ISRAEL

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Utopian Thought and Communal Experience - an international conference, July 1988

Papers are invited for the above international conference, to be held in the village of New Lanark, Scotland and at Edinburgh University in July 1988. The main sessions will be from the 18th to 21st July 1988, with optional tours after that.

New Lanark will offer an ideal venue for a conference on communitarianism. It is renowned for its associations with Robert Owen. Most of the buildings that existed in the early nineteenth century remain today - thanks partly to an ambitious restoration scheme now in progress - and some of the sessions will be held within these historic buildings. Moreover, New Lanark, located in a deep valley (originally to take advantage of power from the River Clyde) enjoys a beautiful settings.

CONFERENCE THEMES

- * The general themes will be that of utopian thought and communal experience, past and present. This is intended to provide a broad framework for investigation and discussion.
- * As an international conference located in Europe, it will also offer a rare opportunity for scholars and practitioners to learn and exchange ideas about communitarianism in Europe.
- * Because of its specific New Lanark location, utopian socialism will be an important theme. But it will go beyond that, looking at utopian communities as a continuing tradition.
- * It will be interdisciplinary, and it will appeal to practitioners as well as researchers.
- * It will be international in its participation as well as scope. Building on existing networks, a sizeable contingent can be expected from the United States and Israel, and invitations will be extended to contact throughout Europe.

CONFERENCE PROGRAMME

The main conference programme will take place between the Monday evening (18th July) and the Thursday evening (21st July), concluding with a dinner at New Lanark. The programme will include an initial tour of New Lanark and optional visits to local cities and places of interest. Accomodation will be available in a hall of residence at Edinburgh University, close to the centre of the city. Bookings will be made through to the Friday morning (22nd July), with extensions bookable on a personal basis. Transport will be available to and from New Lanark for those sessions to be held in the village.

After the main conference, an optional tour will enable visits to be made to sites of utopian interest in Scotland (with the possibility of additional visits in England and Wales).

SPONSORS

This proposed conference builds on the experience of a successful international event held in Israel in May 1985. One outcome of that event was to establish the International Communal Studies Association, an organisation designed to act as a clearing house for research projects, to encourage comparative studies, to distribute lists of communal organisations and scholars, to conduct international conference proceedings, and to cooperate with other professional bodies (especially to provide information for visiting scholars). The Executive Director of the ICSA is Dr

Yaacov Oved, and membership details can be obtained from him at Yad Tabenkin Institute, Ramat Efal, Israel 52960.

As well as the ICS, the conference is jointly sponsored by the American community organisation, the National Historic Communal Societies Association. This body dates back to 1975, with the purpose of encouraging the restoration, preservation and public interpretation of America's historic communal sites and the study of communal societies, past and present. The NHCSA meets annually, and at its last meeting endorsed support for this conference. Information on the NHCSA can be obtained from Dr Donal Pitzer, Director, Center for Communal Studies, University of Southern Indiana, Evansville, Indiana 47712, USA.

The conference also enjoys the full support of the New Lanark Conservative Trust, under the direction of James Arnold. The Trust is responsible for the restoration and management of the historic village, and James Arnold and his staff will host the conference.

PROPOSALS

Abstracts (usually of about 200-300 words) of proposals for the conference are now invited. Contributions may take one of a number of forms:

- * ORIGINAL PAPERS reflecting current or recent research
- * A willingness to contribute to INTERNATIONAL PANELS, with presentations on what is happening (in research and practice) in your own country
- * FILMS, SLIDES, MUSIC and other 'fringe' activities

Please send proposals (or, if you would simply like to be put on the mailing list to receive conference details, your name and address) to:

Dennis Hardy
 Head of the School of Planning and Geography
 Middlesex Polytechnic
 Queensway
 Enfield
 Middlesex EN3 4S
 England

* * *

WOMEN IN PLANNING HISTORY: THEORIES AND APPLICATIONS - April 1988

A one-day seminar sponsored by the Planning History Group and the Institute of Advanced Architectural Studies at the King's Manor, York, on Tuesday 12th April 1988, from 10.30 - 17.45

The programme includes the following contributions:

Ian Bentley	Planning Ideology and gender bias
Helen Meller	Patrick Geddes' influence on theory and

Patricia Roberts	practice The image of women in post-war plans for London
Tanis Hinchcliffe	Women as house property owners
Judy Attfield	Inside Pram Towns: Harlow in the 1950's
Richard Turkington	The post-war pre-fab: its appeal to women
Lunn Pearson	Women and cooperative housekeeping

The seminar will be held in room K133 of the Institute at King's Manor. This is in the centre of York, about ten minutes walk from the railway station. Car drivers should park in one of the city's many public car parks. For suggestions about overnight stays, please contact Alison Ravetz, as below.

The registration fee of £6.00 (£3.00 unwaged) will include tea and biscuits. Morning coffee (before 10.30 start) and lunch are available on a self-service basis in the refectory.

Further information and registration from:

Alison Ravetz
 Department of Social Studies
 Leeds Polytechnic
 Calverley Street
 Leeds LS1 3HE

Messages may be left at Leeds (0532) 468081.

* * *

HISTORY OF NEW TOWNS

The Chairmen of the surviving New Town Development Corporations in the UK, with the Commission for the New Towns' Association, have commissioned a Feasibility Study to explore the prospects of writing and publishing a definitive history of the New Towns. The commission is timely since the end of the British New Town Programme is in sight and the story almost complete.

At the same time, to defer work on such a project would run the risk of losing touch with many of those who were involved in the early stages of the New Town movement and in similar programmes in other countries. Making contact with such people is one of the aims of the Feasibility Study.

Those interested should contact:

Professor Denys Hinton
 45 Park Hill
 Moseley
 Birmingham B13 8DR

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WEBB-SMITH ESSAY COMPETITION

The Department of History, University of Texas at Arlington announces the 1988 Webb-Smith Essay Competition, a \$500 award for the best essay of 10,000 words or less on the topic "Sunbelt Cities and Recent Urban America". The winning essay will be

submitted for publication as part of Volume Twenty-three of the Walter Prescott Webb Memorial Lectures Series published by Texas A&M University Press. Manuscripts for 1988 judging must be submitted by February 1, 1988. For submittal form and additional information write to:

The Walter Prescott Webb Memorial Lectures Committee
Department of History
Box 19529
University of Texas at Arlington
Arlington
Texas

* * *

PLANNING HISTORY BECOMES PLANNING POLICY

Following advice from the South Australian Planning Commission, Dr Don Hopgood, the Minister for Environment and Planning, is investigating ways of introducing planning policies that recognise the significance of certain localities in terms of the State's planning history.

Charles Reade who, in 1913, acted as Secretary of the Garden Cities and Town Planning Association, during Thomas Adams' absence, came to South Australia as the first appointed "Government Town Planner" in 1917. He developed a number of garden suburbs such as Colonel Light Gardens, Galway Garden Suburb and the Gallipoli Garden Village (now Allenby Gardens) which are notable not only for their picturesque layouts but also for their practical applications of neighbourhood centre theories, structured recreation areas and road hierarchies.

The importance of these 19th Century "parklands" townships on the former wheat frontiers, and of major metropolitan Adelaide strategic initiatives such as open space belts, could be recognized by amendments to the official State Development Plan. This Plan is the repository of all State and Local Government planning policies and amendments are ratified by Parliament and authorised by the Governor.

Such policies would not necessarily restrict development in the generally accepted heritage sense. They could also encourage development opportunities inherent in the original plans that have as yet not been taken up. Alan Hutchings has promised to report further progress on this initiative in future issues of the Bulletin.

* * *

CITIES OF TOMORROW

The most recent catalogue - Number 25 - from **Inch's Books** contains a number of new titles of some rarity, among them Geoffrey Jellicoe's personal copy of the **Bibliography of Planning 1928-1935**, Katherine Macnamara's New Deal supplement to the Harvard University Press **Manual of Planning Information** (1928). Also **Municipal Glasgow -Its Evolution and Enterprises** (1914), and a catalogue of the 1948 Exhibition of Liverpool Architecture which celebrated the centenary of the Liverpool Architectural Association.

Inch's Books
3 St Paul's Square
York YO2 4BD
ENGLAND

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FURTHER BROWSING OPPORTUNITIES

Vivian Wright, one of the other antiquarian booksellers specialising in the field of architecture and planning, reports that his shop in Priest's Mill, Cladbeck, Cumbria is now open most days of the week and has a good selection of books, prints and maps. All enquiries, and catalogue requests, to

Vivian Wright
Fennelsyke
Raughton Head
Carlisle
tel 069 96 431

* * *

URBANISMO REVISTA NOS. 2, 3, 4,

Readers may remember the note of startled enthusiasm with which we welcomed the first issue last year of this opulent large-format (42 x 30 cm) journal of urban design from Manuel de Sola-Morales' "Laboratory of Town Planning" in Barcelona. Subsequent issues have been better still, with major features on Leo Krier's renowned project for the redevelopment of Amiens, on the design and redevelopment of urban blocks, and perhaps most lavishly of all, on the history, townscape and cultural milieu of the city of Trieste. The journal uses very large colour illustration of maps, drawings and aerial photographs to convey what it calls "the figurative contents of urban subjects". The result is most impressive, and something planning historians should go out of their way to see. £30 or \$50 for three issues, from **UR/Revista, Laboratorio de Urbanismo, Diagonal 649, 08028 Barcelona, Spain.**

REPORTS OF MEETINGS

The Greenbelt Conference on New Towns, organised by the 50th Anniversary Committee, City of Greenbelt, Maryland, USA, 2-3 May 1987.

'Greenbelt is 50, and Greenbelt is great!' Such slogans were heard often in 1987 in this small suburb of the US capitol, and are constant reminders of the importance of this unique New Deal town to its many visitors from around the world. The City of Greenbelt, Maryland, located about 10 miles northeast of Washington, DC, held an international conference in 1987 on the occasion of the 50th anniversary of its founding as a garden suburb in the Howardian tradition. The conference was indeed a celebration of Greenbelt and its people. Yet it also afforded the 220 participants a chance to hear news of the successes and failures of other new towns in the USA, UK, Sweden, France, Japan, Canada, Egypt and elsewhere.

Focus at the gathering clearly centered on the attributes and accomplishments of Greenbelt. Greenbelt was one of three garden suburbs built in the late 1930s by President Franklin D. Roosevelt's Resettlement Administration (the others being Greenhills, Ohio and Greendale, Wisconsin) as part of a grand social experiment in new communities. The towns combined many of the garden city design principles espoused by Britain's Ebenezer Howard, especially superblocks, inner pedestrian walkways, greenbelts or other ample green spaces, with a suburban location. But these new towns were also part of a jobs program following the Great Depression. Greenbelt, eg, employed unskilled laborers in constructing its housing and the center lake (the housing units were reserved for low-income, returning GIs from WW II). In the ensuing years, all the greenbelt towns in the USA have experienced growth and encroachment on their green spaces. Greenbelt

however can be proud that its old town area remains intact, while the housing and office building development boom marches on all around it.

The keynote speaker was historian William Leuchtenburg of the University of North Carolina. Leuchtenburg gave a clear picture of the economic despair that enveloped society after the stock market crash of 1929, and the imaginative government response that resulted. A massive legislative program followed Roosevelt's election in 1932, which offered jobs to millions (including numerous leaders of the future), and social security for the old. The establishment of the greenbelt towns must be considered in this light. Joseph Arnold of the University of Maryland next spoke on implementing the greenbelt vision. He noted those to credit with the idea for the greenbelt towns in the USA, such as Ebenezer Howard himself, plus the leaders of the Regional Planning Association of America including Clarence Stein, Lewis Mumford, Henry Wright, Alexander Bing and others. Previous attempts at North American garden cities were made, such as Sunnyside Gardens, New York and Radburn, New Jersey, but they were modest and incomplete. With the good work of Rex Tugwell, Eleanor Roosevelt, Tilford Dudley and others, Greenbelt went much further. The three greenbelt towns were later sold off by the federal government, and the citizens took over as the major actors. Today, social consciousness and activism still characterizes these towns, and Greenbelt has importantly become less reliant on Washington because of the addition of local employment centers.

The conference then turned to a major and effective example of new towns on film, with a showing of "The City". Howard Gillette of George Washington University provided commentary. He noted that the film, first made for the New York World's Fair of 1939, resulted from fruitful collaboration between urban theorists and film makers, yet it failed to meet Lewis Mumford's ex-

pectations in its portrayal of greenbelts. The luncheon speaker was Jean Gottman of Oxford University. Gottman used examples from the UK, France and Japan to demonstrate how new towns are currently used to channel metropolitan growth. Developed for different purposes, such new towns play a larger and more successful role in urban life than their North American counterparts.

The first day of the conference closed with panel sessions on "reflections on making the green towns work", "Greenbelt and the sense of community", and Greenbelt's design and architecture". The first panel featured the mayors, a former mayor, and city managers of the three green towns. Most of the discussion centered on preservation of green areas from developments, and the varying answers reflected the different degree of protection afforded the green areas in the towns. The second panel included four civic activists and long-time residents of Greenbelt. The speakers gave fascinating accounts of many of their key battles and organizing campaigns for various cooperative organizations. The third panel was comprised of K.C. Parsons of Cornell University, Richard Longstreth of George Washington University and Richard Striner of the Art Deco Society of Washington. These speakers focused on the influence of architect Clarence Stein, social reform through housing, and Greenbelt's art deco buildings, respectively.

The second day of the conference began with a pessimistic yet hopeful address by Wolf Von Eckardt, the former architectural critic of The Washington Post and Time. He linked the current psycho-social despair in the USA (esp. among teenagers) with poor urban and suburban environments. More new towns and re-humanized cities were then offered as a solution, along with ecological ethics. An international perspective on housing in new towns was next given by Salah El-Shakhs of Rutgers University (Sadat City, Egypt), Alton Scavo of

the Rouse Company (Columbia, MD, USA), Kenneth Johnson of the State University College of New York (Stockholm, Sweden's suburbs and Tapiola, Finland) and Brahm Wiesman of the University of British Columbia (Kitimat, Canada). Emphasis by this group was given to cultural and environmental diversity, freedom of choice, quality of life and long-term benefits of the selected new towns.

The final speaker was David Hall of the UK's Town and Country Planning Association (TCPA). His presentation was on the legacy of Ebenezer Howard. The talk provided an insightful look back at the father of the garden city, who founded what became the TCPA and also saw his ideas put into practice with the construction of Letchworth and Welwyn. This of course was followed with the massive new towns program of 1946, but today there are encroachments on many of England's greenbelts, as is the case in the USA and elsewhere. The conference closed on a hopeful note, following some friendly debate. Hall proposed that the participants issue a "Greenbelt Declaration", to initiate a new awakening of urban development in the USA and an improved urban policy.

What seemed to draw this diverse international group to the Greenbelt conference was its intense support for new towns. The discussion ranged from the scholarly to the practical, and it was always of the highest quality. Yet while greenbelt towns have often been successful in grappling with the social disamenities of megalopolis and sterile cities and suburbs, it should be underscored that the majority of the world's urban dwellers live in the latter environments. Scarcely touched on in Greenbelt were the reasons why, which concern the political economy and political culture of modern civilizations. These problems are of course more difficult to solve, since they concern the nature and motivations of homo sapiens.

Dr. Barry D. Solomon
Greenbelt, Maryland

The 1987 Bad Hamburg Symposium - Urban Renewal Before World War I

Originally, this year's meeting of urbanists in Bad Hamburg was to include two - rather evenly balanced - parts: dealing with the reconstruction of inner cities in major European and North American agglomerations on the one hand, and in Germany on the other. This dual structure of the colloquium was to reflect the historically well-established leading role of the earlier physical and functional reorganisation taking place in Paris, London and Brussels - to name the major examples that would possibly allow the reconstruction of an empirical background and perhaps even the formulation of a 'model' of city renewal against which the specificity of the German cases of city reconstruction since the 1870's would stand out more clearly.

As it turned out, this concept could only be realised in part. Thomas Hall (Stockholm), who was to submit a contribution on important examples of Hausmannic planning in Paris, fell ill; J Sabato-Bel (Barcelona) was obliged to invigilate examinations and sent in his report instead; in the case of C Olmo (Torino), who had wanted to give a talk on asaniment in Turin and Milan, G Piccoinato had to step in, reporting on sanitary measures in Naples and Rome.

As originally planned, there were contributions by P Marcuse (New York) on inner city expansion and restructuring in Manhattan around 1900, and by Marcel Smets on the Brussels experience - the shift toward a new (and obviously more piecemeal, instead of large-scale) strategy of inner city renewal under Buls. C Spathe was able to present the role of the Glasgow City Improvement Trust in the renewal of the historical centre of the city, while R Banik-Schweitzer focused on city improvement in downtown Vienna - showing how a decisive accent was being placed on the widening as well as the functional and architectural 'modernisation' of already existing commercial main street. H Bodenschatz, G Fehl, E Konter, D Radicke, J Rodriguez-Lores, V Roscher, D Schubert and others focused in the diverse aspects of the German experience.

In discussing the prevalent methods, planning instruments, architectural and social aspects, as well as economic factors involved in these city improvements, it became clear enough that both in Germany and abroad, a distinctive pattern of creating a modern tertiary sector (accommodating administrative functions, luxury small-scale trade, as well as large-scale trade enterprises) coincided with the 'deterioration' of wide areas of the historical centre, on the other hand. The diverse planning attempts, therefore, centred again and again on creating spaces and accommodation for new needs and aspects of an ever changing tertiary sector, and on controlling and eventually eradicating, at the same time, the negative effects of 'troubled areas' of the inner city - that seem to have continued to exist (even when partially 'transferred' or transformed), showing a peculiar

resistance to the intervention of planners.

Much of the evidence seems to suggest that planners widely overestimated the actual needs of the tertiary sector. Nearly everywhere a tendency of this sector to 'bypass' and circumvent deteriorating parts of the inner city was fairly obvious, resulting - in quite a few of the German cases, for instance - in a shift of the modernised, commercial downtown section from the historical centre towards the newer town expansions added in the 17th and 18th century as a result of 'Baroque' (or 'absolutist') planning.

The example of Hamburg showed rather stringently how competitive pressure and a growing world trade forced the reconstruction of the city in accordance with the specific needs of its commercial bourgeoisie; by comparison, the rebuilding of the inner city of the German Imperial capital (Berlin) seems to have relied on rather half-hearted and piecemeal planning measures, while basically the process of restructuring the core of the city was left to blind and seemingly 'automatic' economic forces. The notable exception remains the planning of a city-wide modern infrastructure: sewerage, electricity, and - since 1900 - a subway system.

Andreas Weiland (Aachen)

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"Le Corbusier - Architect of the Century" **Hayward Gallery, London March 5th to June 7th** **1987**

This centenary exhibition was organised by the Arts Council of Great Britain in collaboration with the Fondation Le Corbusier in Paris. Tim Benton of the Open University and his selection committee brought together the largest collection of Corbusian drawings and photographs, and models of projects, ever seen in Britain. The exhibition offered a superbly detailed panorama of the evolution of the master's work, his residential designs, his paintings and drawings (notably of hefty female nudes), his monumental public projects, his work in India, his ecclesiastical architecture, and - of especial interest to readers of this Bulletin - the unrealisable town planning schemes in which he indulged to the full his preference for bigness. The catalogue **Le Corbusier, Architect of the Century** is published by the Arts Council of Great Britain and costs £22.75. (ISBN 0 728 0525 7).

RECENT AND FORTHCOMING PUBLICATIONS

Yorifusa Ishida *Nihon Kindai Toshi Keikaku no Hyakunen (One Hundred Years of Modern Urban Planning in Japan)*, Tokyo, Jichi-Kenkyusha, 1987, 372 pp, Y2000, ISBN: 3352 86011 3387

One hundred years ago next year, Japan had the first legislation on town planning: the Tokyo City Improvement Ordinance of 1888. Although it was applied only to Tokyo City, the enactment of this ordinance is regarded as the beginning of modern urban planning in Japan. Since then, Tokyo has twice experienced major destruction and reconstruction, once by the Great Earthquake in 1923 and the other by bombardment in 1945. Today, it is no doubt one of the greatest and most prosperous cities in the world. However, visitors from western countries give nearly identical impressions of Tokyo - congested, complicated street patterns, ugly townscape, endless urban sprawl, etc. These expressions are often attached to other major Japanese cities as well. Then what has the outcome of urban planning been in Japan and, ultimately, what has the 'modern planning' been in Japan?

One Hundred Years of Modern Urban Planning in Japan by Professor Yorifusa Ishida helps to answer these questions. The book is the first of its kind entirely devoted to the history of modern urban planning in Japan, covering the period from the Meiji Restoration of 1868 to the present. With the support of a number of plans and drawings, it not only tells the factual story of the evolution and development of modern planning in Japan, but also presents some interesting and original research conclusions.

The book divides the modern period in Japanese urban planning into eight periods, each of which form one chapter. Below is a brief description of each period.

(1) European Style Urban Reform Period (1868-1887)

During this period, the new Meiji Government attempted to transform central parts of Tokyo City into a European style city, with brick buildings and geometrical street patterns. The plans were prepared mainly by foreign consultants to the Government. The implementation of the plans, understandably, involved great difficulties and most of the schemes were abandoned.

(2) The Period of City Improvement (1888-1918)

This period began with the enactment of the Tokyo City Improvement Ordinance which set the context for long term reform of urban Tokyo. The accompanying plans and regulations provided primitive control measures and, in this sense, the Tokyo City Improvement was the practical beginning of modern urban planning in Japan.

(3) The Establishment Period of the Modern Planning System (1919-1935)

In 1919 the City Planning Act and the Urban Building Act were introduced, providing the basis of the town planning system in Japan for the next fifty years. The legislation was generally applicable to urban built up areas and the Central Government was the main planning authority. Three important planning techniques

were introduced during this period: land readjustment, building line control, and zoning. While the former two were widely practiced in one way or another, the zoning system was extremely primitive and hardly exercised, indicating one of the characteristics of Japanese planning, namely the weakness in land use control. The practical side of planning also advanced, especially by the implementation of the Capital Reconstruction Programme after the Great Earthquake in 1923.

(4) War Period (1931-1945)

Planning in Japan hardly progressed during this period. However, some experimental attempts were made in the colonies influencing the post-war planning to some extent.

(5) War Reconstruction Period (1945-1954)

This could have been a reform period for Japanese planning. Radical proposals were made in order to modernise the planning system which had already become obsolete by then. Unfortunately, new planning legislation was abandoned for some unidentified reasons. Although Reconstruction Schemes were fairly successful in local cities, the reconstruction of Tokyo ended in vain because the plan was too idealistic and costly. Consequently, another opportunity of major urban reformation was wasted.

(6) The Period of Rapid Urban Development Without Controls (1955-1968)

This period corresponds with the major rapid economic growth period. Massive migration into major cities increased the pressure for urban growth and many major urban development projects were carried out. Because there was virtually no controls over development, however, problems such as sprawl in fringe areas and slums in central areas were intensified.

(7) The Period of the New Urban Planning System (1968-1985)

In order to control disorderly land use in urban areas, the new City Planning Act was finally introduced in 1968. It was equipped with development control measures such as Urbanisation Control Area where development is to be basically restricted and the development permission system. The local governments became the main planning agencies and public participation in the planning process was for the first time introduced. In addition, the revised Building Standard Act (1970) provided a more effective zoning system and measures controlling buildings. It should be noted, however, that the new system was far from rigorous, allowing certain development to take place with little control.

(8) The Period of Displanning (1982-)

Since 1982 economic policies in Japan have been geared to the requirement to increase domestic demand in order to reduce huge trade surplus. The relaxation of planning controls is being given serious consideration by the Government who attempted to encourage development and construction activities by a private sector.

This division is very useful in that the distinction between each period makes long term changes and movements in Japanese planning

easily appreciable. As the author points out, however, common features can be identified throughout the history. One is the influence of western planning. A number of established planning thoughts and measures have been introduced and transformed into those adoptable to the Japanese. Development permission after planning permission in Britain and District Planning after the B-plan in west Germany are just a few current example.

Although Ishida does not explicitly mention it in the book, readers would perhaps notice another common aspect in the Japanese planning history. It is the relationship of planning policy with other major policies. Planning policy in Japan has never had high priority except perhaps in the late 1960's when the new City Planning Act was introduced and the present planning mechanism began to function. Instead, it has always been given a secondary role to imperative national goals, namely *fukoku-kyohei* (wealthy nation with strong forces) in the pre-war period and *keizai-seicho* (economic growth) in the post-war period. Planning in Japan has not been 'forward' planning, but rather followed events. In other words, it has been a policy which attempted to reduce the extent of internal distortion created by the superior national policies.

Needless to say, one important role of history is to offer useful information in considering a prospect for the future with the events of the period or rapid economic growth still in recent memory, planning experts have expressed concern at the recent tendency towards deregulation in pursuit of increased private investment in urban development. Ishida is no exception, claiming that such short term policies may result in chaotic urban situations, as they did in the 1960's. His message for future Japanese planning is indeed very clear - "be secure and steady". It is the message that has been repeated a number of times but still has a realistic and forceful meaning after the hundred years of modern urban planning in Japan.

Norihiro Nakai
London School of Economics

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Colin War & Dennis Hardy *Goodnight Campers! The History of the British Holiday Camp*, Mansell, London, 1986. 177 pp, £9.95 pb, ISBN: 0 7201 1836 0

Shamefully, almost a year has elapsed between publication and this review note. Many readers of the Bulletin will already be familiar with the previous book by Ward and Hardy, *Arcadia for All*, the legacy of a makeshift landscape (Mansell, 1984), which traced the history of the early twentieth century plotland developments in Southern England, those scattered home-made shanties built by working folk on cheap plots of bad land along the coast, the North Downs, and the banks of the River Thames. Their new book tells an equalling absorbing story, in some ways the antithesis of the plotlands, in others their extension: the story of the evolution of the holiday camp from the late nineteenth century organised outings under canvas through to the glittering but beleaguered popular entertainment empires of today.

The very earliest forms of seaside camping had something in common

with the plotland phenomenon, being an affordable means of escape devised by common town-dwellers, one based on individual ownership, the other on collective organisation. Whilst the shanty-dwellers fell under the shadow of official disapproval, eventually to be outlawed through by-laws and health, housing and town planning statutes, holiday camping evolved on commercial lines through entrepreneurial provision of sites for bell-tents in the first instance, then wooden chalets, and eventually the full complex of catering and recreational facilities that we associate with the words Holiday Camp, fenced off from the outside world with all the hermetic self-containment and many of the de luxe trappings of a cruise liner. The most ironic recent twist to the story has been the tendency for the commercial camps to convert to self-catering chalet accomodation, comparable with caravan parks or - save for the physical regimentation - with old individualistic beach huts.

Like its predecessor, *Goodnight Campers!* is a richly researched monograph tackling its subject from many angles and with rewarding detail. Having covered the historical evolution of holiday camps in the first four chapters, the authors turn to look at them in terms of their design and planning. In the 1930's and 1950's, when they were at their most expansive, concern at the environmental impact of the camps was balanced by recognition that they served to contain popular pressure, could generate local revenue, and offered striking design opportunities (generally neglected, however, in favour of an architecture of pasteboard Ritziness). The planning history of the camps is brought right up to date, with several of the biggest Butlins and Pontins establishments closed for good, and the smaller camps blighted by the tawdriness and poverty of seaside Britain today, or converted, as already noted, into mere chalet parks. Of course, many holiday camps survive and continue to do good business for thousands of families. But they have become, in the authors' words, "something of a period piece", and the book does have a generally elegaic strain.

In their concluding chapter Ward and Hardy look at holiday camps through the eye of the cultural historian, as "popular places" that offered their campers their dream of a good time, which to middle class observers looked like a nightmare of alienation and vulgarity. This quandary is presented in a greater spirit of detachment than the authors displayed towards the heroic plotlanders. They acknowledge that the consumerism of the camps was often shoddy; but it offered a taste of luxury and cheerful relaxation to millions at an affordable price. If the camps never fulfilled the promise of their pioneer days of bicycling Socialism, they conclude, neither did modern Britain as a whole.

* * *

Martin Gaskell *Model Housing from the Great Exhibition to the Festival of Britain*, Masell, London, 1987. 180 pp, ISBN: 0 7201 1834 4

When Causabon first enters her life, poor Dorethea in George Eliot's *Middlemarch* is to be found not at her embroidery frame but

drawing plans of model cottages for villagers, "real houses fit for human beings from whom we expect duties and affections". Her was an immediately practical outlet for the improving impulse. The enlightened landowner, Dorothea's unrequited admirer Sir James Chettam for example, had all the means at his disposal to demolish existing hovels, develop new cottages, and relocate tenants into them. The resulting model developments can be found throughout rural Britain, and very trim and picturesque they often are.

With industrialisation and urban migration the problem of workers housing migrated also, taking a new life in and around the cities through the work of the Victorian housing reform movement. Albert, the Prince Consort, who shared Dorothea's concern for cottage-planning, commissioned the architect Henry Roberts to make for display in the Great Exhibition of 1851 a group of model houses, one of which still stands in Kennington, adapted in the words of the exhibition catalogue, "for the occupation of families of the class of manufacturing and mechanical operatives, who usually reside in towns or their immediate vicinity".

It is at this point that Martin Gaskell takes up the story of model housing in Britain, carrying it right through to the postwar Festival of Britain in 1951. The book is conceived on as simple and sensible a plan as the dwellings it describes. Part I briefly traces the idea of the model house, from the village redevelopments of enlightened eighteenth century landowners, through the work of nineteenth century philanthropic reformers, to the preeminent role of the state in twentieth century promotion of model housing. Part II, which takes up exactly two thirds of the text, consists of twenty detailed case studies, each containing enough information about plans and elevations to satisfy our architectural curiosity and enough historical background to make sense of the designers' evolving conception of what real houses fit for real human tenants should be like.

In the concluding section of the book Gaskell attempts to assess the impact of model houses on housing in general. He shows their paradoxical effect upon the nineteenth century debate about the living conditions of the urban poor, as both a demonstration of the potential for improvement and a proof that larger measures of decentralisation were needed. He traces the familiar municipal diffusion of the Garden City model through the agency of the Tudor Walters Report, and the subsequent reaction of the Modern Movement, then shows how central planners in the 1930's and 1940's reacted against the speculative builder's £500 desirable residence in their preoccupation with the need for "good design" above all else.

Behind each successive evolution of the model, we glimpse an original bogey-type against which the designer is reacting. A Frenchman might have written a much more explicitly dialectical account of this history, giving equal prominence to the pet aversions and the paragons. Gaskell's approach, more English and descriptive, does not offer an especially original interpretation of housing idealism, but rather a straightforward work of reference that can be read with pleasure and consulted with confidence.

Dennis Hardy (Editor) *On The Margins: Marginal Space and Marginal Economies*, Middlesex Polytechnic Geography and Planning Paper No 17 (1986). 24 pp, £3.50, ISBN: 0 904804 57 7 from Middlesex Polytechnic, Enfield, Middlesex EN3 4SF

The papers of the Planning History Group seminar on marginality at LSE in 1985 are here brought together on glossy paper in a highly professional format. Each of the contributors has done specialised research on a different sort of margin, Ray Pahl among the versatile householders of the Isle of Sheppey, Alan Gilbert in the shanty town housing market of Venezuela and Colombia, Anthony King on the margins between imperial power and periphery in his work on the bungalow, and of course Dennis Hardy and Colin Ward themselves, on the plotlands. Running through the various contributions is the critique of planning as an elitist exercise that too often sweeps away opportunity and experiment in its obsessive tidying-up of marginal clutter.

* * *

Bryan Peter Malynk *Calgary Builds: The Emergence of an Urban Landscape, 1905-1914*, Regina: Alberta Cultural/Canadian Plains Research Center, 1985. 214 pp, \$15.00 pb, ISBN: 0 88977 038 7

The author examines Calgary as a boomtown of the first decade and one-half of the 20th century owing to an aggressive immigration policy and the city's role as a regional centre along the transcontinental railway. The fruits of the building boom, which was followed by three decades of decline, brought much of enduring substance. The author devotes most attention to the building forms of that period. However, the brevity of the text, the speculative and sometimes naive quality of its observations, and the exaggerated writing style, detract from this enthusiastic appraisal of a key period in Calgary's history.

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Who's Who in Architecture: 1914, 1923 and 1926, (microfiche with printed introduction by Neil Bingham), World Microfilms Publications, London, 1987. £80.00 ISBN: 1 85035 006 X

Who's Who in Architecture appeared only three times - 1914, 1923 and 1926. These volumes constitute an important source of biographical information about architects and surveyors practising in Britain during the early 20th century.

Entries for each architect generally include date of birth, personal details, education and training, commencement date of practice, list of works and competitions, appointments, awards and publications. The directories also cover principal schools of architecture, architectural societies and related organisations. Entries range from Sir Aston Webb to little-known architects.

Irving D Fisher Frederick Law Olmsted and the City Planning Movement in the United States, Ann Arbor, Michigan: UMI Research Press, 1986. 205 pp, \$49.95, ISBN: 0 8357 1685 6

Fisher's study of Olmsted's contributions to the city planning movement focuses on park and parkway design in the 19th century and contends that this approach to reform was a "notable delusion". The author's approach is to examine closely the multitude of influences on Olmsted's thought and his near messianic need to reform society through whatever vocation was his at the moment. However, material specific to Olmsted's contributions to the American city planning movement is limited to the final thirty-six pages of the study. The work stands well, however, as a contribution to the understanding of Olmsted's design motivations and approaches.

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P W Rickwood The National Land Fund 1946-1980: The failure of a policy initiative, Leisure Studies 6 (1987) 15-23

The National Land Fund was established by the post-war British Labour government as a means whereby land and property could be accepted on behalf of the nation, to satisfy a liability for Estate Duty. The value of any acquisition was paid over to the Inland Revenue from the Fund's reserves. Initially, a sum of £50 million was made available from the sale of war surplus supplies, Hugh Dalton, its moving force, had hoped the Fund would also be used to develop National Parks and access to the countryside. The history of the national Land Fund charts its decline and comparative failure. During 24 years of existence, it in effect spent little more than the interest accumulated on its capital. At the same time its reserves were arbitrarily reduced, in 1957, to a residual 10 million.

The article considers the origins and scope of the National Land Fund, the changes made in its functions and funding between 1946 and 1980, and advances an assessment of its performance and reasons for its failure.

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Charles McKean The Scottish Thirties: An architectural introduction, Scottish Academic Press, Edinburgh, 1987. 200 pp, £17.50 hb, ISBN: 0 7073 0493 8 £8.50 pb, ISBN: 0 7073 0494 6

Quoting extensively from interviews, contemporary descriptions and the literature of the period, and with over 400 photographs and drawings, the volume demonstrates how society's attitude towards pleasure, commerce and the workplace, living, the church, health and education changed during the 1930's, and how many of the most celebrated post-war architects made an early but unmistakable mark on the Scottish architectural scene.

* * *

Harry Dupree Urban Transportation: the New Town solution, Gower, Aldershot, 1987. 266 pp, £12.50, ISBN: 0 566 00839 4

This highly illustrated book traces the history of 28 new towns in Great Britain and describes in detail how each town used its political, professional and financial freedom to develop its own solution to the problems of providing for future traffic requirements, while seeking to create a healthy and pleasant environment within which to live.

* * *

John Musgrove (ed) Sir Banister Fletcher's 'A History of Architecture', Butterworths, London, 1987. 1621 pp, £48.00, ISBN: 0 408 01587 X

The purpose of this 19th edition remains the same, namely to describe through the artefacts themselves, the principal patterns of architectural development, and to place them in their historical and cultural settings. The present edition includes 7 chapters on 20th century architecture, ranges as far back in time as the prehistoric period, and includes much new material on Africa, the Americas, Asia, the Far East and Australasia.

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Stephen Fothergill, Sarah Monk and Martin Perry Property and industrial development, Hutchinson, London, 1987. 187 pp, £12.95, ISBN: 0 09 170741 2

In the publisher's Built Environment series, the volume assesses the impact of trends in the British national economy on the demand for supply of industrial land and buildings, focusses on the processes by which factory buildings are built and subsequently used, investigates the role of the public sector and the special needs of the industrial property market for re-industrialisation and bold changes in public policy.

* * *

Victor A Hausner (ed) Critical issues in urban economic development Volumes I and II, Clarendon Press, Oxford, 1986-7. 235 pp and 207 pp, £22.50 each, ISBN: 0 19 832266 7 and ISBN: 0 19 823268 3

Based on research specially commissioned by the Economic and Social Research Council, the first volume focusses on long-term trends in urban economic and social conditions, and local development policies, capabilities and constraints, examining the impact of local finance on the economies of cities and the need for more integrated and comprehensive policies. The second volume of essays is concerned with the changing location of economic growth, the economic performance of British cities, the employment problems of the disadvantaged, and the impact of housing, and employment and training, on urban economic change.

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RESEARCH REPORTS

Research on Dutch Strategic Planning, Andreas Faludi, University of Amsterdam

Dutch strategic planning is fascinating for several reasons. Not the least amongst these are its achievements: major schemes now nearing completion such as the famous land reclamation projects to the North of Amsterdam and flood barriers in the South. There is also its obvious success in managing massive post-war urban growth, so that the country still appears neat, with open space and recreational provisions near major agglomerations. The second reason is the outstanding tradition of Dutch strategic planning. In 1991 it will be fifty years that the forerunner to the present National Physical Planning Agency, the Bureau for the National Plan, has been established. Provincial structure planning has an even longer tradition, as we shall see. The third reason is a more theoretical one. With the circumstances in the Netherlands being favourable to planning in general, and to physical planning in particular, this country provides a testing ground for democratic planning. To put it succinctly: where Dutch strategic planning fails, other countries stand even less of a chance to succeed: where Dutch strategic planning succeeds, other countries might draw lessons from it.

This paper describes a programme of research into the origins and achievements of Dutch strategic planning from its early beginnings to the present when it is gearing up for the 21st century. Chiefly, this involves formulating a new planning doctrine that is adequate to the changing position of The Netherlands in the world economy, to technological developments that are in the offing, and to new environmental hazards which are particularly evident in a densely populated country like this.

After giving a brief outline of the theoretical notions on which the programme is based, the main body of this paper describes its aims, methods and first tentative findings. In the conclusions I suggest that such evaluative research would obviously benefit from being done in a comparative perspective.

A decision-centred view of strategic planning

This programme is based on A Decision-centred view of Environmental Planning (Faludi, 1987), a work which seeks to (a) combine the "rational planning model" with the work of the Institute for Operational Research, conceiving of planning as a process of "strategic choice", in a so-called "decision-centred view" of planning: and (b) apply it specifically to environmental planning.

According to the decision-centred view, central questions in environmental planning are: Which are the decisions (and actions) for which planning should provide a framework? Which aspects of the environment demand that we should attend to the interrelations between such interventions in the environment as do take place? Another way of posing them is: What are environmental planners concerned with - what is their object? Answering them requires a

fresh look at the environment. The work quoted above proposes a view of the environment as a configuration of resources on land decision units. The object of environmental planning is then the sum of all decisions with respect to public environmental measures that could conceivably be addressed to these land decision units. Whether the measures make sense in terms of their spatial and temporal relations is what environmental planning is about.

Jurisdictions include sets of land decision units covering them, as Roweis (1983) says, like a seamless garment. Now, activities on land decision units are potentially affected by - and in turn exert influence on - activities on neighbouring land decision units. Most reasons why environmental authorities are empowered to take measures concerning the environment stem from this fact. The economic literature on these matters is couched in terms of externalities, the public-good character of certain environmental services, the threat of inequities and of missed opportunities making for public intervention in the decisions of the title holders of land decision units. The ensuing public environmental measures are targeted at one or more of the land attributes of land decision units. They (a) change the land regime by means of zoning, emission control, and the like; (b) entail the provision of infrastructure; and/or (c) the acquisition of the titles to land decision units needed for public ends. Together with financial measures, these exhaust the possibilities for environmental intervention.

So the significance of land decision units lies in the fact that they are the addresses to which we direct environmental measures. Public authorities take a large number of such measures. Their effects entirely depend on where and when the measure will be taken (often in ways which are difficult to foresee). Taking decisions on environmental measures requires insights, therefore, into a complex spatial-temporal system. In the ordinary course of events, these are not always taken account of. Public agencies behave much like private actors: they have immediate concerns in mind. Since they do not operate in a market, the laws of supply and demand cannot correct their mistakes either. Public agencies are quite capable, therefore, of unwittingly producing inefficiencies and inequities and, by lack of coordination, to let go opportunities for creative action. It is these which my work quoted above calls externalities, inequities and opportunities of the second order. (At this level we are concerned with the relations between public environmental measures, so the notion of "public goods" does not come into it).

Strategic Planning

Above, I defined planning as strategic choice so "strategic planning" seems redundant. But here "strategic" refers to relative position within an overall planning system. This reflects a simple idea which our research programme seeks to develop further. It is to view strategic planning as standing in a relationship with the planning of lower-tier authorities which is analogous to the relationship of lower-tier authorities to the actions of the title holders of individual plots of land.

So "strategic" planning refers to forms of planning which occupy a relatively central position. It concerns the giving of overall direction to environmental measures. This can mean (a) the

realisation, by strategic planning authorities, of strategic projects, like motorways, airports, and the like, and (b) guidance given to lower-tier authorities as regards the content of their plans.

Strategic planning comes into its own where externalities or inequities threaten, where opportunities for creatively combining measures taken with respect to the territories of various lower-tier authorities are in danger of being lost, or where good and services cannot be expected to be provided by local authorities.

From the above it is evident that the larger the physical scale of jurisdiction, the more they will be able to absorb externalities, to make use of existing opportunities, etc. It is interesting to note the amount of effort going into the reform of governmental jurisdictions, and the planning arguments adduced in its favour. In fact, such reform may be said to have as its aim to do away with the need for strategic planning.

At the same time we are faced with a situation in The Netherlands where jurisdictions vary considerably in size. A General Expansion Plan for Amsterdam carries much the same (if not more) weight as do provincial structure plans covering the jurisdictions of many smaller municipalities. So, for a long time, the Province of North Holland has abstained from making structure plans concerning Amsterdam altogether on the strength of the argument that major planning aspects were already covered by its own plans. Clearly, some municipal plans, by virtue of the territory and planning problems which they cover, form part of Dutch strategic planning.

One of the aims of our study is to throw light on prevailing notions concerning the preparation, status, handling, and effect of strategic plans. Their adequacy, and their relationship with what my work quoted above describes as proto-planning theory form important aspects in any evaluation of strategic planning. Such research must include analyses, not only of the making of the plans, but also, and in particular, of how they work in guiding decision makers. This entails an analysis of those decisions which plans are designed to guide. It is depressing to note how little is known about this, not only amongst researchers, but also amongst practicing planners. But without such analyses, it is hardly conceivable that plans can be useful guides to action. From amongst them, it is necessary to select some decisions as the objects of detailed inquiry to answer questions such as: Who has taken them, for which reasons, using which concepts and referring to which plans? Starting with such questions has been an eye-opener in comparative research (see Thomas et al, 1983) in the sense of demonstrating the small influence which plans in fact have in decision-making. Worse still, that research has shown many plans to form a hindrance, rather than a help, to the taking of such decisions as seemed advisable in view of a rapidly changing situation. In this way, flexibility has become a major theme in the decision-centred view of planning, and it may be expected that it will figure also in any analysis of strategic planning.

The intention is to mount a programme of research on the lines as set out above. Dutch strategic planning has its origins in the planning provisions of the Housing Act of 1901. How it has come about immediately illustrates the importance of the prevailing proto-planning theory. For reasons of, if nothing else, constitutional doctrine, the municipal plans under the act were subject to approval by the provincial executives. In many cases, this merely meant that the provincial executive checked on whether statutory procedures had been duly followed. But research by Van Kesteren (1984) on North Holland reveals that there were instances also of the plans of neighbouring authorities conflicting with each other so that roads, for instance, did not connect across boundaries. These were clear cases of threats of externalities and/or opportunities for creative action being lost, unless the province asserted itself. Similar situations arose around infrastructural projects. How could they be fitted in with proposed developments as they appeared on the expansion plans submitted to the province for approval? Provincial executives soon found that they could not answer such questions without some form of planning.

From such modest beginnings, an impressive planning system developed. Nowadays, virtually the whole of The Netherlands is covered by provincial structure plans, and there is a fairly elaborate form of national planning as well. The formulation of a national strategy concerning the global pattern of urbanisation is into its fifth round already, and the development, with considerable assistance from central government, of growth centres designed to cater for the lion's share of urban expansion, now conforms to this national strategy. So, Dutch planning shows the emergence, over the years, of a definite view relating to the overall direction which environmental measures by various levels of government should follow. We describe it as doctrine, reasonably coherent and tailor-made to suit the Dutch context. Clearly, it incorporates many propositions relating to the threats of externalities, lost opportunities, and/or inequities if public environmental measures were to be taken without the benefit of overall guidance. It incorporates theories of intervention, too, like the idea of growth centres.

It is not only planning doctrine which we intend to study. We shall look closely at how strategic plans work in guiding operational decision-making by the strategic planning agencies concerned. For instance, we shall look at how these agencies use their plans in giving or refusing their statutorily required approval to environmental plans submitted to them by local authorities. Also, we shall look into how plans impinge upon the provision of facilities, the giving of subsidies, and so forth. In this way we hope to gain insight into the appropriateness of prevailing notions concerning the making, shape, handling and effects of strategic plans.

We do this in a historical perspective, seeking to lay bare the origins of present notions. This means that we study plans from each of the three major periods which we distinguish in the development of Dutch strategic planning: the pre-World War II period when it originated, an interregnum, which lasted from the end of the war to the mid-sixties and was characterised by growing recognition of the inadequacy of the then prevailing notions, but without being able to translate this into concrete reform, and

lastly the period under the regime of the current Physical Planning Act. (The latter has been amended recently, but in ways which do not signal fundamental change in the prevailing notions of plans and of planning).

Certainly as regards the pre-war period, the medium will be carefully selected case studies. Our choice has been the General Expansion Plan of Amsterdam adopted in 1935. The second study will concern the first and only provincial structure plan which was formally adopted in the pre-war period, the plan for the coastal region of Zeeuws-Vlaanderen. The third case concerns a National Plan, on which work officially began under German occupation, but which died a quiet death amidst the growing realisation of the difficulties of planning the territory of an entire nation in essentially the same manner as an ordinary expansion scheme.

As regards post-war developments, it is imperative to concentrate on one part of the country, rather than to make a vain attempt to cover the whole. The choice will be the Northern Wing of the "Randstad", or "Rim City", and in particular the Amsterdam region. As research in hand concerning the nineteenth century shows, Amsterdam has played a leading part in pioneering environmental planning. The General Expansion Plan of Amsterdam of 1935 has even acquired world fame (see for instance the enthusiastic review by Giedion, 1954). As regards more contemporary developments, there are again reasons to believe that the Amsterdam region, although by no means the only interesting example, nevertheless continues to hold the key to many new developments in Dutch planning thought. For instance, the shift in urbanisation policy from an emphasis on extensive new home construction in designated growth centres to the present attention to the problems of older housing in the major cities reflects the efforts of Amsterdam to get these problems onto the political agenda.

Research so far suggests that the notion of planning doctrine is applicable, not only to the country as a whole but to individual sub-regions such as the Northern Wing as well. Indeed, the national planning doctrine has developed partly in response to regional problems and to solutions coming from below. Two reports published in the fifties have synthesised these, much in the same way as the earlier Barlow, Scott and Uthwatt Reports did in Britain.

Concluding Comments

Solving issues relating to the preparation, shape, handling and effect of their plans is an essential precondition for the adequate discharge of their responsibilities by planners. Even now that many countries have fully-grown planning systems there is still no room for complacency. Often, they work inadequately, bringing planning into discredit. The frustration with planning is only too evident. The suspicion is justified that our notions concerning plans and planning are still inadequate. A hard look is needed at current practices and at the use which is made of plans. Such comprehensive inquiries, country by country individually, as well as comparatively, are what is needed.

We intend to engage in such an inquiry as regards Dutch strategic planning. There is a relatively small comparative element to this

research in that we shall trace (a) the influences on the development of Dutch strategic planning coming from the international literature, and (b) the image which Dutch strategic planning casts abroad. It is hoped that, by the end of this five year programme of research, there might be other similar studies available. This would broaden the scope of knowledge concerning how to turn strategic planning into a successful operation.

One thing is becoming evident already: the importance of the notion of planning doctrine. In adopting and developing it, our research programme follows lines as set out by the exemplary study by De Ruijter (1986) on the formation of, as it was then called, Dutch Institute of Housing and Planning towards the end of World War I. He explains it by reference to the existence of a social movement with a definite, if only broadly defined, programme for better housing and planning. Whilst obviously being a response to current problems, and in this sense determined by external socio-economic conditions, it also has an inner logic to it which it is necessary to understand. Dutch strategic planning doctrine represents the cumulative result of the application of this logic. It is one of the aims of our research to reconstruct this process.

We do not limit ourselves to understanding how Dutch strategic planning doctrine in the twentieth century has come about. We also want to contribute our share to improving the emergent doctrine for the next century. The most immediate benefit to be derived from a study such as this lies in awareness of the power of doctrine, and in the formulation of criteria for evaluating it. Does doctrine reflect the morphology of the area under consideration? Can it cope with uncertainties? Is it based on sufficient awareness of the strengths and weaknesses of planning in the concrete form in which it has been institutionalised? Formulating such questions sees particularly important, now that The Netherlands are in the midst of developing its new doctrine.

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Using Presidential Libraries to Study
Planning History and Public Policy in
the United States: The Case of Housing
and Community Development Policy

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Studying the past can provide planning historians and researchers with invaluable information on the evolution of planning and public policy. It also allows us the opportunity to learn from mistakes and miscalculations. To uncover the past, planning historians must continually seek out new sources of information. One source that has been overlooked and could provide important information on the history of planning and public policy in the United States is the presidential library. Within each library, researchers have at their disposal an abundance of material that could shed light on such subjects as presidential hopes and views on urban and regional planning, and housing and community development policy, as well as their relationships with the US Congress and special interest groups concerning the aforementioned topics.

The purpose of this article is to illustrate how the various resources at presidential libraries in the United States can be used by planning historians and researchers to develop and present a more comprehensive understanding of the history of planning and the evolution of housing and community development policy in the United States. It has been divided up into three main parts. The first part offers a brief overview of presidential libraries and the types of resources available to planning historians and researchers. The second part reviews how presidential ideas regarding planning and housing and community development policies have been treated in the existing literature. The third part provides examples of how materials found in the libraries can help us understand the past. Materials obtained from the Herbert Hoover, Harry S Truman, and Lyndon Baines Johnson Libraries will be used to illustrate the types of information found in the presidential libraries.

The existing historical literature in our field is excellent. However, the need for this article can be traced back to statements made by Krueckeberg (1983) and Scott (1971). As Mel Scott noted in his American City Planning Since 1890 (1971, xix):

Presidential Libraries

The eight presidential libraries house an enormous amount of information that could enhance our understanding and appreciation of the actors and events that have directly or indirectly affected the history of planning and public policy. The libraries and their locations are:

- Herbert Hoover Presidential Library, West Branch, Iowa
- Franklin D Roosevelt Presidential Library, Hyde Park, New York
- Harry S Truman Presidential Library, Independence, Missouri
- Dwight D Eisenhower Presidential Library, Boston,

Housing under Roosevelt.

The 1940s and 1950s were critical decades in the evolution of housing and community development policy. The Housing Acts of 1949 and 1954 became landmark pieces of federal housing legislation. Davies (1966) provided the most comprehensive examination of federal housing policy during the Truman Administration. Scott (1971) and Hays (1985) also wrote of Truman's frustrations over the Housing Acts of 1949 and its various opponents. McFarland (1978), Friedman (1968) and others investigated housing policy during the Eisenhower years.

Planning and housing and community development policy continued to grow during the Kennedy and Johnson years since both Presidents were deeply concerned with America's cities and the plight of their residents. (Mollenkopf 1983, Fainstein et al 1986). Mollenkopf (1983) examined Kennedy's attempt to create a Department of Urban Affairs and Housing while McFarland (1978) and Gelfand (1975) discussed the creation of the Department of Housing and Urban Development during the Johnson Administration. In addition, works by Gallion and Eisner (1983), Scott (1971), and Derthick (1972) examine the often discussed New Towns In-Town Programme. The Model Cities Programme has also been examined by Henig (1985), Gorham and Glazer (1976) and Hays (1985).

Future research would benefit from investigation of the collections found at presidential libraries. For example, where studies have indicated that presidents were concerned with American cities, the examination of presidential papers can provide us with unique insights from a variety of key players. Moreover, instead of using phrases such as "the Housing Act of 1949 was unpopular to certain groups" and "the real estate lobby opposed public housing", future research could analyse presidential materials to obtain first hand information on the reasons why some groups opposed the act and the ways they chose to show their opposition. Finally, we can update classic past works. As Joseph Califano wrote in the Foreward of Martha Derthick's New Towns In-Town:

It is unfortunate that the papers concerning this programme, presently resting in the Johnson Library, had not been released while Miss Derthick was doing her research. Those papers might have provided an insight into the frustration of the President, who sensed so well the desperate lack of decent housing and local communities in the center cities and who, even in the federal city of Washington DC was unable to achieve what was regarded as a relatively modest goal in terms of our needs as a nation. (Derthick 1972, vii)

These papers are now available to researchers to study.

Using the Presidential Libraries

The Hoover Years (1929-1933)

The Hoover Library contains a great deal of information on the evolution of planning and housing policy in the United States dating from Hoover's term as Secretary of Commerce (1921-1928) to his tenure as President (1929-1933). These records can be used to study the rationale and hopes behind Sec. Hoover's establishment

of a Division of Building and Housing within the Department of Commerce to stimulate and to better guide home building and his appointment of an Advisory Committee on Zoning. These materials can also help us understand his beliefs regarding such topics as the White House Conference on Home Building and Home Ownership, the Home Loan Discount Banks, and the National Capital Park and Planning Commission.

The files at the Hoover Library indicate that Hoover was deeply interested in zoning and planning. To demonstrate his support for zoning while Secretary on Commerce, in 1929 he appointed an Advisory Committee on Zoning to develop a model state zoning enabling act. This act was intended to help cities develop proper zoning laws instead of relying on the poorly considered laws found in some cities. The reasons why cities needed zoning was clearly documented in "A Zoning Primer":

Why do we need zoning? Someone has asked, "Does your city keep its gas range in the parlor and its piano in the kitchen?" This is what many an American city permits its householders to do for it. We know what to think of a household in which an undisciplined daughter makes fudge in the parlor, in which her sister leaves soiled clothes soaking in the bathtub, while father throws his muddy shoes on the stairs, and little Johnny makes beautiful mud-pies on the front step. Yet many American cities do the same sort of thing when they allow stores to crowd in at random private dwellings, and factors and public garages to come elbowing in among neat retail stores or well-kept apartment houses. Cities do no better when they allow office buildings so tall and bulky and so closely crowded that the lower floors not only become too dark and unsatisfactory for human use but for that very reason fail to earn a fair cash return to individual investors. (Advisory Committee for Zoning 1922: 2-3)

Evidently, cities recognised the need for zoning because two years after the appointment of this Committee, about 20 municipalities had adopted zoning and more than 22,000,000 people lived in zoned cities. (Federal Activity in Promotion of Better Housing Conditions and Home Ownership n.d., 3).

Zoning was not the only issue to attract Hoover's attention. He was also interested in general planning, and, as a result planning historians may also find the Hoover Library's holdings on the Standard City Planning Enabling Act of 1927 useful. This Act contained guidelines on four central subjects: 1) the making of the city plan and the organisation and powers of the city planning commission; 2) control of subdivisions; 3) control of buildings in mapped streets; and 4) regional plan and planning commission. (Advisory Committee on City Planning and Zoning 1927, 3). According to the Committee's beliefs, these subjects constituted necessary parts of planning legislation. Consequently, it was important for cities not to try to consolidate the four parts. This would simply serve to detract from the purpose of the Act. The Committee noted that:

Do not try to consolidate sections. It is natural to try to shorten the act by consolidating sections. This may defeat one of the purposes of the act, namely, that of keeping the language of the statute as simple and concise as possible. It

is much better to have an act broken up into a number of sections, provided they are properly drawn, than to have one or two involved sections. (Advisory Committee on City Planning and Zoning 1927, 4).

At the end of August, 1932, some 840 municipalites had established planning commissions - an increase of 149 commissions in two and half years. (Gries and Ford 1932, 117).

Individuals interested in researching the early activity of the National Capital Park and Planning Commission may also find the Hoover Library's collection useful. We can even discover the concerns Frederick Law Olmsted, a member of the Commission, regarding a replacement to the Commission due to the death of Milton D Medary. Offering his advice on the needed qualities of replacement to the Commission's Executive Director, Colonel U Grant, III, Olsted wrote
Statutory requirements

1. Must be an "Eminent citizen"
2. Must be "Well-qualified and experienced in city planning"

Other special qualifications more or less desirable

- a. Should be resident within easy reach of Washington
- b. Should have architectural ability
- c. Should have a personality tactfully cooperative as well as having backbone and power to "get ideas across"
- d. Should be associated, in fact and in the public mind, with the ideals of sociologically progressive groups. (Olmsted, 1929, 1-2)

Olmsted continued to suggest that a woman representative might be advantageous. Unfortunately, he apparently talked himself out of recommending a woman for the vacant position. He wrote:

In regards to women, it is difficult to find any whom I conscientiously say that they comply with the two statutory requirements. Very few women have happened to study city planning problems in a sufficiently comprehensive way to render them "well-qualified" in the sense in which the term appears to be used in the Act. The most nearly qualified whom I can think of are two: Miss Harlean James of Washington, Secretary of the American Civic Association, who is unavailable because the Commission already includes Mr Frederic Delano, President of the same association and resident of the same city; and Mrs H V Hubbard of Boston, the leading student of and authority on the literature of city planning in this country. If it were a legal requirement that a woman be chosen Mrs Hubbard most nearly fills the other requirements and desiderata. But as much as I admire her abilities I am sure that any one of several men would be more useful. (Olmsted, 1929, 2).

Neither woman was chosen as Medary's replacement. President Hoover appointed William Adams Delano to succeed Medary.

A great deal of material can be found regarding how housing and community development evolved during the Hoover years. Materials

are available on Better Homes in America, Inc. - a private organisation created by Hoover to support the work of the Department of Commerce's Division of Building and Housing. Moreover, numerous documents can be researched which describe the workings of the White House Conference on Home Building and Home Ownership, a conference devoted to numerous areas - finance, construction, slum clearance, home ownership for minorities, lower building costs etc. Overall, the various reports of the White House Conference provided both realistic standards and an impressive agenda for the better housing movement. (Housing Finding Aid n.d., 4).

The Truman Years (1945-1953)

The resources available at the Truman Library will document President Truman's interest in the availability of decent housing for the American people, his concern over slums, the opposition he faced regarding federal housing policy, his concerns over the growth of American cities, and his hopes for future US housing policy.

Harry Truman was deeply interested in housing. After assuming the Office of President of the United States, he quickly found that a great many federal agencies were involved in housing. He sought to change this ineffective and inefficient situation. His idea was to create, under Reorganisation Plan Number 3, a Housing and Home Finance Agency (HHFA) that would coordinate all of the existing housing programmes. The new agency would have an Administrator and constituent agencies - the Home Loan Bank Board, the Federal Housing Administration, and the Public Housing Administration. This would better serve to coordinate the various federal activities on housing. Files at the Truman Library show his rationale for creating HHFA and the opposition to its creation.

The many documents at the Truman Library clearly reveal Truman's concerns over the living conditions of many Americans. In one of his Messages to Congress, Truman indicated:

Today, far too many of our families are living in sub-standard housing, in painfully cramped quarters, or doubled up with friends or relatives. Over five million of our present homes are below minimum standards. About two and one-half million married couples live with other families, a 50 per cent increase since 1940. Large numbers of families do not have enough space to give their children decent accomodation. These conditions cannot help but be reflected in unsatisfactory home life and lowered standard of health. Their impact is greatest on our low income families, minority groups and new families started by veterans. (Truman, 1948, 1).

Materials at the Truman Library provide first hand information on his reasons for supporting or opposing specific pieces of federal legislation. For example, on June 30, 1947, President Truman signed the Housing and Rent Act of 1947 even though he was less than pleased with the legislation due to its inadequate rent control provisions and because it repealed parts of the earlier Veterans Emergency Housing Act. In fact, rent control would have

ended that night had he not signed it. He felt the consequences of not signing it would have been disastrous. As President Truman observed:

Without any rent control, millions of American families would face rapidly soaring rents and wholesale evictions. We are still suffering from a critical housing shortage. Many families are desperately seeking homes. In their desperation they would have to submit to demands for exorbitant rent. Even this inadequate law prevents fewer dangers than would the complete lack of rent control. (Truman 1947, 1).

The library also contains a number of holdings regarding the Housing Act of 1949, a landmark piece of federal housing legislation. This act established a national goal of "a decent home and suitable living environment for every American family". President Truman was elated over its passage. He commented:

It opens up the prospect of decent homes in wholesome surroundings for low-income families now living in the squalor of slums. It equips the Federal government, for the first time, with effective means for aiding cities in the vital task of clearing slums and rebuilding blighted areas. It authorises a comprehensive programme of housing research aimed at reducing housing costs and raising housing standards. It initiates a programme to help farmers obtain better housing. (Truman 1949b, 1).

Obtaining passage of the Housing Act of 1949 was certainly not an easy task. Numerous files illustrate the obstacles confronting it. On one occasion, differences over the Act got completely out of hand. Representatives E R Cox (D. Ga) and A J Sabath (D. Ill.) displayed their differences regarding the legislation in a fist fight on the House floor. (Washington City News Ticker 1949). Fortunately, colleagues broke up the fight between the 83 year old Sabath and his somewhat younger opponent. On another occasion, Truman complained to Sam Rayburn, Speaker of the House of Representatives about the ill-founded propaganda campaign by the real estate lobby against legislation. (Truman 1949c). Files at the Truman Library show that they countered by charging Truman with simply playing politics and not having any evidence to support his allegations. The California Real Estate Association even asked Truman to call for an official congressional investigation on his charges and for a bill of particulars as an aid to such an investigation. The investigation was never called.

The Johnson Years (1963-1969)

The materials in the Johnson Library can further our understanding and appreciation of such topics as presidential attitudes towards planning, the need for metropolitan planning, the creation of the US Department of Housing and Urban Development (HUD) in 1965, Model Cities, New Towns, the future of American cities, and Great Society initiatives.

Lyndon Johnson possessed a keen interest in America's cities. He saw cities as more than simply bricks and mortar. His perspective was much more encompassing. According to Johnson:

The city is not an assembly of shops and buildings. It is not a collection of goods and services. It is a community for the enrichment of the life of man. It is a place for the satisfaction of man's most urgent needs and his highest aspirations. It is an instrument for the advance of civilisation. (Johnson 1965b, 1).

Our cities had been experiencing a myriad of problems for a number of years. Johnson felt they were in a state of crisis. (Johnson 1968b). Researchers interested in learning of his ideas on how to remedy the ills of American cities would find numerous files on Johnson's Great Society initiatives - forming new ideas and programmes and reforming existing ones. These initiatives also called for a partnership between the Federal, State, and local governments, the business community and the general citizenry.

Also, President Johnson recognised that problems such as air quality, transportation, and water quality transcend political boundaries and realised that more than individual local actions were needed. These problems had become metropolitan in scope. This meant that cities would need to learn how to work and cooperate with each other and shed the idea of only thinking about the land inside their borders. He acknowledged this dilemma in his 1965 State of the Union Message by noting "the first step is to break old patterns - to begin to think, and work, and plan for the development of the entire metropolitan area". (Johnson 1965a, 1).

Individuals interested in studying US housing and community development during the Johnson years will also find a wealth of information at the Johnson Library. Of special concern to Johnson was the opportunity for Americans to reside in an area of their choice. Unfortunately, many residents still faced various forms of discrimination. Lifting the barriers of discrimination was a step in the right direction but more actions were needed. As President Johnson once remarked, "ending discrimination in the sale or rental of housing is essential for social justice and social progress". (Johnson 1968a, 10). That belief was carried throughout his administration.

Researchers interested in specific pieces of federal housing legislation will find the Johnson Library's holdings particularly useful. Many of Johnson's beliefs centred around the fact that the country had not yet achieved the often stated national goal of "providing a decent home and suitable living environment for every American family" proclaimed in the Housing Act of 1949. The creation of HUD in 1965 provides a clear illustration. Johnson realised the problems of our cities needed representation and attention at the Federal level. The existing HHFA had simply taken on too many activities. He also felt "its administration lacked the statutory basis for gaining full control over partially independent agencies". (Johnson 1966b). In addition to assuming control over HHFA programmes, Johnson envisioned the proposed department would have the following broad goals:

...It will be primarily responsible for federal participation in metropolitan area thinking and planning. This new department will provide a focal point for thought and innovation and imagination about the problems of our cities.

It will cooperate with other federal agencies for programmes providing essential education, health, employment and social services. And it will work to strengthen the constructive relationships between nation, state, and city - the creative federalism - which is essential to progress. This partnership will demand the leadership of mayors, Governors, and state legislators. (Johnson 1965b, 4).

Not everyone agreed with Johnson. Some claimed another department would simply create another bureaucracy. As one individual commented:

Bureaucracies once established have a way of growing not only in size, but in power. A new department furthermore, might end up "by pirating away from other departments and by instituting new Federal programmes". (HUD Administrative History n.d., 18).

Others even attacked its creation by indicating the urban population constituted no appropriate "interest" for representation at the Cabinet level, that the new agency would alienate non-urban constituencies, and that the new agency would severely damage the system of federalism. (HUD Administrative History n.d.). In spite of these and other concerns, HUD was created.

Materials at the Johnson Library can also provide us with Johnson's hopes for the landmark Demonstration Cities (later Model Cities) and Metropolitan Development Act of 1966. Johnson was very excited about this legislation. In fact, he claimed in a Special Message to Congress that "nineteen-sixty-six can be the year of rebirth for American cities". (Johnson 1966b, 1). He felt our responses to city problems were the small size and scale and urban assistance programmes and that then current programmes were plagued with archaic practices. Hopefully, the actions envisioned in the 1966 Act would remedy past inadequacies.

Not everyone was in favour of Model Cities. Complaints surfaced regarding the role of the Federal government in solving urban problems. Many felt solving the problems should be the responsibility of local government, not the Federal government. Still others felt the Act's designers were out of touch with reality. As one opponent observed:

We are once again faced with the situation where our ivory-tower specialist in the Department, secure and isolated in their cloistered retreats, made their paper research calculations, read the latest news dispatches on violent demonstrations, and too hastily produced a solution - ideal in concept, but short on practicality and void of impact intelligence. (Report of the Banking and Currency Committee 1966, 61).

Recognising that already established cities could not handle all of the expected population growth, Lyndon Johnson urged the creation of various new communities - Reston, Virginia; Columbia, Maryland; Laguna Niguel, California. Files at the Johnson Library can illustrate reasons why some individuals advocated new communities, the need for a partnership to create such communities, and the various forms of opposition facing their

creation. For example, Haar (Report of the Task Force on New Towns 1967, ii) hailed private entrepreneurs for setting out to combine the inevitable profit in metropolitan land development with a vision that a better life would follow if careful planning preceded construction. On the other hand, claiming new towns as they then existed were not even a lesson in democracy, Congressman Burt L Talcott held they were "benevolent dictatorships" run by their developers in a mixture of self-preservation and self-interest. (Report of the Banking and Currency Committee 1966, 84).

Files at the Johnson Library also allow researchers the opportunity to study the frustration of President Johnson and others regarding the New Town In-Town Programme - building model new communities on surplus federally-owned properties. This programme was tried in such locations as Washington DC, San Antonio, Texas, and San Francisco, California. A number of files containing information on the Presidents's Special Task Force on the Use of Surplus Property to Meet Critical Urban Needs for Housing illustrate how and why federal actors involved in the programme - HUD, Department of Defense (DOD), Department of Justice (DOJ), and the General Services Administration (GSA) - felt frustrated in their attempts to effectuate the programme at various sites. For instance, Lawson B Knott, Jr., Administrator, GSA, voiced the following delaying problems associated with various problems - apathy on the part of the local officials; competition with the Model Cities programme; site expansion needs; and inadequate local implementing authority. (Knott 1968, 2). Additional information on these problems and other problems can be found in a number of files.

Finally, researchers can examine files containing information on the Housing and Urban Development Act of 1968 - a piece of legislation Johnson hoped might be the Magna Carta to liberate US cities. (Johnson 1968c, 2). Once again, we can clearly see the commitment he felt about decent and affordable housing for the population.

Conclusions

Can planning historians and other researchers gain new and valuable insights into the evolution of planning and housing and community development policy in the United States using presidential libraries? The answer is yes.

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Notes

1. Researchers interested in obtaining additional information on the holdings of the various presidential libraries and on the availability of research support should contact the libraries at the following addresses: Herbert Hoover Presidential Library, West Branch, IA 52358, 319-643-5301; Franklin D Roosevelt Library, 259

----- 1966a. Message to Congress on Civil Rights. 24 January

----- 1968b. Message to the Congress. 22 February. FA 4, Box 16 (8/20/67-5/8/68), LBJ Library

----- 1968c. Remarks of the President at the Signing Ceremony of S3497, the Housing and Urban Development Act of 1968. 1 August. Statements of LBJ. Box 286 (8/1/68-8/24/68), LBJ Library

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----- 1949a. Letter to Edward Weinfeld, 28 April, PPF 1491, Truman Library

----- 1949b. Statement by the President. 15 June

----- 1949c. Letter to Sam Rayburn, 17 June, OF 63, Truman Library

Washington City News Ticker. 1949. 22 June

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