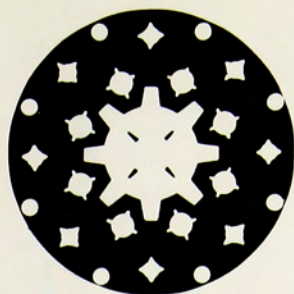


Planning History



Bulletin of the
Planning History Group

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Planning History

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Planning History Group

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Notes for Contributors

The prime aim of Planning History is to increase an awareness of developments and ideas in planning history in all parts of the world. In pursuit of this aim, contributions are invited from members and non-members alike for any section of the bulletin. Articles should normally not exceed 2500 words, and may well reflect work in progress. Photographs and other illustrations may be included. Contributions submitted on a disc, with accompanying hard copy, are to be encouraged; please contact the editor for format details.

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Editorial

1991 has been an interesting and important year for planning historians. We have had the unusual bonus of two major international conferences that have focused wholly or partly on our subject area. The ACSP/AESOP Conference at Oxford, UK in July, (reported in this issue), and the 4th National Conference on American Planning History, doubling as the 5th International Conference of the Planning History Group at Richmond, Virginia in November, have provided rich opportunities for meeting and getting to know our fellow practitioners from other countries. (A report of the Richmond Conference will appear in the next issue).

The personal links fostered by such international events are of tremendous value in advancing our area of common interest. However effective journals like *Planning History* or *Planning Perspectives* are in spreading the word about the work of individuals and groups, personal contacts add a further dimension to this, sometimes in unexpected ways. For example, not the least significant event at the Richmond conference was when your editor rediscovered a long-lost ability to dance during a night out at one of the local nightspots in the delightful company of Greek, American, Japanese, Finnish, German and British delegates! Others will, I feel sure, have come away from these conferences with similar memories of new or renewed friendships. In such relaxed circumstances eminent names on the pages of academic journals quickly become friends; letters no longer need be addressed formally, as to strangers.

There is, I hasten to add, a scholarly spin-off from such socialising. Thus the very scholarly journals that formalise our academic interchanges also thrive on international conferences because of the unrivalled showcase they provide for academic papers and their presenters. I am certainly finding, as did my predecessor, that such conferences are tremendous generators of articles, research material, information on research and study networks, forthcoming publications and the like. Even the most cynical observer of the international planning history conference network, with mind coloured perhaps by fanciful images from the novels of David Lodge or Malcolm Bradbury, would have to concede, I hope, that it generates better and more diverse reading in these pages.

A particularly happy outcome of the 1991 international conferences has been to greatly strengthen the informal and personal links between the Society for American City and Regional Planning History (SACRPH) and our own Planning History Group. The debate about finding a suitable way to bring these groups together in a formal arrangement that avoids the need for dual membership for PHG's American members continues. Of course personal contacts do not overcome all misgivings about moving to a more expansive international society format for the Planning History Group. Many UK and non-UK members of the Group are clearly happy with the present arrangements. But at least the major figures involved in SACRPH and PHG have now met each other and been able to talk in a relaxed way about the different options and their particular concerns.

One point which I hope has now become fully clear to SACRPH members is the truly international basis of the PHG. Despite its British base, it looks across the globe in a way that is a remarkable testimony to the trail blazing efforts of its two founders, Gordon Cherry and Tony Sutcliffe. Those who wish to equate PHG with larger structures might see it as a mirror of the pragmatic restlessness of British post-imperialism, on the one hand forging links with Europe, while maintaining them with the former British Empire and the wider world, especially the USA and Japan. But whether we explain it in terms of personalities or structures is ultimately irrelevant because this international network has itself become a tremendously valuable resource, capable of being experienced at a variety of levels.

Planning History continues to demonstrate and reflect this internationalist spirit, and the present issue is a good example of the range of our concerns. There is, as usual, no shortage of suitable material and I have again had to hold over some articles and other reports until the next issue. Please keep the material coming though. I am often finding out about seminars and conferences too late to include them in the notices section, so I hope the organisers of such events will think ahead and help me inform readers of their events. After this very minor admonition, *Planning History* wishes all its readers a Merry Christmas and Happy New Year. May 1992 be as fruitful for our subject as 1991 has been!

Stephen V Ward

Correction

Regrettably three of the illustrations in Professor Jeremy Whitehand's article in the last issue of *Planning History* were transposed. The illustration shown as Figure 3 should have been Figure 5, Figure 5 should have been Figure 6 and Figure 6 should have been Figure 3. *Planning History* expresses its sincere apologies both to Professor Whitehand and to readers for this confusion. Readers wishing to have receive a correct version of the article should contact the editor.

Letters

Sir,

I have been meaning for some time to write to congratulate Peter Larkham about his very pointed and timely paper *When Planning becomes Planning History: Reflections on Recent Research* in Volume 12 No. 3, 1990.

Mr Larkham in his concluding comments says

Practitioners may, rightly, question its relevance to development control and townscape management as practised into the 1990s.

He is selling himself short. Any practitioner who questions his commentary and conclusions would be *wrong* to do so.

Whether or not we are in a NIMBY era (an Australian as well as a northern hemisphere phenomenon) is irrelevant, he has focused upon some of the enduring dynamics of development control. I have never seen them so well put and in doing so he has been of great potential service to the planning profession in particular and the planning 'industry' in general. I speak from three decades of experience in policy formulation, designing for developers, controlling development and, nowadays, sitting back and trying to sort it all out from the 'bench'.

Mr Larkham has analysed bureaucratic procedures in a public authority - using the methodology of an historian - a rare thing in itself. More to the point, he has done this from a planning history perspective and in doing so has highlighted the

interrelationships between public administration and professional planning practice in such a way that, if those responsible have their wits about them, better, more adaptable systems will result.

I have argued from time to time that if planning history as a field of endeavour is to flourish in the long term, the academic-practitioner bridges need to be strengthened and its implicit relevance to day to day practice which we 'afficionados' take for granted, made more explicit.

Mr Larkham has done us proud. I for one am drawing his commentary to the attention of the relevant people in this State's central and local planning administrations. I hope others do as well.

Yours faithfully

Commissioner Alan Hutchings
Planning Appeal Tribunal
Adelaide
South Australia

Dear Friends

I am writing on behalf of the Research Team in Urban Development at the School of Architecture from the Universidad Autonoma de Baja California in Mexico; we are interested in joining your group for Academic and Research matters.

At present we are working in a project related with the New Town concept applied to the development of New Settlements as a result of the impacts to be caused by the implementation of the Free-Trade Treaty between Canada, the USA and Mexico.

Our project is concerned with the desert region in the north-western part of Mexico, a city by the name of Mexicali, and it is based on the assumption that the existing natural energy sources of this region can be used in the new settlements, to ameliorate the dependency on electricity as the only way to cool a built space. The energy sources we are planning to use are Geothermic and Solar Energy that are to some extent abundant in this region; our project is called *Urban Cells: the Desert City of Tomorrow*.

We hope you will be interested in our ideas and in sharing knowledge and information; it will be an honour for us to establish this line of communication with you, for this is one of the first Urban Development Projects we are conducting.

Hope to hear from you soon.

Jorge Augusto Arredondo-Vega

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Notices

The Temple Hoyne Buell Center for the Study of American Architecture,
Columbia University, 400 Avery Hall,
New York, NY 10027

1992 Buell Talks on American Architecture

The Temple Hoyne Buell Center for the Study of American Architecture is pleased to announce its 1992 series of *Buell Talks on American Architecture*, which will be held on Saturday, April 25, 1992, at Columbia University. This event will bring together a select group of doctoral students working under the broad rubric of American architectural history. The programme is structured to strengthen the intellectual and academic qualifications of these emerging young scholars by providing a forum for collegial discussion of their work, as well as by associating them collectively and individually with some of the finest teaching scholars in American architectural history. The Center holds these Talks every other year, in order to bring together the most interesting students and to explore the new themes developing in the field.

For further information contact: Gwendolyn Wright, Director, Temple Hoyne Buell Center for the Study of American Architecture, Columbia University, New York, NY 10027 or call (212) 854-8165. (Fax: (212) 854-2127).

Association of European Schools of Planning (AESOP)
6th AESOP Conference, Stockholm,
Sweden, June 3-6, 1992

Planning in a Time of Change

The aim of the congress is to discuss the role of planning and planning competence, in Europe in the 1990s and beyond in the new economic and political context of European interdependence. As an example, the planning systems of the Nordic countries, and the corresponding planning educations, will be presented.

The programme of the congress will cover three different aspects of the general theme. Each day will be devoted to a special set of questions pertaining to the theme of that day as follows:

1. Planning for environmental change.
2. Planners in a changing environment.
3. Planning education.

Accepted papers will be organised under one of the three themes above, and subthemes formed according to the composition among abstracts.

Venue

The 6th AESOP Congress will take place at the premises of the Nordic Institute for Urban and Regional Planning, on the island of Skeppsholmen in downtown Stockholm, Sweden.

Organisation

The congress is organised jointly by The Nordic Institute for Urban and Regional Planning, The Royal Institute of Technology and Stockholm University. It is sponsored by The National Board of Housing, Building and Planning, The National Swedish Road Administration and the Swedish Council for Building Research.

The members of the local organising committee are: Folke Snickars, Royal Institute of Technology, chairman; Göran Cars, Royal Institute of Technology, secretary; Gunnar Olsson, Nordic Institute for Urban and Regional Planning; Ulk Sporrang/Lennart Tonell, Stockholm University; Carl-Johan Engström, National Board of Housing, Building and Planning.

Congress Secretariat

Inquiries can be directed to the congress secretariat at the following address:

The 6th AESOP Congress
Department of Regional Planning
Royal Institute of Technology
S-100 44 Stockholm, Sweden
Tel: 46 8 790 8493 Fax: 46 8 790 6761
Detailed information about the scientific and social programmes of the congress will be distributed to all participants in April 1992.

The Urban History Group is holding a convention on *The 20th Century City: Private Place and Public Space*. Suburbanisation in the 20th century; Council Housing; and Conservation, The Environment and Public Policy, are among the main topics to be considered. The location will be in a very fine institutional space - Beaumont Hall,

which includes the botanical gardens of the University of Leicester - April 9-10, 1992. The Economic History Society Meeting will follow on April 10-12, and a panel on Early Modern Towns is scheduled. Further details can be obtained from either David Reeder or Richard Rodger, Department of Economic and Social History, University of Leicester, LE1 7RH, or 0533-522588.

The Urban History Association

The Urban History Association is conducting its third annual round of prize competitions for scholarly distinction.

1. Best doctoral dissertation in urban history, without geographic restriction, completed during 1991.
2. Best book, North American urban history, published during 1991 (edited volumes ineligible).
3. Best journal article in urban history, without geographic restriction, published during 1991.

The next competition for best book in non-North American urban history will be conducted during 1992, for titles published in 1991 or 1992.

Deadline for submissions is June 15, 1992. To obtain further information please write to: Professor Charles W. Brockwell, Jr., Department of History, University of Louisville, Louisville, Kentucky 40292, United States of America.

Rob Freestone: Change of Address

Planning History readers should note that our Associate Editor for the Pacific, Robert Freestone, has changed address. His new address is:

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Articles

Early Metropolitan Planning in Perth, Western Australia

Phil McManus and Oren Yiftachel
Curtin University of Technology,
Perth, Australia

The first metropolitan plan for Perth, Western Australia, was published in 1930 by the Metropolitan Town Planning Commission which was chaired by a prominent Perth's planner, Harold Boas. This article will briefly review and analyse this plan by discussing its context, recommendations and consequences.

Early planning initiatives in Perth

The context in which the 1930 plan (also known as the Metropolitan Town Planning commission Report) emerged, reflects the confused nature of early planning initiatives in Perth. In 1929, Perth, the largest city and capital of Western Australia, had a metropolitan region population of 202,000, most of whom lived within eleven miles of the Perth Town Hall.¹ The city was small by Australian standards (Melbourne and Sydney were approximately five times larger) and geographically isolated. Early steps towards planning in Perth included the establishment in 1911 of a Joint Committee of the City of Perth and several surrounding Councils 'to formulate a scheme or schemes for the improvement or remodelling of the city of Perth and its immediate suburbs'.²

This action coincided with the rise of the Greater Perth Movement which encouraged municipalities bordering the City of Perth to amalgamate and create the Greater Perth municipality.³ It is significant that W Bold, the then Town Clerk of the Perth City Council, led the Greater Perth Movement and wrote the report for the Joint Committee mentioned above. He was only partly successful on these two fronts, with several inner city Councils (such as Subiaco and South Perth) opting not to amalgamate with the City of Perth, while the Joint Committee took no action on his comprehensive report.⁴

Bold was also instrumental in drafting the first West Australian Town Planning Bill, incorporating material and ideas from his 1914 research trip to Europe and America. Boas⁵ recognised Bold's contribution to developing planning at a larger scale than the city centre, through a metropolitan emphasis in (parts of) the bill. Bold was required to redraft the bill six times before it was finally proclaimed on 1st November 1929. There was reluctance to accept planning in what had traditionally been regarded as the domain of the market. The efforts of the Town Planning Association, formed in 1916 following the visit of C Reade, an Associate of the Town Planning Institute of London, were crucial in lobbying for the introduction of planning and specifically for securing the passing of the Town Planning Act⁶.

The Metropolitan Town Planning Commission and its operation

In April 1928, the bill for the Metropolitan Town Planning Commission was gazetted. This bill was almost identical to the Melbourne Act passed by the State Government of Victoria five years earlier in 1923⁷. The delay in passing the Town Planning Act meant that the Metropolitan Town Planning Commission was established twenty months before the Town Planning Act came into effect. This resulted in the Commission carrying out many functions that should have been the responsibility of local authorities and other regulatory planning authorities⁸.

The Metropolitan Town Planning Commission comprised eight members working in an honorary capacity. In his role as Chairman of the Commission, H. Boas and C Klem, another member of the Commission, went to Melbourne for two weeks and avoided many mistakes and costs by learning from the experience of the Melbourne Town Planning Commission. They also visited Sydney, Adelaide and Canberra⁹. In addition to these visits, the Commission investigated town planning practices and ideas throughout Australia and New Zealand.

The Metropolitan Town Planning Commission Report, 1930

The Commission sat for three years and in December 1930 presented, at a cost of three thousand pounds, a report which devoted many of its one hundred and seventy nine pages to promoting the idea of state intervention in the development process. This largely reflected the ideological conflict around the establishment of planning in Western Australia.

Gone are the days when a land owner was 'king of his castle' and when individual rights in property over-rode the common rights. In this country, where a great proportion of the people are home owners, the necessity of protecting their savings has demanded a condition that will definitely regulate the use to which lands shall be put.¹⁰

Bad planning is expensive planning, not only to the land owner but ultimately to the local authority and the people generally.¹¹

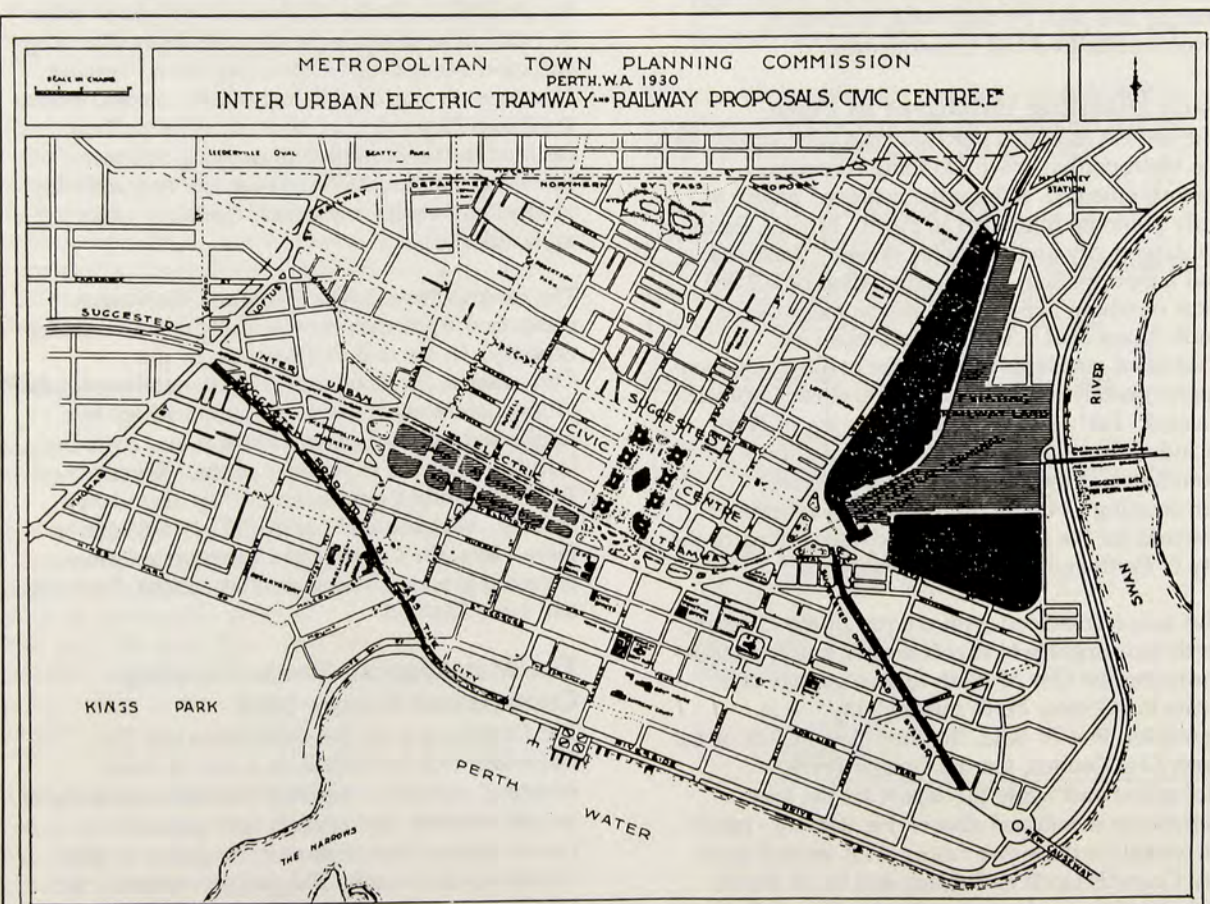
The report also dwelled extensively on local engineering matters, which partly reflected the requirement of the commission to consult with local government and also the general lack of clarity on what was expected to be produced.

The Metropolitan Town Planning Commission report did look beyond the city centre of Perth and beyond the local planning matters of the twenty one local authorities comprising the Perth

Metropolitan Region. By world standards this was not visionary. The Plan of Chicago had, for example, extended the scope of planning beyond the central area of Chicago with regional proposals as early as 1911¹². However, given the history of planning in Western Australia, this report was a bold step that could potentially have seen planning in Western Australia develop a strong regional focus from an early period in its history.

Regional planning proposals contained in the 1930 report were not explicitly labelled as 'regional planning', with the exception of the proposal to widen the newly passed Town Planning Act to 'provide for a regional aspect of the metropolitan area components of planning', rather than on the scale at which planning should be focused¹³. The following proposals which were put forward by the Metropolitan Town Planning Commission extend beyond the scale of local planning.

- design of a new regional road plan;
- replacement of the existing rail services with an



Showing suggested new central terminal station at East Perth, route of proposed electric tramway system, position of new Civic Centre, suggested treatment of railway lands in the City, proposed new by-pass roads and suggested railway by-pass north of the City.

inter-urban rapid electric tramway system (see Figure 1);

- establishment of a regional transport authority;
- allocation of ten percent of all newly developed land for open space and the positioning of such space no further than half a mile from any dwelling;
- introduction of uniform building codes over the metropolitan area;
- protection of the river and ocean foreshores by a continuous strip of public open space;
- introduction of local land zoning schemes; and
- increase in State Housing activity throughout the region.¹⁴

Boas¹⁵ wrote that the Metropolitan Town Planning Report

'strives to create in the future development of the metropolitan area:

1. Consolidation
2. Co-ordination
3. Economy
4. Efficiency'

The report contained some proposals on equity issues at a regional level, but in no way could this be perceived as significant in relation to the above mentioned pillars of the report. The report's emphasis was on co-ordinating the planning of land use so as to minimise land use conflicts. In the Modernist tradition of the time, there was an emphasis on zoning to separate activities and land uses so that the existing economic system could function without disruption. Zoning was highlighted in the report as being 'town planning by regulation'¹⁶.

Conclusion

The Metropolitan Town Planning Commission Report of 1930 was not new by world standards, but it was a significant development in the history of planning in Perth. Few proposals of the report were implemented in the ensuing years, partly as a response to the Depression and later because of the urgency of preparations for World War Two. The temporary nature of the Commission (it was dissolved following completion of the report) and the inadequate provisions in the Town Planning Act, also limited the implementation of the Metropolitan Town Planning Commission Report¹⁷. The demise of organised groups lobbying for planning reduced the public awareness of planning and the importance of implementing planning proposals and legislation¹⁸.

It was not until the 1950s, in the context of large scale industrial development south of Perth, that the impetus for regional planning was regained. Significantly, many of the proposals contained in the Metropolitan Town Planning Commission Report of 1930 reappeared twenty five years later in the gazetted blue print for Perth's future development¹⁹. Therefore, although the 1930 report was not visionary in a world context, it was far ahead of its time for Perth.

Notes:

1. Boas, H. (Chairman), 1930 *Report of the Metropolitan Town Planning Commission*, Government Printers, Perth.
2. Boas, H., 1956, 1 'The Evolution of Town Planning in Western Australia until 1956', a paper presented to the 4th Congress of the Australian Planning Institute, Perth.
3. Yiftachel, O., 1991, *Theory and Practice in Metropolitan Planning: The Case of Perth*, Centre for Architecture and Planning Research, Curtin University Press, Perth.
4. Clerk, R., 1969, 'The City Beautiful - Promise and Reality' in *The Architect*, Vol 10, No 2 pp 25-32.
5. Boas, H., 1956 (op. cit), 2.
6. Boas, H., 1930 (op. cit), 164.
7. Ibid, 8.
8. Ibid, 5.
9. Ibid, 13.
10. Ibid, 126.
11. Ibid, 144.
12. Wringley, R. (1983), 'The Plan for Chicago', in Krueckeberg, D. (ed), *Introduction to Planning History in the United States*, Centre for Urban Policy Research, Rutgers University, New Jersey.
13. Boas, H. (1930) (op. cit), 172.
14. Yiftachel, O. (1991), (op. cit).
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16. Boas (1930) (op. cit), 126.
17. Webb, M. (1983) 'The Evolution of Regional Planning in Metropolitan Perth, 1911-1981', presented at the 18th annual conference of the Royal Australian Planning Institute, *Resources*, Perth.
18. Neglie, D. (1984) *Planning and Politics*, Postgraduate Diploma Report, Western Australia Institute of Technology (unpublished), Perth.
19. Stephenson, G. and Hepburn, A. (1955), *Plan for the Metropolitan Region: Perth and Fremantle*, Government Printers, Perth.

Origins of Segregatory Urban Planning in South Africa, c. 1900-1940

Alan Mabin
University of the Witwatersrand
Johannesburg, South Africa

Along with their fellow citizens, urban planners in South Africa are engaged, whether they welcome the fact or not, in a process of change which will challenge their position and practices in the society more fundamentally than any previous events. As statutory racial segregation comes to an end, indeed, many of the key processes in the creation of the divided cities may now crumble - and past roles played by planners may alter accordingly.

The history of planning in the country has not yet yielded to much scholarly scrutiny. This essay forms an early report on a project which has been in train over the past two years, and which will continue for some time yet: a research project the purpose of which is to produce a useable past which can inform present debates on urban planning as an instrument of reconstruction in the post-apartheid city.¹ The present piece treats some aspects of the emergence of planning and its relationship to the structuring of racial segregation between the close of the nineteenth century and the second world war.

Town layout and segregation

Planning urban land use has a long history in South Africa, beginning mainly in association with the surveying of land for towns in areas newly occupied by settlers of European origin, especially during the nineteenth century. This form of planning applied more or less equally both to the British colonies of Natal and the Cape, and to the Orange Free State and South African (Transvaal) republics.² Initially, and unlike other colonial settlements of the era such as Singapore, South African town layout did not make provision for housing each 'ethnic' group in separate districts. The towns were conceived as primarily white places; while poorer, rented housing areas, at least in the Cape Colony, might tend to evidence a correlation between darker skin colour and lower

incomes, town plans left the indigenous population whose lack of money excluded them from the property market to fend largely for themselves on the periphery of more formal settlements, assuming that they chose or were forced by circumstance to seek access to urban activities.³

The specific allocation of land to segregated 'locations' for people other than the generally dominant whites began to gather momentum in places such as Port Elizabeth from the 1850s on. In the Transvaal the republican government also sought to demarcate areas for minority groups - Malays and Indians - with the result of numerous 'Asiatic Bazaars'. In the Cape Colony, the municipality of East London acquired specific powers to segregate Indians, but that was unusual both in discriminatory principle and in the conferring of such powers on a municipality. The emergence of large mining companies in the 1880s and 1890s led to the development of the segregated, single-sex compound as a model for urban segregation.⁴ Soon after the turn of the century several local authorities began to embark on public housing programmes both in locations and in compound form, which usually required specific central (colonial) governmental approval.⁵ Thus, if a general pattern could be said to exist, local authorities enjoyed little autonomy in the allocation of land to different uses or occupation by different 'races'.

Colonial legislation during the immediate post-Anglo-Boer War phase altered this situation by providing for some control over the subdivision of land and expanding local authority powers. Especially in the Transvaal, in a general environment of 'reconstruction', the colonial government began to establish the rudiments of planning control (through creating a Townships Board to guide subdivision of land) and generally transformed the nature of local authorities. However, when elections occurred the franchise was restricted to property owners, almost all white, or explicitly to white residents. Amongst other powers, the government transferred control of Asiatic Bazaars to municipalities and gave at least some of them the power to establish 'native' and 'coloured' locations. Some authorities acted on these powers; Johannesburg, on a wave of racism fed by an outbreak of plague in crowded inner city neighbourhoods, moved as many Africans as it could manage to its first 'native location', at Klipspruit where part of Soweto stands today, in 1904.⁶ In all aspects of land use control including racial zoning, however, public powers were weak, as the following (1909) resolution of the Ermelo Town Council illustrates:

that the Government be asked to amend the law so as to prohibit Asiatics residing or trading in places other than those set apart for their occupation.⁷

Union and town planning

After Union of the four colonies, including the two former republics, in 1910, the constitutional question of the division of powers between central, provincial and local government had to be addressed; the South Africa Act by no means determined the matter. As with so many other areas of policy, however, the First World War and its attendant social upheavals delayed the setting of policy and allocation of powers relating to urban planning. With the influenza epidemic of 1918, public health concerns - important at least as rationalisations in the planning of segregated locations in the early years of the century - came to the fore. The Public Health Act of 1919 conferred new powers on municipalities, with the added stick that local authorities failing to preserve public health could lose considerable amounts of autonomy, including financial, to the central Department of Health. These familiar public health origins of urban planning extended further, to the Housing Committee of 1919 and the subsequent passage of the 1920 Housing Act. Again the key initiators of action were to be the local authorities, though their field of action was limited by the purse strings held by the Central Housing Board.⁸ Indeed, its practice of approving only schemes for specific racially-defined 'groups' enhanced already-entrenched segregation through public housing, a phenomenon which has received considerable attention in the literature.⁹

Those responsible for health, at least in the larger municipalities, recognised in the Public Health and Housing Acts the potential to achieve desired improvements through spatial manipulation. Thus William Porter, the Johannesburg Medical Officer of Health, came back to the city from the Town Planning Summer School held at University College, London in the late teens an enthusiast for town planning. His vision of planning required that 'undesirable uses of land' - including black residences - should be moved as far as possible out of the city.¹⁰ Local authorities, however, lacked the powers and resources to accomplish such ambitious planning, a fact recognised in the appointment of the Transvaal Local Government Commission of Enquiry in 1921. Besides his infamous dictum that 'natives' should be in town only to 'minister to the needs of whites', its chairman, Stallard, also held that

housing problems and overcrowding with their concomitant evils (are) intimately connected with neglected town planning.¹¹

The limited abilities of local authorities received attention in a way which developed the segregatory tendencies of nascent urban planning through the passage of the 1923 Natives (Urban Areas) Act. For the next three decades, local authorities which made successful proclamations of their areas under this Act gained the power to restrict most Africans to townships and compounds; doing so, of course, required a certain amount of planning.¹² As Dan Smit notes, 'ethnic engineering' acquired legitimacy as a concern of urban planning from its early days in South Africa.¹³ The power to accomplish such engineering through planning, however, remained incomplete.

While Stallard investigated local government in the Transvaal, another commission engaged in reviewing the 'Asiatic problem'. The Lange commission recommended in 1921 that municipalities should have the right to establish areas for Indian residence, but not to compel people to move. The Minister of the Interior, Patrick Duncan, responded by introducing a Class Areas Bill in 1924. The bill proposed that local authorities could ask the minister to set up commissions to investigate the establishment of areas reserved for any 'class' of persons, either for residence or trade or both, and for the proclamation of such areas. Following the Lange commission it expressly preserved existing property rights.¹⁴ With the defeat of the South African Party at the polls later in the year, and the framing of the large legislative programme of the first National Party government, this bill disappeared. However, the new Minister, D.F. Malan (later the Prime Minister who introduced apartheid after 1948), introduced essentially similar provisions in an Areas Reservation Bill in 1925. On its reintroduction in 1926, the bill was referred to a select committee which heard evidence but recommended that the bill be withdrawn in order not to embarrass the government in the course of a round table conference with the Indian government on the possibility of Indian 'repatriation'. The conference resulted in agreement to an assisted emigration scheme for Indian South Africans which ensured that the government could ride out the racist clamour for restriction of Indians for a few more years.

Loud among the chorus calling for urban segregation was the cry for municipalities to be given even greater powers than those denied by the government's failure to pass an Areas Reservation

Bill, leaving compulsory urban segregation incompletely affecting Africans. Prominent among those demanding this 'solution' was the Natal Municipal Association, which held that 'every race should have its own area ... The local authority should have the power to compel people to reside in Class Areas'.¹⁵ But if the government failed to satisfy in this arena, it nevertheless began a great expansion of municipal planning powers in the direction of comprehensive land allocation and use control. In a clause tacked on to the 1925 Financial Relations Act (Act 46 of 1925) which restructured the division of powers between central and provincial governments, powers over land use were placed in the hands of provinces, opening the prospect for those bodies to extend municipal powers.

These tendencies developed into planning legislation. First in field was the Cape Province, which passed a Town Planning Ordinance in 1927. But that legislation was permissive: it did not compel local authorities to undertake town planning; none did so, probably because the extent of property owner influence over local councils prevented enthusiasts from implementing its provisions at municipal level. The Transvaal was the first province to adopt a Town Planning Ordinance which required municipalities to plan, in 1931. Modelled closely on the British Town Planning Act of 1905, it provided for preparation by municipalities of schemes controlling land use, density, building size and position - the traditional technical controls of town planning. For the larger municipalities town planning in this sense became compulsory, while the province retained powers of approval and review.

For the first time, a demand for the services of planners as such emerged. Most of the municipalities which were required to undertake planning joined in the Witwatersrand and Pretoria Joint Town Planning Committee, established in 1933. This body initially attempted to appoint its own planning staff, and on the recommendation of Raymond Unwin among others hired Charles Reade, well known for his work in initiating town planning in South Australia, Malaya and Northern Rhodesia (now Zambia).¹⁶ But Reade died within days of arriving in Johannesburg to take up his appointment, and the Joint Committee moved on to appoint consultants instead of its own staff. In the obvious absence of experienced planners inside the country, the English firm Adams, Thompson and Fry accepted appointment. Longstreth Thompson became 'regional planner' for the municipalities of the Witwatersrand and Pretoria, spending several months each year in South Africa between 1935 and

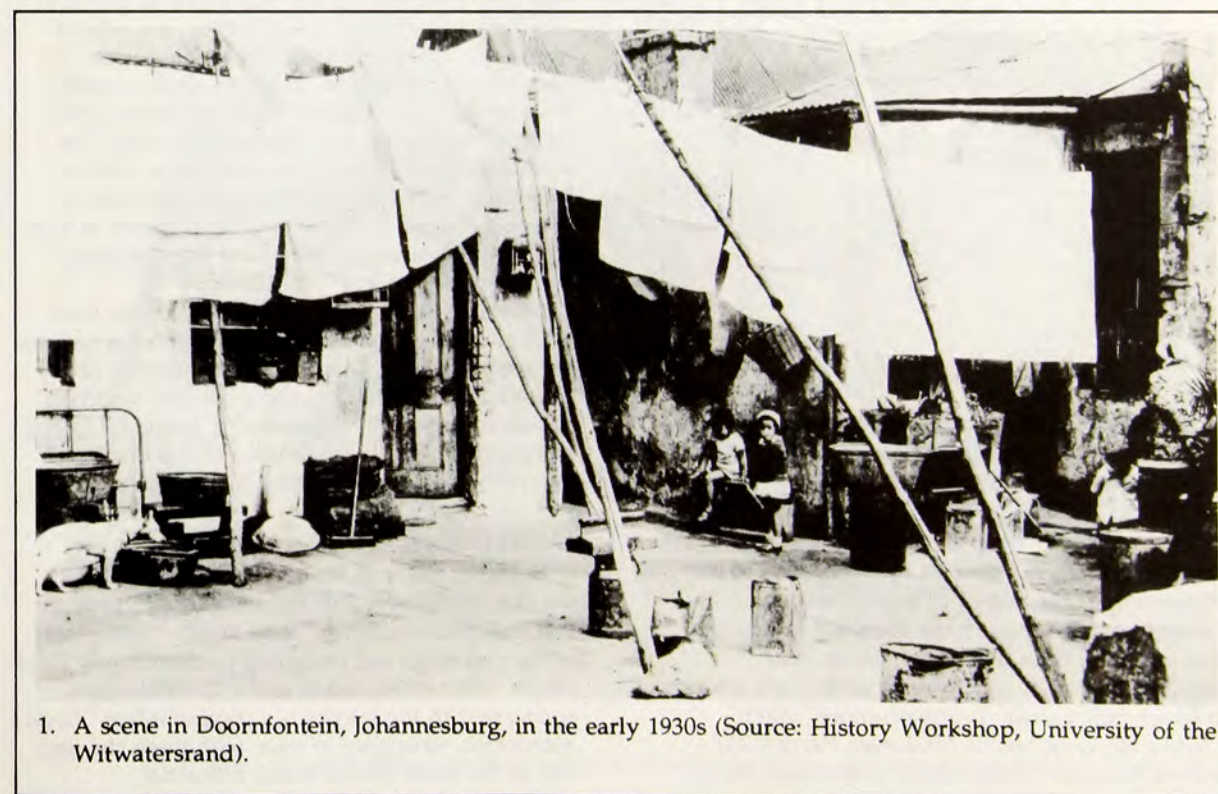
1939. He appointed various South African representatives, the most significant of whom was Colonel P.J. Bowling, who left a position in Northern Rhodesia to become perhaps the most influential figure in South African town planning from the late thirties until the fifties.

Planning and segregation: the thirties

Over succeeding years the other provinces followed the Transvaal lead and established their own planning ordinances, though little effective planning activity under these later Ordinances got under way until after the second world war. But the concerns which had predominated in the early twenties, when the town planning movement began to gather momentum in South Africa, were greatly altered. Instead of rapid economic expansion, depression and urban deterioration required attention. The major white political parties agreed readily if not absolutely on the central issues, and formed a coalition government under J.B.M. Hertzog in 1933. Local authorities acquired more powers under the 1934 Slums Act: now they could condemn buildings or whole neighbourhoods, and move people - provided the funds were available - to new housing estates. Of course, segregation ruled, as municipalities condemned racially integrated (and genuinely overcrowded, poorly serviced) buildings, blocks and neighbourhoods -

moving their occupants to newly planned, highly ordered public housing schemes divided according to 'race'. In the Johannesburg case, for example, residents of inner city 'slumyards' in Doornfontein (Figure 1) found themselves moved - in order of distance from the city - to Jan Hofmeyr for whites, Coronationville for relatively well-off coloureds, Noordgezicht for poorer coloureds and Orlando for Africans (Figures 2 and 3) - the city council's officials drawing the lines between 'races' long before the infamous Population Registration Act facilitated such racist allocation procedure.¹⁷ Similar cases occurred in Cape Town and many other cities and towns.¹⁸ Here was planning on the grand scale: co-ordinated allocation of widespread areas of land to new uses.

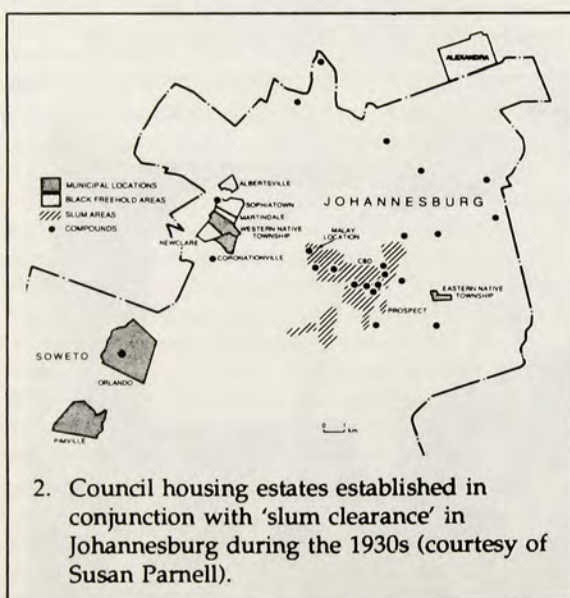
During the thirties an increasingly noisy lobby pushed for racial zoning in the cities. Yet governments did not hasten to pass new segregatory legislation, busying themselves with Commissions of Enquiry into such alleged ills as 'Indian penetration' of predominantly white residential and business areas.¹⁹ But if little new formal regulation of racial segregation emerged, the growing practice of town planning undoubtedly had racial zoning in view. Certainly in the Transvaal, the activities of the Joint Town Planning Committee rapidly evolved to include considerations of the 'best' sites not only for



1. A scene in Doornfontein, Johannesburg, in the early 1930s (Source: History Workshop, University of the Witwatersrand).

residential and industrial expansion, but for 'locating' the African and Indian population.²⁰ Town planning practice thus took on the growing concerns of segregation as part of its 'normal' *modus operandi*.

This adoption of racial zoning along with the requirement of use zoning as part of 'normal' planning practice must be placed in the context of the clamour for segregation between whites and others during the period. One source of this demand lay in the obstacle which Indian property on the fringes of cities, especially in Natal, posed to expansion of municipal areas, industrial sites and white property 'development' generally.²¹ Another strand of the demand for racial geographical separation came from various local authorities in the Cape, which pressured the provincial administration to give them powers to remove coloured people to segregated locations. In 1931, the Cape Province Municipal Association resolved at its annual congress - attended by delegates from over a hundred local authorities - to ask the Administrator to add powers to the existing municipal ordinance (No 10 of 1912) replicating the location provisions of the 1923 Act, thus to promote white-coloured segregation. Similar requests continued during the decade.²²



It may be that these requests were sparked by nervousness at the rise of militancy among coloured organisations in the thirties.²³ Probably more powerful than these fairly tame local pressures, however, was the rise of the new white Afrikaner nationalism in organisations which included the Gesuiwerde Nasionale Party (GNP - Purified National Party) which broke away from

Hertzog and the coalition under D.F. Malan, and the Afrikaner Broederbond (AB), a secretive society which evolved policy positions advocating, amongst other things, segregation between whites and coloureds from the time of its first policy documents in 1933.²⁴

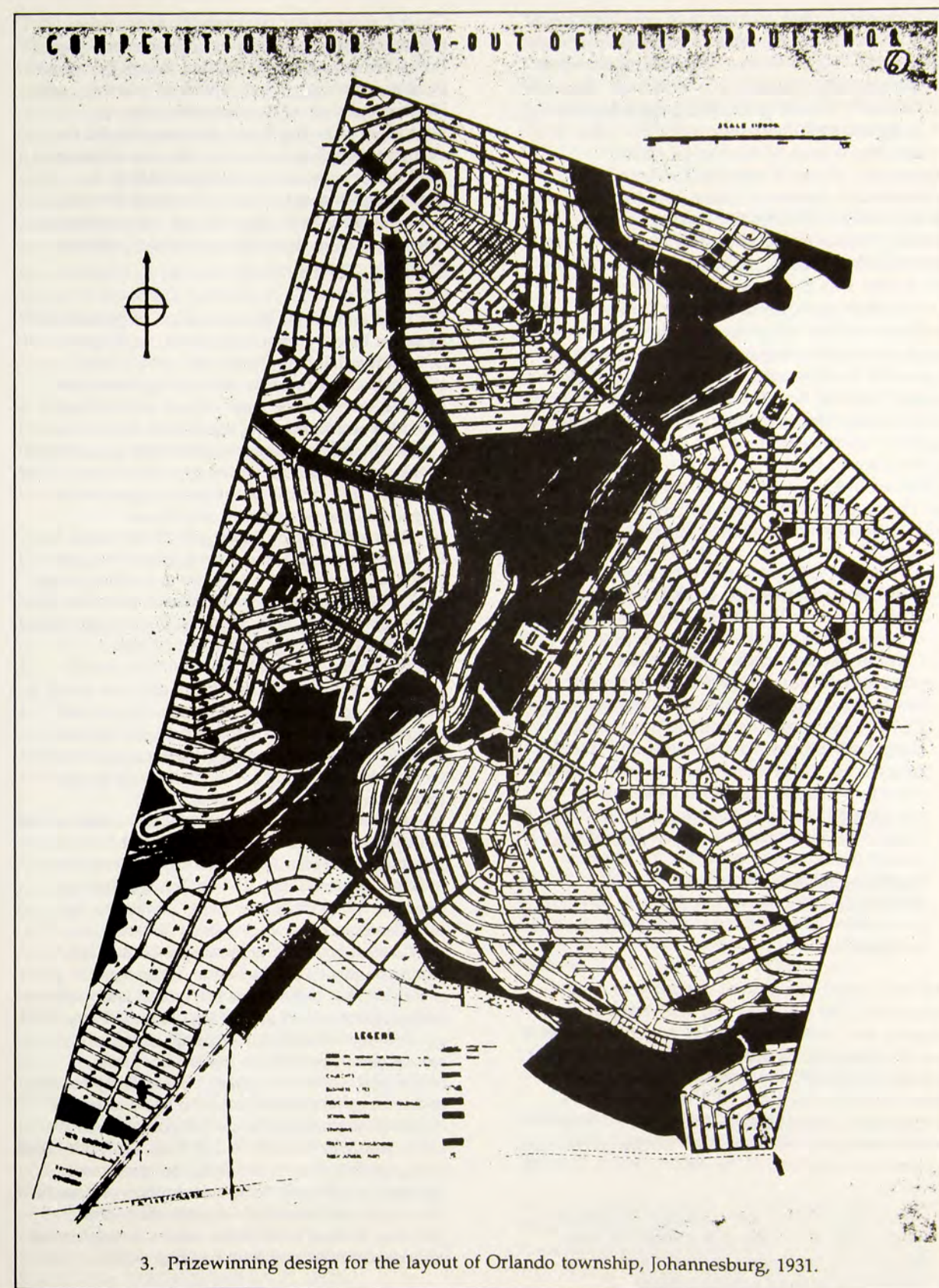
A draft Cape ordinance at the close of the decade proposed a number of new features: it would have allowed the segregation of amenities as well as residences; it defined whites married to blacks as blacks, just as the Group Areas Act did later.²⁵ In one crucial respect, however, it differed from the later legislation: it provided for municipalities to plan and execute spatial segregation:

- s. 2(1). A local authority may by notice in the Provincial Gazette define and set aside any area within its area of jurisdiction for the occupation for residential purposes by Europeans or non-Europeans only, provided it complies with ... conditions ...

This proposal fitted well with the developing ideas of urban planning in South Africa in the late thirties, for it potentially expanded the general control of land use which local authority planners and their supporters saw as increasingly vital, rather than the more technical regulation for which town planning ordinances had begun to provide.²⁶ 'Further powers of local authorities', the official title of the draft ordinance, represented what planners wanted. And, of course, they wanted those powers to extend to racial as well as other forms of large-scale and long-term zoning. The draft ordinance went down to defeat in 1940 not because it would have allowed municipalities to determine racial zoning - indeed the rights of local authorities would probably have been strongly defended in the Cape²⁷ - but because the appropriate relations between national and local policies, national and local planning bodies had not yet been worked out; and because national policy on coloured-white segregation, like that affecting Indian segregation, had entered a period of *ad hoc* management, partly for reasons of early political paralysis in the United Party government.

Urbanisation and segregation

Underlying many of the strains of the period lay the fact, uncomfortable for white administrators, that the cities and towns were rapidly losing their white majorities and becoming predominantly black places. That urbanisation and industrialisation accelerated in the thirties is a commonplace. Local authorities, struggling to cope with these changes and at the same time to foster industrial



development in their own areas of jurisdiction (and revenue), produced volumes of material which has only recently begun to receive the attention which it deserves, from scholars such as Bonner, Maylam and Sapire.²⁸ Central government departments, too, grappled with the issues; apart from the obvious importance of the Native Affairs bureaucracy, others investigated, debated and recommended courses of action. Among those was the department traditionally concerned with matters of housing and urban affairs, the Department of Health. Its most visible act in the late thirties was to appoint a committee to investigate what it called 'irregular' settlement on the fringes of municipal areas, a phenomenon which had become widespread. This committee, chaired by Sir Edward Thornton, chairman of the Central Housing Board, travelled widely, heard hundreds of witnesses, produced scores of interim reports on particular areas and finally reported to the Minister of Health in 1939 (its report was published in 1940). Among its concerns was the fact that few powers existed to control 'irregular' urbanisation by non-Africans: the committee identified a

Need for preventing the establishment of further uncontrolled areas. The vast majority of witnesses who appeared before [the] Committee stressed the need for the prevention of further uncontrolled peri-urban settlements ... [L]ocal authorities pointed out that ... there would be nothing to prevent [irregular] settlements arising beyond [their] boundaries. Your Committee agrees ... and considers that the first essential should be to prevent the creation of similar areas in the future. As far as Natives are concerned the matter is sufficiently provided for [if s.6 of the 1923 Natives Urban Areas Act were enforced] ... As regards other classes of the community the position is not so well safeguarded ...²⁹

This hint in the direction of measures to control, particularly, the activities and settlement of coloured and Indian people did not crystallise as a specific recommendation of the Thornton report, perhaps because of the delicacy of such issues in party politics at the time. But the committee's general view that all blacks, particularly coloureds, should be segregated from whites found clear expression in the tone of the report, which showed horror at

occupation of land and buildings irrespective of race with the result that Europeans were found to be occupying premises and living cheek by jowl with non-Europeans ...³⁰

Central government responses on these issues remained either vague or unimplemented. But Prime Minister Hertzog insisted that policy should be national in scope, not provincial or local. After Hertzog's defeat on the neutrality issue in September 1939, the Smuts government did not change this policy; Lawrence, the new Minister of the Interior repeated a commitment both to segregation measures and to the need for national policy in early 1940. But the war effort overtook other matters in determining national priorities, including segregation.

For local authorities the occupation of potentially lucrative land by irregular settlers, rapid growth of both industrially employed and unemployed population and pressure on housing meant that action seemed rather more urgent. Hilary Sapire provides an illuminating account of the Brakpan Council's attempts to persuade central government to take action, and its varied local initiatives.³¹ The Durban City Council established a committee to investigate the possibilities of post-war development; Kuper, Watts and Davies noted how its report featured racial zoning based on large zones (at least one of which was a satellite Indian city), a radial pattern and the use of the rivers and ridges as 'buffers' between zones.³² In Cape Town, the City Council engaged planners who recommended wholesale demolition in racially mixed, working class District Six and new roads to link the land thus released for commercial and industrial, as well as more salubrious residential uses, to the new areas reclaimed from Table Bay - envisioned, according to Naomi Barnett, as the recreation of inner Cape Town.³³ The Johannesburg Council's planners busied themselves with plans to remove Indians to an out-of-town location - vociferously opposed by the Transvaal Indian Congress - and, as Van Tonder shows, to clear the 'Western Native Areas', linked to the establishment of new townships on land owned by the Council beyond the municipal boundaries.³⁴ Sapire, Kuper et. al., Barnett and Van Tonder all point out how these plans prefigured later policies and projects carried out by the National Party (NP) government after 1948, sometimes, ironically, against the opposition of the local councils concerned. In the war years, United Party central and local governments faced the same issues of economic and social change, proposed much the same 'solutions' as did the NP from 1947, but failed to implement them in anything but piecemeal fashion. It was only with the adoption of apartheid urban policies from 1950 onwards that local planning became a contested means to implement controversial but powerful national policy.

Towards a conclusion

This paper has sought to demonstrate that an intimate relationship existed between the segregation of South African cities and the early development of town planning in the country. South African society was highly segregated prior to the implementation of the Group Areas Act, partly due to the contributions of urban planners.³⁵ Further work will illuminate the relations between planners and apartheid in the period after 1950. Ideas and other experiences of the relationships between planning and segregation would be gratefully received by those involved in this research.

Notes

1. This project involves the present author as well as Professor Dan Smit of the University of Natal, Durban. Research assistance has been provided by Inga Molzen, and financial support by the Centre for Science Development and the University of the Witwatersrand.
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Research

Planning in Milan at the End of the 19th Century: The Contribution of Research Study

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1889 marked the passing of a century since the first actual town planning project in Milan was approved. In this plan the origins of the urban layout of today's city are easily recognisable, both in the districts surrounding the Spanish walls in those parts of the central area related to 'les grands travaux' which were carried out at the end of the last century. It is also possible in this early plan to see the origins of most of Milan's present problems, such as the fact that it is a single-centre city, and that it is a very high density one with little public open space and few green areas. A reconstruction of the circumstances in which the plan and the infrastructural system were realised often reveals a surprising anticipation of technical or managerial themes and solutions which were at the centre of town planning and administrative debates in subsequent decades.

In the Faculty of Architecture of Milan Polytechnic there are several teaching and research programmes on the subject of the city of Milan and, in particular, on this period of the city's growth (i.e. the end of the nineteenth century) which also has considerable significance nowadays. It seemed important that researchers and students should have access to the origins of the Beruto General Plan, and to details of the political, administrative and cultural debate which accompanied it. An extensive research study has been underway since 1987 involving researchers from the Department of Territorial Sciences and the Department of Architectural Planning of Milan Polytechnic. Their task has been to collect, classify and study the

original documents relating to the period in which the city's development plan was being worked on intensively.

By means of this study it has been possible to clarify characters, aims and events of the master plan, and of the period at the beginning of its implementation.

Nineteenth Century Milan

During the last decades of the nineteenth century in Milan the beginning of a process of intense development substituted the slow urban growth of the previous period, concentrated within the ancient walls (*circondario interno*) and along the principal ways connecting the urban settlement with the surrounding territory. A first important event of this process was in 1873 the annexation of the municipality called 'Corpi Santi', the suburban area surrounding Milan (*circondario esterno*). The urbanisation of Corpi Santi was concentrated around the *borghi* (the roads radiating out of the centre) and at the gates and arrival points of the railway, within an area which was still mainly agricultural. The first manufacturing and warehousing activities were attracted to Corpi Santi by the proximity of the rich Milanese market and by taxes and duties which were lower than in the city, while for the workers the main attraction was the lower cost of living.

In the *circondario esterno*, the increase in urban development was very evident: around the gates and along the new roads which were laid to connect the main arterial roads, houses and factories were continually springing up. The data regarding the demographic characteristics throw light both on the growing dynamism of the Milanese settlement from the 1870s onwards, and on the 'two speed' development of the two *circondari*. The total population increased from 242,457 inhabitants in 1861 to 261,985 in 1871 and to 321,839 in 1881. This is a very substantial increase, above all if one compares it with the period preceding the unification of Italy: during the first 60 years of the century the population grew from around 134,000 to about 243,000 inhabitants.

In the *circondario esterno* the increase in population was particularly large during the 1870s with an increment of about 63,000 inhabitants, i.e. the population doubled. The natural component of the increase in population is rather modest, and, in fact, the origin of the considerable demographic increase is to be found in immigration: the rate of immigration, having reached 27 per thousand in 1878, increased again to 30.2 per thousand in 1881,

and to 34 per thousand in 1882.

Economic activities (artisan, financial and commercial in the *circondario interno*, and production in the *circondario esterno*) exerted a strong pull as far as population is concerned. The origin of this flood of immigration in the 1870s and 1880s was, however, mainly formed by manual workers who moved to the city with their families, from the province of Milan. As regards the city, a stimulus to the economy also came from the large investments in public works and from the integration of the transport system with short range lines connecting the city with the suburbs and the rest of the province. Another important factor in economic development was connected with the strengthening of credit structures and with the growing involvement of foreign capital, both in the form of investments in securities and in the establishment of joint-stock companies. In 1881 the National Exhibition documented the role of Milan as not only the most important commercial centre but also the most important industrial centre in Italy.

Although artisan activities and small workshops, linked above all to the sectors of clothing, printing and jewellery-making, continued to find their natural location in the *circondario interno* and in the *borghi*, the centrifugal movement which had begun in the 1870s led to factories being located in the suburban band and, for the largest ones, in the outskirts of the city.

The Beginnings of Town Planning

The opening of new roads and the consequent building activity, which was increasingly the result of partial town-planning schemes, was the main reason why the city council was asked to set up an instrument to co-ordinate the many requests received by the council to promote the urbanisation of the external district. In 1876 the municipality prepared a sort of outline for a master plan drawn up by the municipal engineer A. Fasana. This plan aimed at co-ordinating the partial plans already approved, and at marking out a new ring road to connect the most important points in the suburban district.

With the arrival of the 1880s a radical change of scale could be observed as regards the character of the operations which were put forward to transform the city, and the urgency of drawing up a general plan for the whole city became more evident. Important financial groups, credit institutions and joint-stock companies appeared on the scene and proposed projects of great

importance both in the building sector and in the realisation of infrastructures. In particular, important Italian and foreign banks were involved in two large real estate operations in which there was a change of ownership of vast areas of land in the *circondario esterno*.

The first case was the transformation of Piazza d'Armi promoted by the Società Fondiaria, whose first project, which proposed exchanging some of the areas it owned with the city council in order to create new military equipment in an area further out, envisaged an intensive 'chequered' construction of the whole area between the Arco della Pace and the Castello. At the beginning of the 1880s another great building operation took shape before the general plan was established: the building up of the ex-Lazzaretto area.

In December 1883 the council entrusted Cesare Beruto to draw up a proposal for a general town-planning scheme for the two *circondari*, which was to be presented at the end of the following year. At that time Cesare Beruto was head of the city's technical office in which he had worked since 1862. The most significant elements of the Master Plan are connected to these principal aims:

- the proposal of taking down the Spanish walls and covering the interior circle of the Navigli canal to facilitate the communication between the ancient and the new town;
- the opening of a large, representative street in the mediaeval core to connect the Castle and the Dome;
- to develop a network of roads all around the ancient central area to allow the transformation from agricultural to urbanised land;
- to design large blocks (about 200/400 m. per side), appropriate for different purposes.

In Beruto's intention some of the block areas should have been left as green spaces and their dimension was meant to allow to provide large gardens inside the buildings. Moreover, the large dimension was also intended to save considerable expenses for the Municipality to urbanise the land that should have been charged to the private developers.

As regards the building transformation of the old Piazza d'Armi and the Fondiaria's proposals, Beruto prepared a series of successive projects which gradually introduced elements which then came together in the final plan: the creation of a large avenue at right angles to the Semipione-Castello route (Via XX Settembre), and the two hemispherical avenues (Foro Bonaparte and Via Canova-Melzi d'Eril) with the building of detached houses.

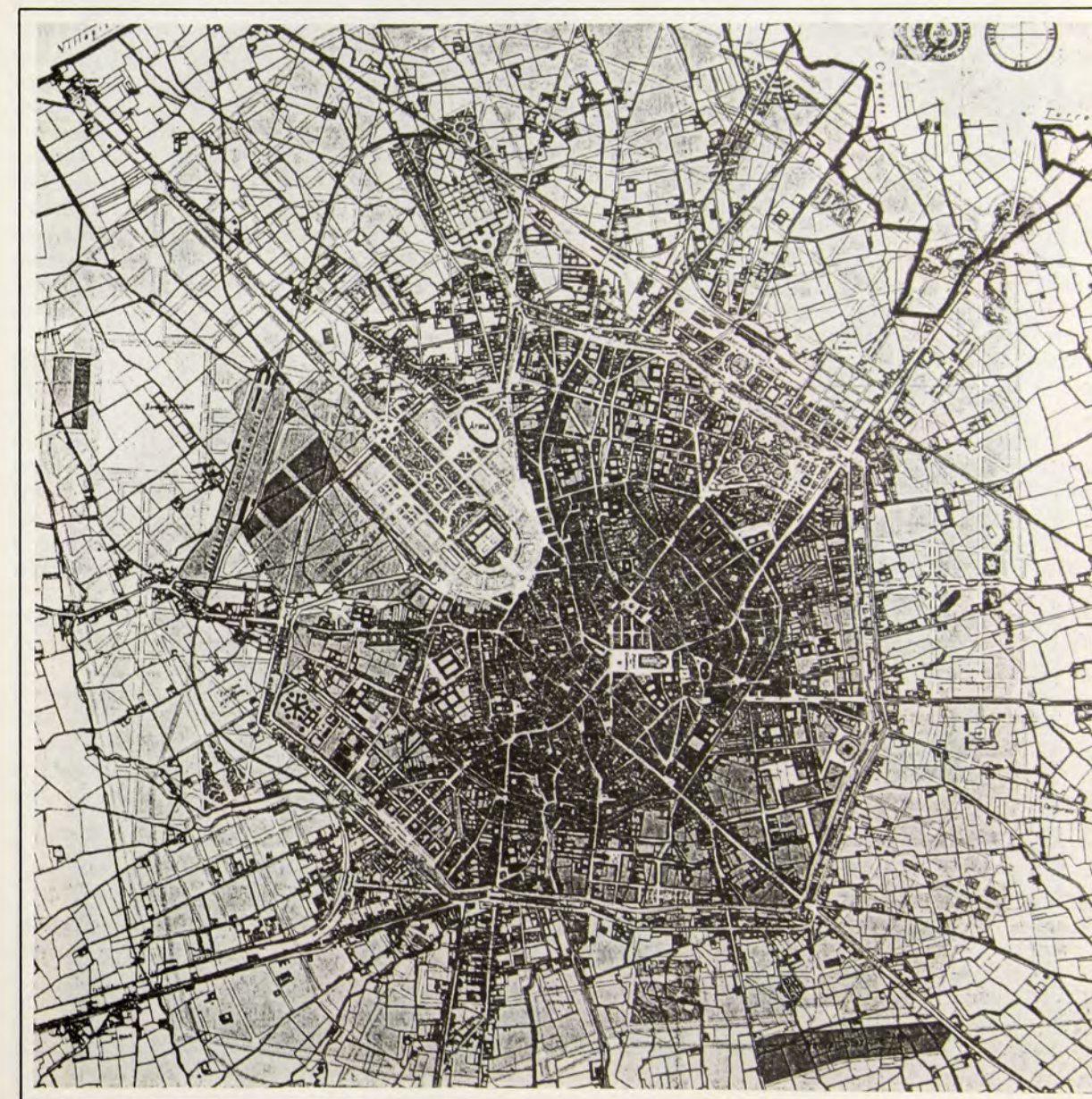
Later Planning Efforts

In the February of 1885 the city council nominated a committee composed of Mayor Negri, councillor Luca Beltrami, some members of the building committee, amongst whom was Camillo Boito, and some other councillors including Giuseppe Colombo and Giovanni Battista Pirelli (as chairman); their task was to examine the plan drawn up by Beruto. In the version which the committee produced (presented at the end of 1885) there was clear evidence of a greater connection with the projects proposed by the land owners and the presence of an advanced 'entrepreneurial' component which was pushing for some parts of the plan to be given priority. Another question

which was forcibly put was linked to the gravity which hygienic problems were assuming after a new cholera epidemic which, in 1884, had caused many deaths in Milan.

The debate and protests regarding these matters not only forced the administration to face the problem of adaptation or of creating entirely new network systems, but also had a direct influence on the morphology of the planning project through the fixing of minimum dimensions for the width of the streets and increasing the green areas.

Another way in which the 1885 version of the plan was clearly more complete and refined was in its



'aesthetic' value which the city did not have to forego as a result of the development of its 'modern' role. Streets, squares and public spaces (among them emerges the new Sempione Park in the area of the Piazza d'Armi) look more carefully

designed and displaced in the newly urbanised suburban district, according to the examples (to which the Master Plan clearly refers) of the most important European countries.



In 1889 the town-planning scheme for the *circondari interno* was put into action, while the plan for the *circondari esterno*, in a new version again drawn up with the assistance of the Pirelli committee, received final approval the following year. This third version, approved when the crisis of the building sector induced the Municipality and the buildings societies to review and to reduce their programmes of urbanisation, shows the increasing pressure of the building programmes negotiated between the Municipality and the private developers. It has the consequence of an impoverishment of the most unusual aspects of the original Master Plan: the street network became closer, the buildings of the blocks (whose dimensions are greatly reduced) was mainly addressed to residential use, while little public space was left for gardens and public services. As regards the reduction in the size of the blocks, for reasons dictated by hygiene, the streets were increased in number and in width, and part of the gardens and the zones with low-density housing, as laid down in the 1885 plan, were maintained. The minimum width of the streets was fixed at 14 metres and that of the new ring road at 25/30 metres; the area of road surface created increased from 2.3 million sq. metres in 1884 to 3.8 million sq. metres in 1894.

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An Atlas of Historic Centres in Latin America: Brazil

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Europe has developed a long standing interest in the protection of historic cities, although this was born out of a tough struggle with the converging interests of modernists and land speculators. A wide knowledge of its urban heritage is now the basis for developing policies and techniques aiming to protect and enhance its historical cities.

With few exceptions, this is not the case of Latin America. Conservation policies are much more recent, and seem still heavily dependent on the European models. Until very recent times it was normal to get rid of whole urban districts of the late 1880s or the 1920s, while colonial cores were left to the poorest sections of the society, so as to become places of physical and social decay. Moreover, conservationists concentrated on architectural landmarks of the seventeenth and eighteenth centuries and there is very little sign of public policies aimed towards the rehabilitation of historic cities themselves.

The Urban Planning Department of the School of Venice, with the collaboration of some 15 local researchers, has undertaken a study aimed to present in a comparable format the actual conditions and the social and physical transformations of a number of Brazilian cities, representative of different roles and times of foundation. The main goal is to start building some kind of social atlas of the historic urban heritage in the country, as a basis for better rooted conservation policies. In fact, while there is already a large and reliable amount of work on local architectural heritage, cities are still very little known, and we hope that such an attempt will help to raise public interest in this issue.

Conservation in Latin America

Interest in the conservation of historic cities of Europe is already a century old; Sitte (1889), Buls (1893) and Giovannoni (1913) must be here

mentioned as the first ones consistently presenting the argument. For the first time, in a systematic way, historic centres were indicated as places deserving protection *per se* and not just for its monuments. Certainly, it was always that city (or the part of it) where most relevant architectural monuments were located and where the general value was higher; yet, the interest in the city is marked by the acknowledgement of the testimony of the past as a value itself. This has displaced the interest from the single monument to the city, its fabric, its morphology. Later it was clear that even the conservation of the monuments could not be divorced from that of the context.

Conservation policies for the historic centres are actually a reaction to the aggressive policies developed within the process of growth and organisation of the modern city. It is true that the historic city normally grew on itself, often destroying even the most relevant signs of its past, but the argument for conservation was born with the modern industrial city, when there is a clear change with the past and the meaning and the functions of the city are definitely altered. Size and rhythm of growth of the industrial city were such as to dash all plans for conservation for many decades (with few exceptions). This was no obstacle to new techniques of survey and interpretation of historic urban centres, to the merging of urban history more and more into social history and, what is more important, to enlarging the notion of historic, to consider times and morphologies unthinkable only a few years ago. It is then no wonder that while such techniques were becoming more sophisticated (although through non-linear procedures, as is typical of intellectual work), knowledge of specific cases developed greatly; we have now accumulated studies covering great part of the European scene.

This does not mean that there is nothing left to do; such studies are in fact the necessary premise for new and deeper investigations. It must also be considered that the results can be used by different fragments of the society, historians, students, architects or administrators, which all constitute the basis for developing policies of protection of the historical heritage. These policies are nothing in fact but the last consequence of a social process of cultural awareness.

This is rather new in Latin America. There are many explanatory reasons for it, but the main one is cultural dependence on Europe, its institutions and research fields. This has largely contributed to underestimate the original characters of local achievements in the urban field and, most of all,

has turned researchers' interests toward European history and models. Among the greatest difficulties encountered by conservation policies is the lack of knowledge and research on the urban heritage. This regards less the capital and larger cities (although, for a European observer, we are still at the beginning) than the small centres, where even basic information, such as city maps, can be difficult to find. Now, a wide interest in the problems of the historic centres is growing. Its origins must be found in the long and successful process of recognition and establishment of its cultural identity on one side and, on the other, on the impact of recent European debate and experiences. Today, the pioneering works of historians such as José L. Romero, Jorge E. Hardoy or Ramon Gutierrez provide a fascinating insight in the meaning and the structure of the city development in the subcontinent, while other groups are producing interesting works in almost every Latin American country.

But there is another fundamental aspect that makes the American scene so peculiar: except the metropolises, the historic city here is still, fully, the city. There are very few signs of that process of social or functional specialisation that makes European historic centres so easy to isolate, mentally or physically, from the remaining urban area: here it makes no sense to consider the old section of the city *per se*. Such conditions should put conservation policies in the middle of the debate regarding general urban policies. Unfortunately this is still not so: architectural historians seem until now the only ones who actually care, but their approach is often short sighted and their impact on public policies necessarily weak.

This makes unlikely an automatic transfer of conservation strategies and policies as developed in Europe, but does provide a wide field for collaboration in research and analysis. The amount of material to be investigated in Latin America is enormous, and it is necessary to increase the efforts if we want effectively to implement protection policies. On the other side, the Latin American scene offers a very stimulating frame for rethinking both our approach and the rationale of such policies: the size of urban problems, the peculiarity of their developments and the rhythm of social and economic change offers great challenges to all working in the realm of urban analysis and planning.

The Brazilian Case

Brazil constitutes a very special case. It is the

country in Latin America where not the Spanish but the Portuguese provided the language and (in part) the tradition. And, with Mexico, although for very different reasons, it shares a high self-confidence in its originality and belief in a shining future. Here too independence brought together a wave of attacks to the colonial heritage, including its architectural testimonies. Yet, slow nineteenth century growth helped to preserve the landmarks of the past and, while a new kind of civic pride was growing, Emperor Don Pedro II (1840-1889) succeeded in establishing the first national museums. He was also frustrated in several conservation issues, hoping unsuccessfully to carry out ad hoc legislation, deriving from the lack of interest on the part of the dominating rural oligarchy of the time.

France, Britain and the Metropolis

Two opposite factors affected the historic heritage at the end of the nineteenth century. One was the stagnating economy of a large part of the country, where historic settlements, having lost their productive and functional *raison d'être*, entered a time of stagnation and decay, marked by sharp population decrease: here architectural and urban decay derived from abandonment and poor maintenance. The second one consisted of the beginning of the process of modernisation, which developed rapidly in the new republican era. Great cities were the first ones to start large renewal programmes, as they were affected by new waves of immigrants looking for shelter and a booming economy in search of a modern urban infrastructure.

The time had come for grandiose urban plans, often designed by European architects, which were intended to express power and modernity, rather than continuity with the past. Rio de Janeiro, capital city since the mid eighteenth century is where these developments are most visible, but large scale modernisation touched all the main cities, like Salvador, Sao Paulo, Belem. Old colonial sections disappeared to give place to new systems of squares and avenues, important architectural landmarks were destroyed to allow new, more impressive buildings to mark modern times and functions. The new republican era started cutting all the ties with the past and substituting it with the imagery of the industrial civilisation. Like other Latin American countries, Brazil is the place where the dream of the new city, unsuccessfully pursued in many European countries, came true. Parks, avenues, waterfronts, large squares, all the repertoire of the beaux-arts architects were applied in a much wider way than in Europe, where land

speculation restrained public and private investors from dissipating urban land in large scale projects. Britain and France embodied most characteristics of modernity, and it is no wonder that their heavy involvement in the Brazilian economy - mainly in form of infrastructural works and industrial supplies - came to be reflected in the new urban projects. While British architecture set the model for industrial and cast-iron buildings, French trained architects were more often called to design the new urban spaces. It was the time of revivalist architecture, when overseas eclectic models alone were seen as entitled to represent the country's will to enter the number of advanced nations. At the time, the colonial Portuguese heritage appeared only as a burden to get rid of, as a mark of decadence and backwardness. New aesthetic and hygienic principles offered the pretext to demolish old buildings and, sometimes, entire section of towns: Rio de Janeiro is the best example of such works, but Recife, Sao Paulo and Salvador must also be included in the picture.

The Modern goes Nationalist

One must come to the '20s to see the neo-colonial movement taking place. It was intended to emphasise the value of colonial architecture against dominating historic styles, in the attempt to show a tradition to which linking new architectural and decorative designs. An interesting development can be spotted in the regionalist movement as described in 1926 by the great anthropologist Gilberto Freyre, which claimed the need to preserve the region's cultural roots even in the architectural and urban realms. Also, in 1922, modern artists, writers, poets, painters, architects - people who will become famous - organised a week in the Opera theatre of Sao Paulo to present the avant-garde ideals.

National spirits yet came to the forefront only a decade later, with the innovative political regime inspired and later headed by Getulio Vargas. The state became the main actor while restructuring the country's economy, which soon moved from an oligarchy-controlled agrarian base to an urban-industrial-financial mainframe. A more powerful bureaucracy developed, with the stronger involvement of the state in matters like labour relations, education, urban and regional infrastructures. New cultural institutions were created or reinforced, with the aim of building a nationalistic ideology that incorporated the values of history. Several actions, in the form of acts and codes, dealt with the recording and the protection of art works and monuments, up to the establishment, within the reorganised Ministry of

Education, of the National Service for the Historic and Artistic Heritage (SPHAN).

In this context, where structural changes in the society were supported by strong cultural mobilisation, modern artists assumed the leadership in the image-making of the new state. It was the modernistic movement (*movimento modernista*) that claimed to be the real interpreter of the Revolution of 1930. Therefore it is no wonder that the writer Mario de Andrade, author of *Macunaima*, with well known surrealist roots, was called in 1934 by the Minister of Education Gustavo Capanema to design the main policy lines for the protection of the historic heritage. The same ministry had the responsibility for the magnificent building designed by Le Corbusier with local architects and artists Lucio Costa, Oscar Niemeyer and Candido Portinari, while the same Lucio Costa (belonging before to the neo-colonial movement and later designer of Brasilia) was given the direction of the Academy of the Beaux-Arts: all this gives the greatest evidence of the strict links between the modernistic movement and the ruling authoritarian regime.

It is in fact an original mixture of nationalism and modernism that characterised the discussions and the actual practices regarding the protection and the conservation of monuments. The radical positions of European modern architects (with Le Corbusier always on the front line) met those of the traditionalists in the effort to isolate the monuments or the buildings deserving protection out of a supposedly modest context. Through such unnatural alliance great damage was brought to many cities, under the well known blanket of a functional and artistic modernisation. At the same time when modern architects headed the conservation policy we saw the disappearance of important documents of material history. Such an approach, which many criticise today, was very successful, and apparently is still working, despite many official declarations.

However, Brazil is a contradictory society, and so Ouro Preto happened to be the first city in the world to be registered in the category of national monuments (1933) and was therefore protected under the national law. This highly publicised event, which was later followed by similar actions regarding a few other places, cannot be actually considered an actual enlargement of the protection perspective. Ouro Preto was taken as a set of monuments and buildings of exceptional value: should not there be such an 'exception' the city would not have got any sort of protection.

National attitudes toward these problems seemed to change only much later, during the '70s, when, through several international gatherings sponsored by UNESCO, Architects' associations, etc., came the idea that not the single monument but all relevant documents of a people's culture (and therefore urban fabrics) deserve protection. Yet, if this is the official position today, there are few signs that consistent policies will derive: the gap is still too wide between the society - its institutions, but also its basic culture - and the small group of those who care. The strict alliance between the modernists and the new state characterising the '30s was possibly the closest the intellectuals and power structure could come. They left a mark that was simultaneously simple and appealing: only what is excellent, be it in the past or in the future, deserves protection. Unfortunately the idea of excellence was applied in a very restricted way, consistently with an ideology of progress and order (where the second had the leadership) that was ruling also during the military regimes of 1964-84.

That experience cannot be repeated today, when the authoritarian regime does not exist any more and new political subjects are coming on the stage. In a democratic society even the elite's role is different. Saving the nation's historic heritage calls for social awareness and appropriate economic policies instead of legal measures from above: here is the place for scientific research.

The Research

In the past two years, in the framework of increased exchanges of students and scholars between the school of Venice and several Latin American countries, we decided to work on some kind of atlas of Brazilian cities. A team of Brazilian researchers, headed by doctoral student José Pessoa, was set up. The long term objective was to create a synthesis of most up to date knowledge on the process of foundation, construction and transformation of historic centres, up to the point of presenting their role within the contemporary city. It is also possible that, through this way, a wider social awareness of the values connected with the urban heritage will take place and help designing new urban policies, more respectful of the past. There is in fact a widespread ignorance, which goes with lack of real interest, among public administrators in the urban past; a rootless urban future seems to enjoy a much greater electoral appeal.

We hope, through this way, to help to delineate the complicated process of discovery and appropriation of Brazilian space. City founding has gone on also

for more than four centuries, and indeed has not ceased; urban history is marked by an extraordinary variety of political motivations, social characteristics, local or international economies and cultural attitudes. To present the complex articulation of such history should contribute to spread and reinforcement of the principles of national identity and therefore to better take into account the efforts to preserve its documents. The initial idea was to concentrate on small centres, generally the least known, although sometimes extremely interesting: here there are very few signs of the reductive touristic image that is present in the main cities.

The Method and the Difficulties

The research is intended to use documentary material, to reduce it to a common or comparable format and present it in a homogeneous way, to emphasise the basic characteristics of the urban development process throughout the country. We thought at the beginning, given the difficulties connected to this form of international cooperation and to financial constraints, of making use of existing literature and research work on every city. This however proved to be impossible, given the extraordinary lack of any kind of systematic information in most places. We had therefore to look in the archives of Rio de Janeiro and Lisbon for old maps, asking the electric companies for updated ones, going through pamphlets and local minor publications for some record of past events. Cultural differences among the researchers were sometimes evident but this helped, instead of hampering, a better understanding of the research goals. Several research seminars, both general and with smaller groups, took place in Brazil during two years, with the help of the Italian cultural institutes in Rio and Sao Paulo. The work developed through some basic stages such as identification of the centres to be examined, definition of the classification criteria, sample definition, collection of all published material, archive investigation, preparation of written and graphic material; finalisation of drawings and text editing is being done at the University of Venice.

The research uses a sample of fifteen historic centres to synthesise the process of occupation of the Brazilian space from the origins to the beginning of our century and to identify the models that were experimented. Given the magnitude of the country's urban history, we chose cities that might constitute a sufficiently significant sample both for the high architectural value and for their roles within the spatial organisation that generated them. The spatial systems identified

were:

- north-eastern sugar production areas;
- mining areas of Minas Gerais and of the west;
- conquest towns of the southern littoral;
- *capitanias* of Maranhao and Gran Para;
- the centre of colonial power in Bahia;
- the areas of the *bandeirantes*;
- nineteenth century immigration cities.

The Cities

Within these systems, which include some hundred cities, a sample was chosen that should offer not only an idea of such heritage, but also of the various problems connected to its preservation. Following is a list of the cities.

Belem (Para)

Founded in 1616 as a military outpost to secure the occupation and control of the mouth of the



1. Belem: The meat market, an iron work of 1867, renovated in 1908.

Amazon river. Important commercial city of the Brazilian colony, it became the centre of the pure rubber production in the area at the end of the



2. Belem: A hospital transformed in 1765 by Italian architect Antonio Ferruccio Landi, who came to Brazil during the administration of Marquês de Pombal.

nineteenth century. Capital city of the Para state, it is still the main centre of the Amazon region; in the historic core there are important architectural and urban landmarks.

Sao Luis (Maranhao)

Founded by the French in 1613, was conquered by the Portuguese two years later. It developed through the activity of the Commercial Company of Maranhao and Gran Para, staying independent of the colonial administration. In the nineteenth century it enjoyed a new prosperity due to the cotton production in the region. It is one of the more extended historic centres of Brazil; it contains many examples of Pombaline architecture.

Olinda (Pernambuco)

Founded in 1537, it became the administrative centre for the whole area of sugar cane production. Classic example of the Portuguese model of colonial city, with a hill settlement and a

but remained a religious centre.

Sal Salvador da Baía de Todos os Santos (Bahia)

Capital of the colony, founded on the hills according to a Portuguese plan (a grid surrounded by walls). It maintained its position as the main political centre until the mid eighteenth century when, for strategic reasons, the capital was moved to Rio de Janeiro. It has important remains of the sixteenth and seventeenth century pattern and a very valuable, although very degraded, set of religious and civilian buildings. The nineteenth century city is also relevant.

Cachoeira and Sao Felix (Bahia)

Founded at the end of the sixteenth century, on the left bank of the main river of the bay of Salvador. At the beginning it was a centre for the production of sugar cane and later an important commercial interchange between the littoral and the inland (*sertao*), from where the roads converged on the



4. Salvador: Dutch vessels trying to enter the bay, XVII century (from the National Library of Rio de Janeiro).

unified urban structure with Sao Felix, developed in the nineteenth century with stocking facilities and workers housing.

Diamantina (Minas Gerais)

It was born at the beginning of the eighteenth century in connection with the exploitation of the diamond mines. During the whole century it was considered a 'closed city', because it was inside the diamond area, which had controlled access. It developed peculiar architectural and urban characteristics.

Uoro Preto (Minas Gerais)

Capital of Minas Gerais, it is the country's most important mining area. It was established in 1711, through the merging of three settlements established near the mines at the end of the sixteenth century, and became soon the main regional centre. It lost its political role in 1897, when the capital moved to Belo Horizonte, but its economy was declining from the early nineteenth century because of the exhaustion of the mines. It is characterised by an irregular urban pattern, and houses some of the most important monuments of

Brazilian baroque architecture.

Mariana (Minas Gerais)

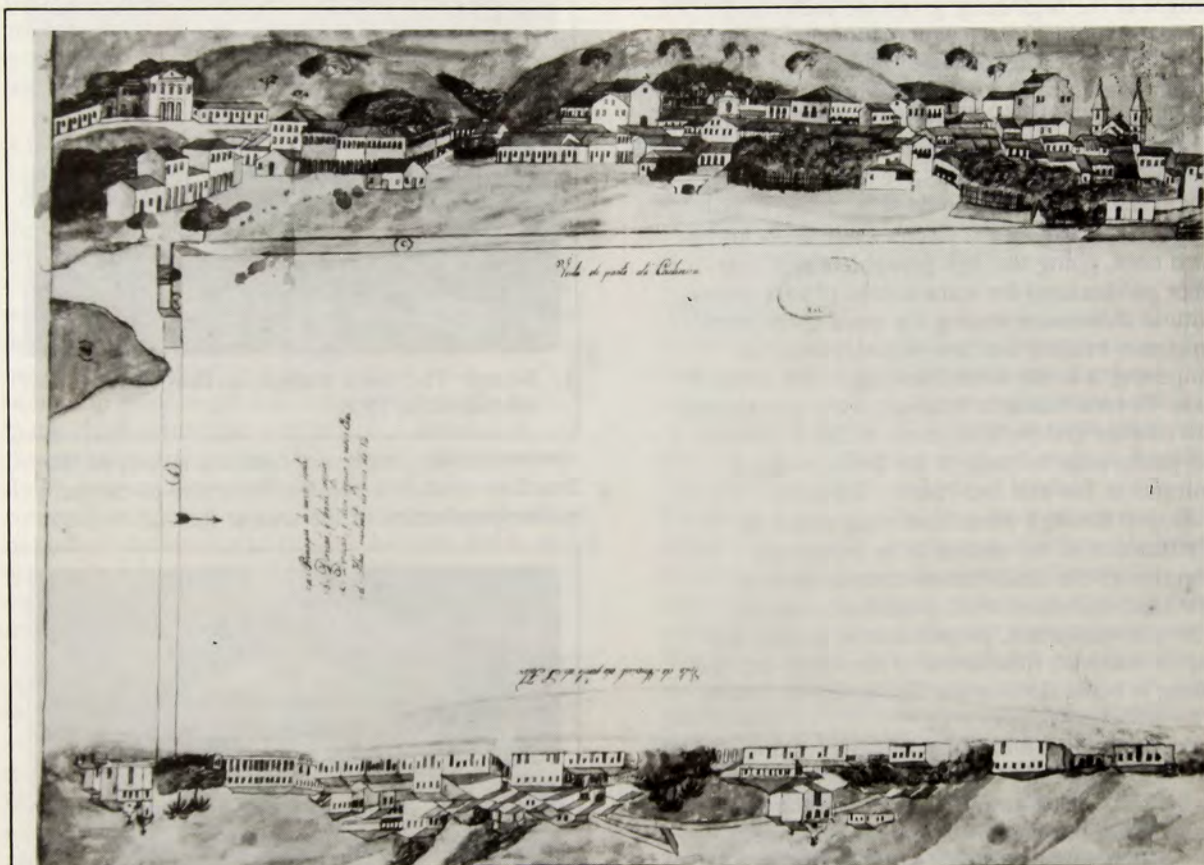
Developed near a gold mine in the early eighteenth century, because of the metropolitan demand for stricter control over the area, it became capital and bishop's see. It was modified by a Portuguese urban plan, the only example of a planned city in the region. In 1746 the capital moved to Ouro Preto and Mariana remains a religious centre.

Pirenopolis (Goias)

Although less important than the mining area of Minas Gerais, the mining area of Goias developed a relevant urban system, still well maintained, in the eighteenth century. Pirenopolis, with Vila Boa de Goias, was the centre of such network, but it shows in its modest urban structure the poorer economic resources of the area.

Corumba (Mato Grosso do Sul)

A border town already existing in the eighteenth century, it was rebuilt in the nineteenth century, with a grid plan, after its destruction following the



3. Project for a cable-boat between Cachoeira and Sao Felix, XVIII century (from the National Library of Rio de Janeiro).

commercial harbour on the estuary, the original nucleus of Recife. With the Dutch invaders moving the capital to Recife in 1631 it lost its political role,

opposite bank, where Sao Felix developed. It had its highpoint in the eighteenth century, when the main architectural features appeared. It is today a

war against Paraguay. It was the main commercial centre on the river Paraguay, and the warehouses in the harbour area are still viable.

Petropolis (Rio de Janeiro)

City founded in 1846 according to a German urban plan to accommodate German immigrants. Located in a hill area, the plan permitted the urbanisation of the valleys leaving the slopes as open green spaces. Thanks to its position it became the place of summer holidays for the imperial court.

Santa de Parnaiba (Sao Paulo)

Founded in the seventeenth century as a departure point for the conquest of new lands in the interior, for gold digging and the hunt of indios to trade on the slave market. Like all *bandeirante* cities it did not experience a significant growth. Being in a marginal position with respect to modern development axes, it has maintained its original character.

Sao Francisco do Sul (Santa Catarina)

Founded in 1658 as a necessary support base for the course linking Rio de Janeiro and Sao Vicente to the colony of Sacramento at the mouth of the Rio de la Plata. Economically weak, it remained a halting harbour on this route until the nineteenth century and it is a clear example of a conquest city ensuring the trade among more important centres.

Antonio Prado (Rio Grande do Sul)

Founded in the second half of the nineteenth century with a grid plan on an uneven land. It stays as the best kept example of timber architecture, typical of Italian immigrants.

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Reports

ACSP/AESOP Joint Congress, Oxford, July 8-12, 1991.

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By any standards the first Joint International Congress of the Association of Collegiate Schools of Planning (of North America) and the Association of European Planning Schools was a unique and extraordinary event. This claim might be regarded as a typical piece of promotional hyperbole, coming as it does from a member of the host institution's organising committee. But the facts speak for themselves: 700 delegates, half of them from North America with the remainder split more or less equally between Britain and the rest of Europe, converged on Oxford making it the largest ever gathering of planning educators anywhere. Just under 400 papers were presented, mainly in 16 parallel 'tracks', each with American and European co-chairs. Conference sessions were balanced by a full complementary programme of study visits, social events, receptions etc.

Most of this activity was heroically (again no false modesty) - packed into the not always conducive setting of a late twentieth century UK Polytechnic, with its confusing collection of cramped (and in July rather stuffy) rooms, ugly buildings and less than outstanding facilities. A vast marquee was erected to provide temporary conference eating facilities, thankfully only at lunch time. However, as sometimes happens on such occasions, human endeavour far exceeded the limitations of immediate environment. The sheer hard work and commitment of the Oxford Polytechnic team and the tremendous reservoir of goodwill on the part of the delegates enabled the conference to rise above all this. And of course the wider setting of Oxford also provided something of a diversion, samples in receptions at the Ashmolean Museum and Blackwell's Bookshop and dinner at the Randolph Hotel.

The Planning History Track

Amidst all this activity planning historians were able to pursue their own concerns and interests. Planning history was the theme of one of the tracks and 28 papers were presented in nine sessions throughout the week. Of these no less than 17 were by authors from the United States with a further two from Canada. Only four were by UK authors with three from Italy and one each from Germany and Norway. Not surprisingly therefore the sessions took on a very pronounced North American flavour, so much so that a German professor commenting on an aspect of US planning prefaced his remarks with the words 'In this country...' before correcting himself! However this North American bias was not peculiar to planning historians. In fact the proportions of the US and Canadian papers to others was very similar to the Conference as a whole.

But there was a significant under-representation of British papers in the planning history track compared to the conference as a whole, where they made up almost a quarter of the papers. This reflected the very low number of British planning historians attending, raising the interesting question as to why this should be the case. For some certainly the timing of the conference, which was near-perfect for the North Americans, clashed with academic or other duties. Others were wearing other hats elsewhere at the Conference, but perhaps the most important point is that most British planning historians are not actually based in planning schools and not therefore part of the AESOP network. Although this did not absolutely rule them out, it effectively rendered such individuals less likely to attend, particularly since demand for places at the Conference exceeded supply by a considerable margin.

The nine 95 minute sessions of the planning history track were divided up into clear themes. There were two sessions on 'Transatlantic Connections' and two that focused 'On the Study of Planning History'. Two sessions were devoted to 'The City in the Americas' and one on 'The City in Europe'. Reflecting the focus of offered papers, one session was devoted to 'Christopher Tunnard: Multi-National Visionary Planner' while the final session was a roundtable discussion, with no paper presented, on 'Periodicity and Patterns of Change in Planning History'.

Transatlantic Connections

As in all such conferences constructed from submitted papers, the grouping of papers seemed to be rather arbitrary and several distinctly

different themes were pursued in a common session. With the benefit of hindsight a reporter of such sessions is able to regroup the papers to highlight the common themes that emerged. Accordingly the present account, though it retains the conference themes, differs slightly from the original ordering. The paper by Gerd Albers (Munich Technical University, Germany) on the 'Influences of US City Planning on Germany' was the most wide ranging. Thus it noted the impacts of the City Beautiful movement before 1914, planning for the automobile, Radburn and the TVA between the wars, planning theory, urban renewal from the late 1950s and environmental protection and the public-private partnership today. Connections in the other direction were examined by William F. Menking (Pratt Institute, USA) in a paper entitled 'Catherine Bauer: An American Account of European Modern Architecture and Housing Estates'. This looked at American interests in the emergent modernism of social housing in Germany and other parts of Europe between the wars.

Kermit C. Parsons (Cornell University, USA) acknowledged the more complex nature of international transfers of planning ideas in his paper 'British and American Community Design: Clarence Stein's Manhattan Transfer 1922-1972'. He identified a three cycle transfer, beginning with Stein and Wright's visit to Letchworth and Welwyn in 1922, followed by their development of Radburn and other community designs, the impact of these on British thinking and the transfer of British New Town ideas back to North America evident in Kitimat, Reston and Columbia. In another session, and also in the pursuit of the transatlantic dimensions of the garden city movement, Gordon P. Scholz (University of Nebraska-Lincoln, USA) attempted to reconstruct Ebenezer Howard's few months in Nebraska vainly attempting to become a frontier farmer in 1871. By showing the grim and inhospitable nature of the area at that time he succeeded in showing why Howard stayed such a short time. But the very scant nature of the evidence yielded only a few flashes of insight into this period and certainly showed no 'Nebraska connection', in the garden city tradition. However Howard's meeting with Buffalo Bill, one of the few recorded events of these months, provides one of the great footnotes of planning history.

The other three papers in these sessions pursued rather different issues. The paper by Elwin C. Robinson (Kent State University, USA) followed very much in the approach to planning history pioneered by John Reys. In his paper 'British Proposals for American Settlement: Granville

Sharp's Plan for Town and Township' he looked at a specific settlement model for new town plantations in eighteenth century British colonial settlement in the Americas and elsewhere. The colonial theme was updated by **Michael Safier** (University College, London, UK) in his paper 'Transatlantic Contributions to the Transition from Colonial to Developmental: Urban Planning in the Wider World 1940-1965'. This explored a rather neglected aspect of planning history and highlighted key episodes in this important transition from the imposed master plan of the colonial era into the self-help, action plan and other responses of developmental approaches. Finally **Stephen V Ward** (Oxford Polytechnic, UK) explored the antecedents of local economic development policies in his paper 'the Local Role in Promoting Economic Growth 1870-1939: A Transatlantic View (UK and Canada)'. Here the theme was of experience following broadly similar paths, albeit with different timing, in two different countries, rather than of a transfer of ideas and practice.

On the Study of Planning History

These sessions were given a stimulating beginning by **Shoukry Roweis** (University of Toronto, Canada) in a paper called 'Writing Our Own History'. He argued that too much planning history performs an enculturating role, underlining the 'lessons of history' and essentially being too judgemental about planning efforts of the past. He wanted a more careful separation of ideology and analysis in planning historiography and teaching. The effects of this were little short of explosive on some other North American delegates and there followed a vigorous and at times fierce debate. Roweis' main antagonist, **Lawrence Mann** (University of Arizona, USA), presented his own schematic framework for planning history in a paper entitled 'Privatism and Alternative Historic Patterns in the Evolution of Urban Development and Its Planning', which attempted to counteract the usual 'collectivist' emphasis of much planning historiography.

Three other papers explored various approaches to American planning history. Thus **June Manning Thomas** and **Richard W. Thomas** (Michigan State University, USA) argued for merging our concerns with other historical specialisms in their paper, 'Understanding the Present State of US Cities: Joining Black Urban History and Planning History'. **David R. Hill** (University of Colorado, USA) gave a spirited account of 'Street Life in Lewis Mumford's Philosophy of Urban Form History', a welcome insight into the work of one of America's

great urban thinkers. In a paper entitled 'The City as Discourse: The Origins of American City Planning' which had to be delivered by a colleague because of her illness, **Katherine Tehranian** (University of Hawaii, USA), offered a new interpretation of the emergence of US planning. She presented it in terms of several alternative hegemonic projects for the industrial city which underwent significant shifts in the early twentieth century to form the basis of a new profession of urban planning.

The other two papers were more European in focus. Thus **Dennis Hardy** (Middlesex Polytechnic, UK) reviewed visionary planning literature about the year 2000 and beyond in his paper 'Pragmatists and Prophets: Planning History and the Third Millennium' concluding that it cast important light on the nature of change. By contrast **Morton Edvardson** (Agricultural University of Norway) offered a critique of the common distinction between 'planned' and 'organic growth' in historic town plan analysis in his paper 'On the Track of Planning in Urban History'.

The City in the Americas

As in the conference as a whole, the USA was dominant in the focus of these papers. However three of the nine papers in these sessions addressed non-US topics. Thus **Gordon R. Echols** (Texas A & M University, USA) gave a fascinating account of 'Planning and Design of the Early Hispanic Cities in the New World', involving extensive use of the various Spanish 'Laws of the Indies' which incorporated a detailed set of urban design and planning guidelines. This was complemented by a paper by **Giorgio Piccinato** (University Institute of Architecture of Venice, Italy) entitled 'For an Atlas of Historic Centres in Latin America: Brazil!'. This gave an account of a Venetian-initiated study of Brazil's historic cities, intended to foster increased awareness of conservation issues. The paper is reproduced in this issue of Planning History. The third of the non-US papers was by **Godfrey L. Spragge** (Queen's University, Kingston, Canada) who examined 'Early Town Planning in South Western Ontario: A Tale of Three Cities', showing how public health concerns and new planning ideas were important formative influences in the pre-World War I period.

Several themes were apparent in the US-oriented papers. **Michael Lang** (Rutgers University, USA) and **John L. Hancock** (University of Washington, USA) were concerned with military impacts on planning. Lang's paper, 'Yorkship Village, Camden, New Jersey: Success of a World War I Era

Planned Village Suggests a Vision for Modern Urban America' re-examined this early example of US garden village planning, focusing particularly on its success in avoiding the dereliction which has afflicted the wider locality. Hancock's paper '"And a Few Marines": Military Bases and City Planning in San Diego' represented an early review of a research project intended to examine the long term impact of a major military presence on planning efforts from 1916 through to the present.

Marc A. Weiss (Columbia University, USA) gave a fascinating account of 'The Evolution of Skyscraper Zoning in American Cities', which showed why zoning efforts were necessary, how they influenced skyscraper architecture and how they resolved various problems arising from uncontrolled development. By contrast the picture given by **Bruce Stephenson** (Rollins College, USA) in his paper 'Saving Eden: The Merging of Ecology and Planning in Florida' was of a rather more depressing conflict between planning and development concerns. Two rather different pictures of the planner-developer relationship were given by **Michael Ebner** (Lake Forest College, USA) and **Charles E. Connerly** (Florida State University, USA). Both focused on the role of planning and public investment in encouraging private investment and urban growth. Ebner's account of 'Experiencing Megalopolis in Princeton' was of a town's success in becoming the focus of a new growth corridor, which directly influenced Jean Gottmann in the articulation of his theory of Megalopolis. By contrast Connerly's paper 'One Great City: Birmingham's Struggle for Greatness through Suburban Annexation and Consolidation, 1945 to the Present' was of a rather less spontaneous growth process requiring much more conscious public action.

The Other Sessions

A rather more limited selection of papers were on offer in the session on The City in Europe. **J. C. S. Cavalcanti** (University of Manchester, UK) examined 'The Development of the Water Industry in Nineteenth Century Britain', trying to reinterpret the roots of the collectivist impulse which brought the industry largely into public ownership by 1900. Infrastructure provision was also the theme of **Corinna Morandi's** (Milan Polytechnic, Italy) paper 'The Infrastructuralisation Process and Town Development in Milan at the End of the Nineteenth Century'. Her paper explored the connections between this activity and the origins of more comprehensive town planning activity. Finally **Leonardo Ciacchi** (University Institute of Architecture, Venice, Italy) spoke on 'Italian Rhodes

1912-1923: How a City Can be Invented', using contemporary film to show how the new identity of fashionable resort was fostered.

The final session where papers were presented, on Christopher Tunnard (1910-79) contained just two papers, permitting a more leisurely presentation and discussion. Both presenters, **Ralph Warburton** (University of Miami, USA) and **James P. DeAngelis** (University of Pittsburgh, USA) had worked closely with Tunnard and clearly been greatly influenced by him. Warburton's paper 'Christopher Tunnard: The Anticipatory Generalist Planner' gave a more general overview of Tunnard's work in his homeland of Canada and later in Britain and particularly the United States. DeAngelis dealt with a more specific aspect of his work in his contribution 'Christopher Tunnard: The Transportation Connection in Planning at Yale University (An Idea Whose Time May Be Here, Again!)'.

After listening to so many papers it was a wonderful liberation to engage in a roundtable discussion for the final session. The discussion was initiated by contributions by **David Johnson** (University of Tennessee, USA) and **Seymour Mandelbaum** (University of Pennsylvania, USA) who discussed the applications of Kondratieff and other cyclical theories of history to planning history and challenged the whole notion of periodisation respectively. What followed was a relaxed and fruitful exchange of ideas and views about planning history in general and the experiences of particular countries. It was in fact a fine way to end our deliberations.

Lewis Mumford: Exploring An Intellectual Legacy

John R Gold
Oxford Polytechnic, UK

In a week when University of London decided that the Institute of United States Studies was expendable, it was ironic that the subject chosen for the Institute's 1991 Colloquium should be the work of the late Lewis Mumford - himself an ardent advocate of developing Anglo-American links and understanding. Held at Connaught Hall (London) on 1st June, this one-day Colloquium ostensibly addressed the subject of 'Lewis Mumford: an American standard for cultural studies'. Fairly quickly, however, the symposium turned into a search for the intellectual legacy of Lewis Mumford on the part of the twenty invited participants, whose diverse specialisms matched the breadth of Mumford's own interests.

The morning session contained two papers primarily concerned with textual analysis. Clive Bush (Institute of United States Studies and King's College, University of London) examined contexts for interpreting the correspondence that Lewis Mumford and F. J. Osborn exchanged between 1938-70. Four such areas of context were highlighted: the contrasts in the two men's backgrounds; the extent of transatlantic influences on them; their relationships with their respective mentors (Geddes and Howard); and the differences between their underlying attitudes towards sexual politics and the necessity for political action. Perhaps understandably, given the chosen focus of the paper, the audience were left feeling that they had heard as much, or more, about other people - Osborn, Geddes, Howard, Edmund Wilson and the rest - as they had about Mumford.

This trend was taken further by Jim Philip (University of Essex) when talking about 'American regionalism: Lewis Mumford and others' (my italics). Philip analysed the nature and objectives of the inter-war regional planning movement in the USA, before outlining the social, ideological and political dimensions in Mumford's regionalism and suggesting why, in practice, they proven a failure. Choosing to seek the contemporary relevance of Mumford's ideas rather than examining the individual strands of his regionalism in detail,

Philip then cast the net wider to include fragments from the poetry of William Carlos Williams and Charles Olson, David Byrne's post-modern film 'True Stories', and John Hume's writings on Ireland. The result was, at best, a digression, albeit one which provoked lively debate.

In the afternoon session, Eric Mottram (King's College, University of London) defined and explored Mumford's thinking on the relationship between technics and arts in a paper entitled 'Mumford and Technology'. Mumford had acquired a technical training through his early intention to become an engineer, but was already expressing unease about the course of technological advance by 1922 when his first book, *The Story of Utopias*, was published. That unease was to persist throughout his writings. Mumford was by no means antithetic to technics and constantly looked for discernible signs of hope and the renewal of life, for instance, in his emphasis on the small-scale and on methods resting on human skills. Nevertheless, his work became characterised by a growing pessimism about the dangerous cultural imbalance towards technics. These views have been criticised by, *inter alia*, C. Wright Mills, Edmund Carpenter and E. J. Hobsbawm, but it was argued that Mumford's writings on technics still have considerable importance for modern readers, not least for their encyclopaedic value.

The ensuing, animated discussion underlined this encyclopaedic quality. The range of topics raised - from Mumford's contributions to architectural and planning criticism, his ideas on regionalism, on evolution and organicism, and on politics and democracy - indicate the extent to which his work stands as a meeting place for many different subject areas. Indeed for many participants, the excitement of discovering interests shared with others from completely different backgrounds was the highlight of the day. At the same time, many commented on the extent to which proceedings had focused not on Mumford's writings directly but as seen through the filter of commentaries.

This, in itself, reflects the current, tentative stage that we have reached in interpreting Lewis Mumford's writings. Their richness of cultural reference and the underlying, but changing visions of technology, city and society produced during a writing career lasting over 60 years defy easy categorisation. Equally, they are vulnerable to appropriation and revisionism by many different groups for their own purposes. Taking stock of how contemporaries, critical and supportive, viewed Mumford's work, therefore, is as good a starting point as any for avoiding such problems and for building and effective appraisal.

Architectural Conservation: Informing the Professionals

Summary Report edited by
Catherine Tranmer, Oxford
Polytechnic (from notes by John
Thomas, Tricia Noble and Karen
Latimer)

**Fourth Annual Seminar of ARCLIB (the
Architecture School Librarians Group)
held at the King's Manor, York, 8-9 April
1991**

The 1991 ARCLIB Seminar was held at the Institute of Advanced Architectural Studies, York University, and attracted not only architecture school librarians, but some practitioners of 'architectural conservation'. The location of the event at the historic King's Manor was entirely appropriate to the theme of the seminar, and participants heard papers by some of the major UK figures in architectural history and conservation and documentation.

We were extremely fortunate to have, as keynote speaker, John Fidler, Chief Architect of English Heritage, who revealed himself as an enthusiastic supporter of libraries and librarians. He sees librarians as 'timelords, holders of the keys of knowledge and custodians of history', who have a special role to play in schools of architecture in connection with education and conservation.

He addressed the problems of education for conservation and described the failures of the present system to provide enough suitably qualified individuals for conservation work. Courses which exist in UK institutions do not attract registered architects - only 9 UK architects qualified in conservation in 1990 at a time when 47% of all construction is in refurbishment or conservation. Out of 5,200 architectural practices perhaps only 200 have adequate expertise in conservation. Many students enrolling on conservation courses do not have the technical background desirable (many are arts or history graduates) and many are overseas

students who do not stay in this country. This problem is being addressed by COTAC - the Conference on Training in Architectural Conservation - which hopes to encompass structured development of training from blue collar sector to level 4 in higher education.

Conservation issues need to be addressed earlier in existing undergraduate vocational courses, and incentives should be provided to encourage postgraduates to take additional qualifications in conservation. Conservation training requires the development of many skills, from philosophies of conservation to technical repair techniques, and some newer courses are beginning to appear which utilise expertise from different departments in the same institution - for example the one in archaeology, tourism and conservation at Bournemouth. The overall impression gained is that the world of conservation training/education is at present developing very fast in an uncoordinated way - institutions are adopting a Thatcherite approach and are selling their individual conservation courses in the market place. This diversity will affect architecture school librarians who will need to develop and foster links to other professions, to specialist groups, to organisations abroad, such as ICOMOS and ICCROM, in order to properly service academic programmes. Librarians are curators of an ever-growing legacy which if effectively used will benefit not only the future but also the past, and their role in informing professionals is important, since libraries aid the educational process, whether there are expert tutors or not. This is their great responsibility.

Peter Burman, Director of Conservation Studies at the Institute of Advanced Architectural Studies, spoke enthusiastically about programmes in conservation studies at the IAAS. Students come from various fields of conservation and from many different countries, and most have already had substantial experience in their field, the minimum requirement being three years. He considers that there is no better description of conservation than William Morris's advice to 'stave off decay by daily care', and that generally the concept of 'care' rather than conservation is the most appropriate.

The MA course at York involves actually experiencing historic buildings and methods of their construction and repair, rather than studying the subject in the lecture room, and so measuring buildings, constructing arches and learning to cut stone are preferred to seeing slides and reading books. (Peter did however show us slides - of students performing these tasks!). An important area of study at IAAS is concerned with

discovering how historic buildings and townscape form a unity. York is a very appropriate place for such studies and the course is able to involve City planning and conservation officers.

Also included in the programme are the various charters and statements of conservation policy such as those of Venice, Icomos, and Burra. Conservation is seen as an interdisciplinary activity, with the involvement of all kinds of experts and practitioners, and with preconceptions as to which type of person should be the team leader. Documentation and the collection of the relevant sources of information concerning buildings are seen as important elements in the educational programme.

Robert Thorne, who is architectural historian with Alan Baxter Associates, and who is well known for his previous work with the Greater London Council and also with English Heritage, spoke about the role of architectural historians in building and conservation. He agreed with Peter Burman as to the need for historians to work with other



Numbers 47-50 Manchester Street, Marylebone, a 1785-9 terrace, which collapsed during refurbishment in May 1990. Photograph used by Robert Thorne with the permission of the City of Westminster, who called in Alan Baxter & Associates to investigate the cause of the collapse.

disciplines, but stressed the value of concentrating on one's own skills in order to maintain one's real expertise. That may mean being 'bookish', although historians did need to get out of the library as well. He outlined certain 'demons' which bedevil conservation work - the preoccupation with local conservation associations (the Blue Plaque mentality), and the temptation to see, and thus value, buildings in terms of individual parts or details rather than looking at the whole (of a building, a locality or a town). There is also a tendency to cope with the care of a building, once it is shown to be important, in a grudging, uninspired way. These approaches almost always lead to superficiality of treatment and inadequate conservation measures.

The architectural historian should counter this by seeking to analyse buildings and places as a totality, to consider the site as a whole, and to give due regard to materials and function. It must be remembered that a building is generally more than that which is seen from the outside. Robert gave us several examples of surprise discoveries in buildings which appeared unremarkable from the exterior, and also of buildings which had collapsed during refurbishment, due to ignorance about their construction systems and methods. Stressing the importance of using and compiling accurate records of buildings, he referred to the forthcoming index to *The Builder*, with which he has been involved.

Diana Hale from the Royal Commission on Historic Monuments of England, spoke about the National Monuments Register as a source of information for architectural historians and conservationists. She briefly explained that the National Buildings Record had been started in 1941, when wartime damage had created a concern that the nation's building heritage should be recorded. Thus the NBR is celebrating its fiftieth birthday this year, with an exhibition and a commemorative volume.

In 1963, the NBR merged with the Royal Commission on Historic Monuments to form the National Monuments Record. The NMR's 1.5 million items consist of architectural photographs in the broadest sense of the term - aerial photographs, very early photographs, those of demolished or moved buildings and collections given to the Record, including the collection compiled by *Country Life* magazine. The NMR has little difficulty in acquiring materials.

Also kept are surveys of various kinds, including those carried out before the sale of country houses, conservation reports and surveys made 'before and

after' conservation projects. Special survey collections include the *Corpus Vitraeum* (historic glass) and a survey of wall paintings. The RCHME's own county surveys and inventories of buildings, published and unpublished, are also kept, as are emergency records of buildings made just prior to demolition. Other records include some from English Heritage, including the register of historic gardens.

In 1983 work was begun on the creation of a computerised index to the NMR records, to be searchable by location, building type and date. Much work is still to be done on this including the development of a thesaurus of architectural terms. Possible future developments include image retrieval systems, based on digitised information.

Robin Thorne, from the RCHME at York, spoke about the project to computerise details of listed buildings. Up to now, these details have been kept in 'green-backs' - paper files by district, produced by the Department of the Environment and bound in green, which contain details of about 500,000 buildings, and are virtually inaccessible to most people including, in many instances, RCHME staff! The records of individual buildings vary in detail - some being very full, others only brief descriptions of the exterior. Updating the files has involved literally cutting out or sticking in countless untidy sheets of paper. This is clearly a suitable case for computer treatment, and is likely to benefit not only those who constantly work with the 'lists', but other researchers. A pilot project has been carried out, helping to establish the minimum information required for each building. English Heritage and RCHME have devised a standard for core data, but much time and effort (and money) is needed before the complete database, which will have many additional fields of information and capacities for linking to other documentation, will be available.

International conservation documentation was covered by **Richard Blandin**, Head of the Documentation Centre at ICOMOS in Paris, who described the Centre's operations and database services. He began by telling us about the creation of ICOMOS in 1965, on the initiative of UNESCO 'to gather, study and disseminate information concerning principles, techniques and policies for the conservation, protection, rehabilitation and enhancement of monuments, groups of buildings and sites'. These principles were later modified as more heritage documentation centres appeared, and the current practice is more pragmatic - to collect and dispatch information and documents useful to the Council of Europe, UNESCO and conservationists.

The Centre's collection includes monographs, ICOMOS publications, over 8,000 slides and 350 current periodical titles. Part of the stock covers the conservation of historic monuments and sites (ICOMOS) and the other covers museology and the conservation of objects (ICOM). UNESCO software (CDS-ISIS) provides both a computer housekeeping system for the stock and also a bibliographic database - ICCOMOS. Its thesaurus is bi-lingual English and French. In 1990 the ICCOMOS database became available to selected national libraries and also to UNESCO on CD-ROM.

The Centre benefits from a network of partners, including the Council of Europe and UNESCO, and benefits from their resources. The Council of Europe has an active policy on documentation problems, and is preparing a questionnaire to compile a directory of European documentation centres.

ICOMOS resources are at the disposal of all enquirers who call in person, but the Centre also handles telephone and fax enquiries. It produces bibliographies and supplies copies of documents. It has no acquisitions budget and relies on donations and exchanges, a system which is not always satisfactory. The periodical collection is 'interesting but not systematic'.

The database covers publications from many countries, and entries are very full with a translation field. Languages covered include French, German, English, Spanish, Russian and Japanese, which created cataloguing and indexing problems with organisations, names, titles and origins of documents. Its main weakness is that it can be interrogated online from only three sites in Paris. To solve this problem, ICOMOS have developed 'profile diskettes' on individual themes, e.g. vernacular architecture, which can be sold to subscribers. Since the system is IBM compatible, this makes costs low, and the software to run the diskette is available free from UNESCO.

Ruth Harman, Senior Archivist of Sheffield City, spoke about the types of documents available in local record offices which are used by architectural historians and conservationists, and provided a useful handout with an extensive list of sources. Primary sources, which would be useful in conservation work, can help to define the significance of a building and put it in context, often stimulating public interest and thereby helping in the raising of money. These documents include business, auctioneers' and valuers' records, legal records, wills and inventories, diocesan and parish records, insurance, licensing and personal

records, photographs, topographical drawings and others. Structural information, especially sets of drawings, can save time and money, and can supply a case for conservation, or simply a date as a starting point. However, it is first necessary to look at the building in question, which can supply many clues to its origin and history.

Records in demand by conservation workers are often scattered amongst various collections. Bibliographies and lists of holdings can help to locate information¹. An increasing number of guides area available in microform from NIDS (National Inventory of Documentary Sources) published by Chadwick-Healey, and many record offices produce their own guides.

The talk concluded with a series of slides of original sources, using documents relating to a public house in Sheffield - an agreement between the Duke of Norfolk's agent and one Joseph Saunders who leased the plot, a plan from 1748 and a photograph and OS map from 1890 - and the Sheffield Lyceum Theatre, built 1893, - the Sprague refurbishment of 1897, deposited building plans, a Sprague elevation and programmes from early productions.

The final speaker, David Yeomans, Lecturer in Architectural History, University of Manchester, spoke about the problems encountered by researchers looking for technical information relating to the early twentieth century building industry. Buildings of this period were using new and more sophisticated technologies, and conservators need to know what information is available and what is needed to carry out conservation work. Required documents include trade literature, standards and legislation and scientific research information.

Trade literature, including manufacturers' catalogues, seems to have always caused problems to librarians. It is difficult to handle, is ephemeral and can be seen as dangerous to keep - regulations and standards change, materials go out of use. To research a building thirty years after construction, finding out whose floor system was used and what load it can carry may prove difficult. There has been no national policy of collecting and retaining this type of information, and consequently existing collections are less than satisfactory. The RIBA Library has some information, the British Library's Science Reference Library's collection is patchy and accessible only by manufacturer's name, which is OK if you know it! The Property Services Agency Library has now discarded its (almost unusable) collection.

Even when some information is found, it may not provide what is needed by the technologist involved in conservation. The quality of information provided by manufacturer varies greatly as far as detail is concerned. In certain cases, for example that of early reinforced concrete, a licensed contractor tendered and supplied the complete design, not the manufacturer. In others, for example that of reinforced concrete bars, manufacturers produced large technical volumes to sell a particular system. This pattern goes back to the turn of the century.

Scientific information regarding the nature and behaviour of building materials is also necessary in conservation work, but the main body involved in this kind of work, the Building Research Station (now the Building Research Establishment), did not always make the results of its tests public and some work is still confidential. Research work was done for members by the various trade associations, and results were unlikely to reach libraries, so there is a lack of recorded information available here as well.

Standards in building change regularly, and the only complete collection is at the British Standards Institution itself. There is no central collection of building by-laws, of which there is a vast number because each authority worked to its own. (In the inter-war years professionals in the industry found it difficult to work outside their own areas because they could not easily find the appropriate regulations.)

David ended with a plea that there should be a national collection of this kind of material to facilitate the technical work connected with conservation of twentieth century buildings. Clearly this is an area which the library profession has found easy to ignore, and the cost is now being realised.

The seminar concluded with an informative and highly enjoyable stroll around the environs of King's Manor which took us through some of the oldest parts of York. Our guides were the two conservation officers for the City, Jane Jackson and Anne Simpson, who steered us round the key sites carrying on an enthusiastic and knowledgeable double act. First we visited the sumptuous Assembly Rooms designed by Lord Burlington in 1731 and recently restored with help from English Heritage. A new use is still being sought for this building which exotically recalls a long gone age of elegance. We went on to a much older part of the City and one of its best set pieces - Stonegate - which is essentially a mediaeval street and in which every building is listed. We paused to admire the

early eighteenth century Mansion House in which the mayors of York must live during their terms of office - no hardship this! We proceeded, passing what remained of a Norman house of the thirteenth century, to Coffee Yard to look at a somewhat controversial restoration of a mediaeval hospice which is to become a mediaeval experience museum. The root of the controversy is that the earliest part of the building has been demolished to make way for the new scheme. Along Swinegate and Grape Lane we came to the long redundant church of Holy Trinity which has been preserved with help from the Redundant Churches Fund. The church is mainly fifteenth century with early stained glass in the east window, and delightfully higgledy piggledy eighteenth century box pews which slope and dip with the uneven floor. We then went on to Lady Row, in which are to be found some of the oldest small houses in Europe.

On our way back to King's Manor, we took a look at the Shambles, and our guides pointed out sites where decisions have been taken contrary to their recommendations. Even in York the conservation lobby does not win every planning appeal! However, our overall impression as we skirted the Minster and the daffodil-bedecked banks of the city walls in the mellow light of late afternoon, was of a historic city with a rich architectural heritage coping well with the pressures of commercial development and tourism. It has staunch and tireless defenders in its conservation officers. This was altogether a fascinating end to a highly enjoyable and instructive seminar.

References

1. *Record repositories in Great Britain*, 8th ed., HMSO, 1987. Foster, J. and Sheppard, J., *British Archives, a guide to archive resources in the UK*, 2nd ed., 1989

Publications

Abstracts

Stuart Lowe and David Hughes (eds), *A New Century of Social Housing* Leicester: University Press, 1991, 201 pp, £35, ISBN 0 7185 1353 3

Subsidised housing for the working classes began to emerge as a central feature of British urban life in the nineteenth century. Its practice and philosophy have changed markedly. Chapters recount the significance of the 1890 Act, the origins and development of local authority housing in Nottingham, the history of council housing and the development of a national housing policy, the financing of public housing, the legal dimension of rents and income, tenants' rights, design for living (Patrick Nuttgens), housing management, and the role of local political attitudes. Richard Best provides a chapter on Housing Associations.

Larry Bennett, *Fragments of Cities: The New American Downtowns and Neighbourhoods*. Columbus, Ohio: Ohio State University Press, 1990, pp 171., ISBN 0-8142-0524-0, \$29.50, cloth.

In a brief volume, Larry Bennett examines the fate of American cities during the last generation and concludes that architects, planners, and others making design decisions have accelerated rather than retarded urban segmentation. He argues that contemporary urban design such as the Boston Government Center and the Renaissance Center in Detroit have segmented urban space, thus separating the races and classes and destroying the 'four crucial attributes of urban life' - surprise, tolerance, innovation, and democratic participation. Bennett concludes that broad political coalitions must be developed in order to overcome the segmentation of cities through design.

Walter L. Creese, *TVA's Public Planning: The Vision, The Reality*, Knoxville, Tennessee: University of Tennessee Press, 1990, 388 pp., ISBN 0-87049-638-7, \$38.95.

Walter L. Creese uses the industrial architecture and riverscape design of the Tennessee Valley Authority (TVA) to analyse changes in the agency's policies. Using this technique, he traces the transformation of agency first concerned with broad

social purposes to a technocratic institution narrowly focused, dedicated almost exclusively to the generation of electric power. This monograph speaks not just to liberal reform in America but also to the role that ideas can play in the formulation of policy.

Melvin Kalfus, *Frederick Law Olmsted: The Passion of a Public Artist*. New York and London: New York University Press, 1990, 415 pp., ISBN 0-8147-4606-3, \$49.50 cloth.

Kalfus has written a psychobiography of Olmsted that opens doors to some of the puzzling aspects of Olmsted's career. Although historians of planning may gain little learning from this book, they will increase their knowledge of both Olmsted and his work. The author has written a brave book, one celebrating Olmsted's great achievements while understanding them on levels deeper than those of design analysis.

Bernard J. Frieden and Lynne B. Sagalyn, *Downtown, Inc.: How America Rebuilds Cities*, Cambridge, Massachusetts and London, England: MIT Press, 1989, 382 pp., ISBN 0-262-06128-7, £17.95 cloth.

This book explores the recent success of a number of cities in stimulating downtown revitalisation. Focusing primarily on retail redevelopment, the book explores the experiences of five downtown projects designed and developed in the 1970s and 1980s: Pike Place Market in Seattle, Faneuil Hall Marketplace in Boston, Horton Plaza in San Diego, Town Square in St. Paul, and Plaza Pasadena in Pasadena, California. The authors pay particular attention to how the failures of urban redevelopment from 1940s to the 1960s influenced the successes of the 1970s and 1980s.

Ruth Kark, *Jerusalem Neighbourhoods. Planning and By-laws 1855-1930*, Jerusalem, Magnes Press, Hebrew University, Mount Scopus Press, 1991, 195 pp., ISBN 965-223-747-7, \$20.

Reviews the conditions that influenced the building of the new Muslim, Christian and Jewish neighbourhoods outside the walls of old Jerusalem during the final decades of Ottoman rule in Palestine and the first years of British rule. Views as to the planning, construction and concept of public domain management and social relationships, based partly on Jewish legal tradition, were quite advanced compared to those prevailing in contemporary European, American and Ottoman towns.

Ruth Kark, *Jaffa: A City in Evolution 1799-1917*, Jerusalem, Yad Izhak Ben-Zvi Press, 1990, 328 pp., ISBN 965-217-065-8

Emphasises the interplay of political, demographic, social, economic and regional forces in the transformation of one of the world's oldest port cities from a small, walled settlement, to one of the major harbours on the eastern coast of the Mediterranean, at a time when Jaffa played an especially central role in the history of Palestine.

Frederick R. Steiner, *Soil Conservation in the United States: Policy and Planning*. Baltimore and London: Johns Hopkins University Press, 1990, 249 pp., ISBN 0-8018-3997-1, \$45.00 cloth, ISBN 0-8018-3998-X, \$18.50 paper.

This book on ecological-based planning and land management techniques in rural areas is divided into three major sections. First, there is a description of the severity of the soil erosion problem and a thorough analysis of federal and state soil conservation laws, policies and programs over the past century. The second section of the book uses four case studies to illustrate the problems of soil erosion in the United States. Finally, the last section recommends a two-phase national soil conservation policy.

Sylvia Collier with Sarah Pearson, *Whitehaven 1660-1800 A New Town of the Late Seventeenth Century: a study of its buildings and urban development*, London, HMSO for the Royal Commission on the Historical Monuments of England, 1991, 146 pp., ISBN 0-11-300018-9.

Under the Lowther family a simple fishing village became one of the largest ports in the country. The volume traces the progress and process of building construction and identifies the dates, types and distribution of buildings, both surviving and demolished. It discusses the social topography of the town, relating complex and variable living patterns to town layout and individual properties.

Lloyd Rodwin and Hidehiko Sazanami (eds), *Industrial Change and Regional Economic Transformation. The experience of Western Europe*, London, Harper Collins Academic, 1991, 402 pp., ISBN 004-4458827, £40.00, hardback, ISBN 004-4458835, £15.95, paperback.

Prepared for the United Nations, the analyses of trends and desirable changes in the industrial and regional evolution of western Europe, and policies designed to guide them, has three principal

objectives. The first is to examine the regional experiences. The second is to probe and explain such aspects as growth prospects, the realities of deindustrialisation, and the development of policies at different geographical scales, and thirdly chapters focus on the implications of what has been found for Europe, Japan and the many newly developing industrialising countries.

Stanley Buder, *Visionaries and Planners: The Garden City Movement and the Modern Community*. New York: Oxford University Press, 1990, 260 pp., ISBN 0-19-506174-8, \$35.00, cloth

Visionaries and Planners tells the story of a major effort to create a whole, new, urban form. It begins with Ebenezer Howard and describes the establishment of the Garden City Movement in both Great Britain and the United States. Special attention is given to Letchworth and Welwyn in England and Sunnyside and Radburn in the United States. The author also examines the post World War II New Town Movement in both England and the United States. The book is particularly strong when discussing the development of Howard's thought.

Richard Plunz, *A History of Housing in New York City: Dwelling Type and Social Change in the American Metropolis*. New York: Columbia University Press, 1990, 422 pp., ISBN 0-231-06296-6, \$52.00 cloth.

Plunz provides a rich and fascinating chronological account of almost every type of dwellings built within New York City since 1850. The book is particularly effective in its discussion of the emergence of tenements, shantytowns, garden apartments and philanthropic and publicly subsidised housing. This is primarily an architectural history with strong social dimensions, including a strong emphasis on the class character of housing.

Diane Ghirardo, *Building New Communities: New Deal America and Fascist Italy*. Princeton, New Jersey: Princeton University Press, 1989, 223 pp., ISBN 0-691-04067-2, \$35.00 cloth.

As the title suggests, this book compares the New Town programs of Mussolini's Italy to the efforts of the American Resettlement Administration and the Public Works Administration which built housing for displaced farmers and satellite towns for both farmers and urban dwellers. The book leaves behind the stylistics of architecture and urban planning, and instead concentrates on the

comparative history and social theory of the two regimes. One of the book's chief arguments is that the planning schemes of both countries are the visual realisation of their respective social systems.

Joann P. Krieg, ed., *Robert Moses: Single Minded Genius*. Interlaken, New York: Heart of Lakes Publishing, 1989, 220 pp., ISBN 1-55787-040-3, \$30.00, cloth, ISBN 1-55787-041-1, \$18.00, paper.

This volume includes 18 essays presented at a conference on Robert Moses sponsored by the Long Island Studies Institute at Hofstra University on June 10 and 11, 1988. This collection of essays seeks to re-evaluate the assessment of Moses offered by Robert A. Caro in his Pulitzer Prize winning book, *The Power Broker: Robert Moses and the Fall of New York*. Taken together, essayists in this book, such as Kenneth T. Jackson, provide a much needed balanced and judicious assessment of the man.

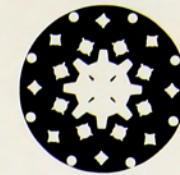
V. Hastaoglou-Martinidis, K. Kafkoulas and N. Papamihos, *City Plans in 19th Century Greece*. Thessaloniki: Annuaire of the Aristotle University of Thessaloniki, 1990, 239pp. No price stated.

This work, published in Greek with an English summary, is a revised version of the research project *City Plans and their Implementation in 19th century Greece* commissioned by the Greek Ministry of Research, Industry and Technology. It examines the role played by town planning in the emergence of the modern Greek state and contains 80 pages of illustrations.

Peter J. Larkham and Andrew N. Jones, *A Glossary of Urban Form*. Bristol: Historical Geography Research Series, No. 26, 1991, 98pp ISBN 1 870074 08 4 £7.95

This glossary provides a guide to terms used in recent studies of urban morphology, particularly of studies of medieval and twentieth century change as carried out by the Urban Morphology Research Group at the University of Birmingham and their close contacts abroad. It is arranged alphabetically and integrates aspects of other specialist directories.

Planning History Group



The Planning History Group, inaugurated in 1974, is an international body. Its members, drawn from many disciplines, have a working interest in history, planning and the environment.

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Professor Gordon Cherry is Joint Editor with Professor Anthony Sutcliffe of an international journal concerned with history, planning and the environment: **Planning Perspectives**. There is a link between **Planning History** and **Planning Perspectives** and members of the Planning History Group are able to subscribe to the latter journal at very favourable discount rates.

