

CCAPA AICP Exam Presentation

Planning History, Theory, and Other Stuff

Donald J. Poland, PhD, AICP

Senior VP & Managing Director, Urban Planning

Goman+York Property Advisors, LLC

www.gomanyork.com

East Hartford, CT 06108

860-655-6897

dpoland@gomanyork.com

A Few Words of Advice

- Repetitive study over key items is best.
- Test yourself.
- Know when to stop.
- Learn how to think like the test writers (and APA).
- Know the code of ethics.
- Scout out the test location before hand.

What is Planning?

A Painless Intro to Planning Theory

- Rational Method = comprehensive planning
 - Myerson and Banfield
- Incremental (muddling through) = win little battles that hopefully add up to something
 - Charles Lindblom
- Transactive = social development/constituency building
- Advocacy = applying social justice
 - Sherry Arnstein's Ladder of Public Participation
 - Paul Davidoff – advocacy planning

American Planning before 1800

- European Traditions
 - New England, New Amsterdam, & the village tradition
 - Tidewater and the 'Town Acts'
 - The Carolinas/Georgia and the Renaissance Style
 - L'Enfant, Washington D.C., & Baroque Style (1791)
- Planning was Architectural
- Planning was plotting street layouts
- There wasn't much of it...

The 1800's and Planning Issues

- The 'frontier' is more distant & less appealing
- Massive immigration
- Industrialization & Urbanization
- Problems of the Industrial City
 - Poverty, pollution, overcrowding, disease, unrest
- Planning comes to the rescue
 - NYC as epicenter
 - Central Park 1853 – 1857 (Olmsted & Vaux)
 - Tenement Laws

Planning Prior to WWI

- Public Awareness of the Problems
 - Jacob Riis
 - *'How the Other Half Lives'* (1890)
 - Exposed the deplorable conditions of tenement house life in New York City
 - Upton Sinclair
 - *'The Jungle'* (1905)
 - William Booth
 - The Salvation Army (1891)
- Solutions
 - Zoning and the Public Health Movement
 - New Towns, Garden Cities, and Streetcar Suburbs
 - The City Beautiful and City Planning

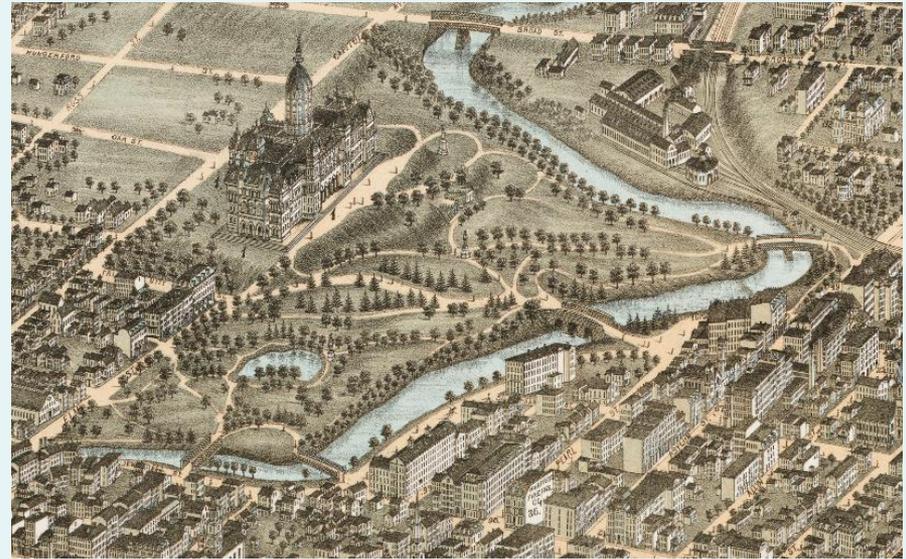
Public Health Movement

- Cities as unhealthy places
 - ‘The Great Stink’, Cholera, Tuberculosis, Alcoholism....
- Some good things to know
 - Housing sanitation-NYC Tenement Law of 1867
 - Legitimizing the railroad flat with a few improvements and prohibiting by law the construction of anything worse
 - Housing safety-NYC Tenement Law of 1901
 - The ‘Dumbbell’ Tenement
 - Parks movement & F.L. Olmsted
 - Central Park (1866), Fenway (1880)
 - 1st Regulations against noxious uses in cities
- **THE BIRTH OF REGULATORY PLANNING**

Fredrick Law Olmsted

Urban Parks Movement & Romantic Suburbs

- Unconscious influence of nature and design
- Picturesque and pastoral landscape design
- Respecting the natural contours of the land
- The curvilinear street (replaces the urban grid)
- Parks and open space part of the design
- Blending the natural environment with urban life and lifestyle



Source: Connecticut Historical Society

Fredrick Law Olmsted



Regulatory Planning

- Evolutionary track of regulations - Milestones
 - First city plan (Cleveland 1903)
 - First state 'enabling legislation' (Wisconsin 1909)
 - NYC Zoning Ordinance (1916)
 - Vieux Carre Commission – Historic Preservation NOLA (1921)
 - Standard State Zoning Enabling Act (1922)
 - Cincinnati adopts 1st comprehensive plan (1925)
 - Euclid vs. Ambler Realty (1926)
 - Standard City Planning Enable Act (1928)

The Rational Method of Planning

The City Beautiful

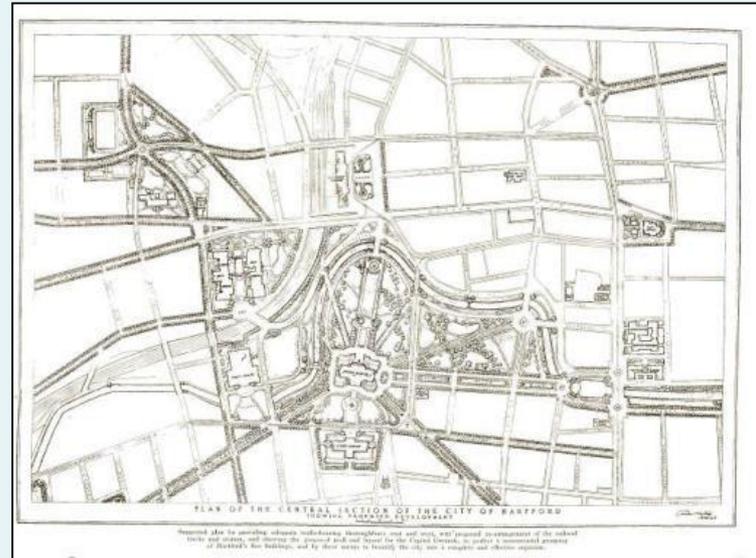
- Some good things to know...
 - The Columbian Exposition of 1893 ‘White City’
 - Daniel Burnham’s Plan for Chicago (1909)
 - “Make no little plans they have no magic to stir men’s blood...”
 - 1ST PLANNING COMMISSION-Hartford in 1907
- Big Projects as catalyst for growth & civic pride
 - See the legacy in Adriaen’s Landing, Radio City, the Big Dig...
- What they (we) learned
 - Beautification and adornment (at huge costs) had limited practicality for most cities. Hmmmm...

The City Beautiful

Elements:

- Cities can be beautiful
- Good design pays
- We can solve urban problems through rationality
- We can improve the plight of the working classes
- We should do this or else they will harm us
- Europe as a model for American urban form and government
- A new acceptance of the city

1905 view of Bushnell Park and the State Capitol. Repeat flooding led the city to enclose The Park River in an underground conduit in 1941.



Garden Cities and New Towns

- Ebenezer Howard '*Garden Cities of Tomorrow*' (1902)
 - *To-Morrow* (1898)
 - Anti urban 'satellite' cities (village ideal)
- Some good things to know....
 - Small self-supporting communities w/limited population
 - Greenbelts and open space
 - Letchworth, Welwyn, Hampstead G.S.
 - Columbia, MD
 - Leads to New Towns Movement in the U.S. after WW1
 - Leads to 'Satellite' cities in USSR in the 50's

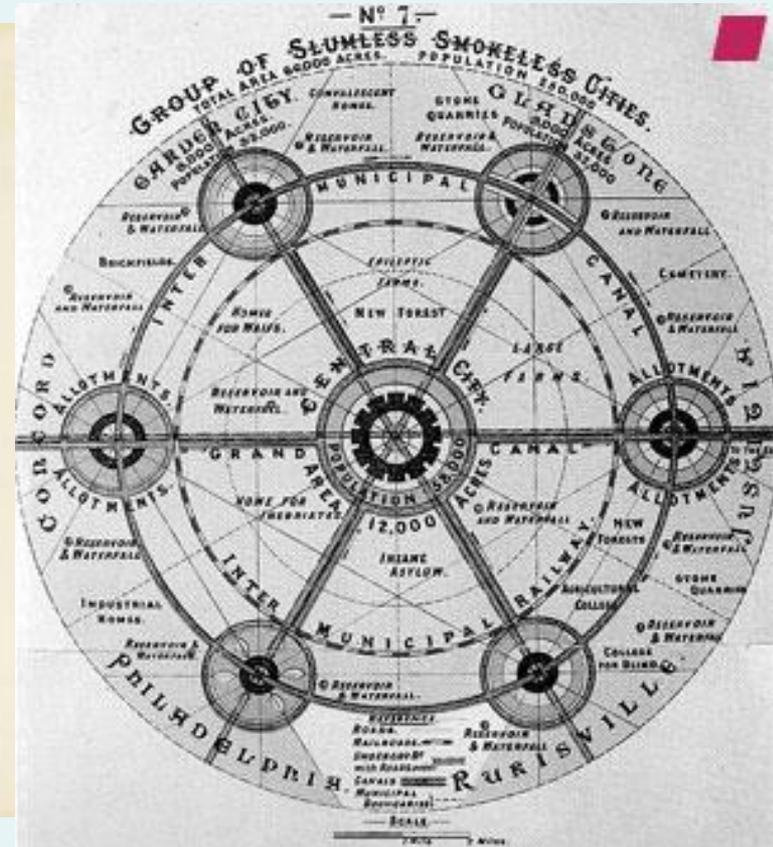
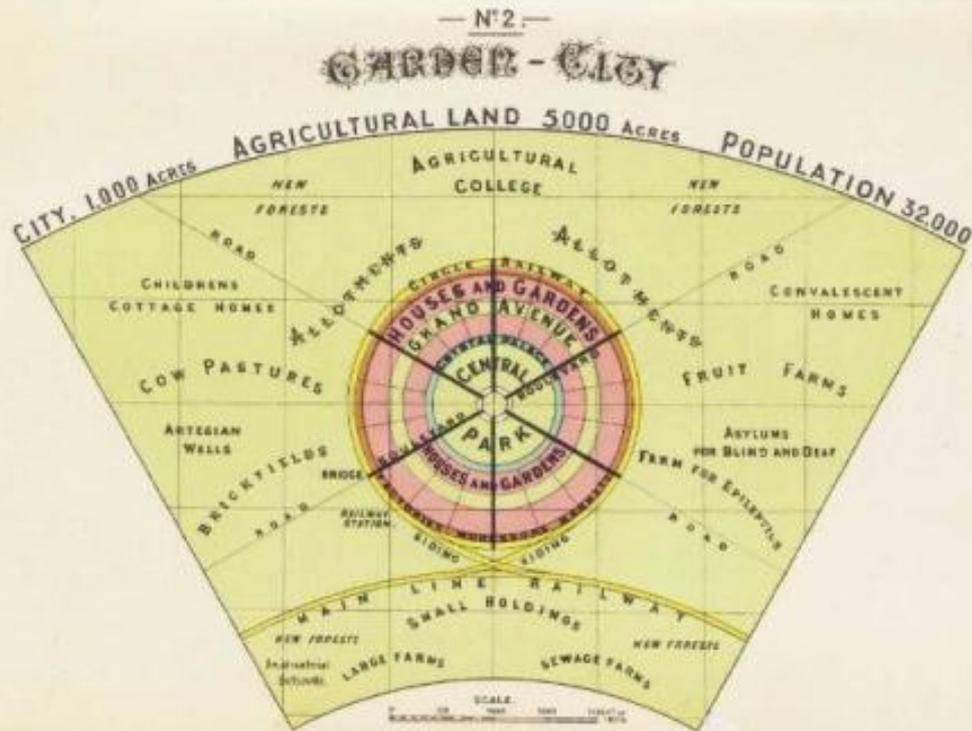
A Utopian approach to Planning Theory

Garden Cities and New Towns

- Ebenezer Howard 'Garden Cities of Tomorrow'
 - “Town and country must be married and out of this joyous union will spring a new hope, a new life, and new civilization.” Ebenezer Howard (1898)
 - Anti urban 'satellite' cities (village life as ideal)
- Some good things to know....
 - Small self-supporting communities
 - 6,000 acres (1,000 developed and 5,000 supporting agriculture)
 - Limited population
 - 32,000 people
 - Greenbelts and open space



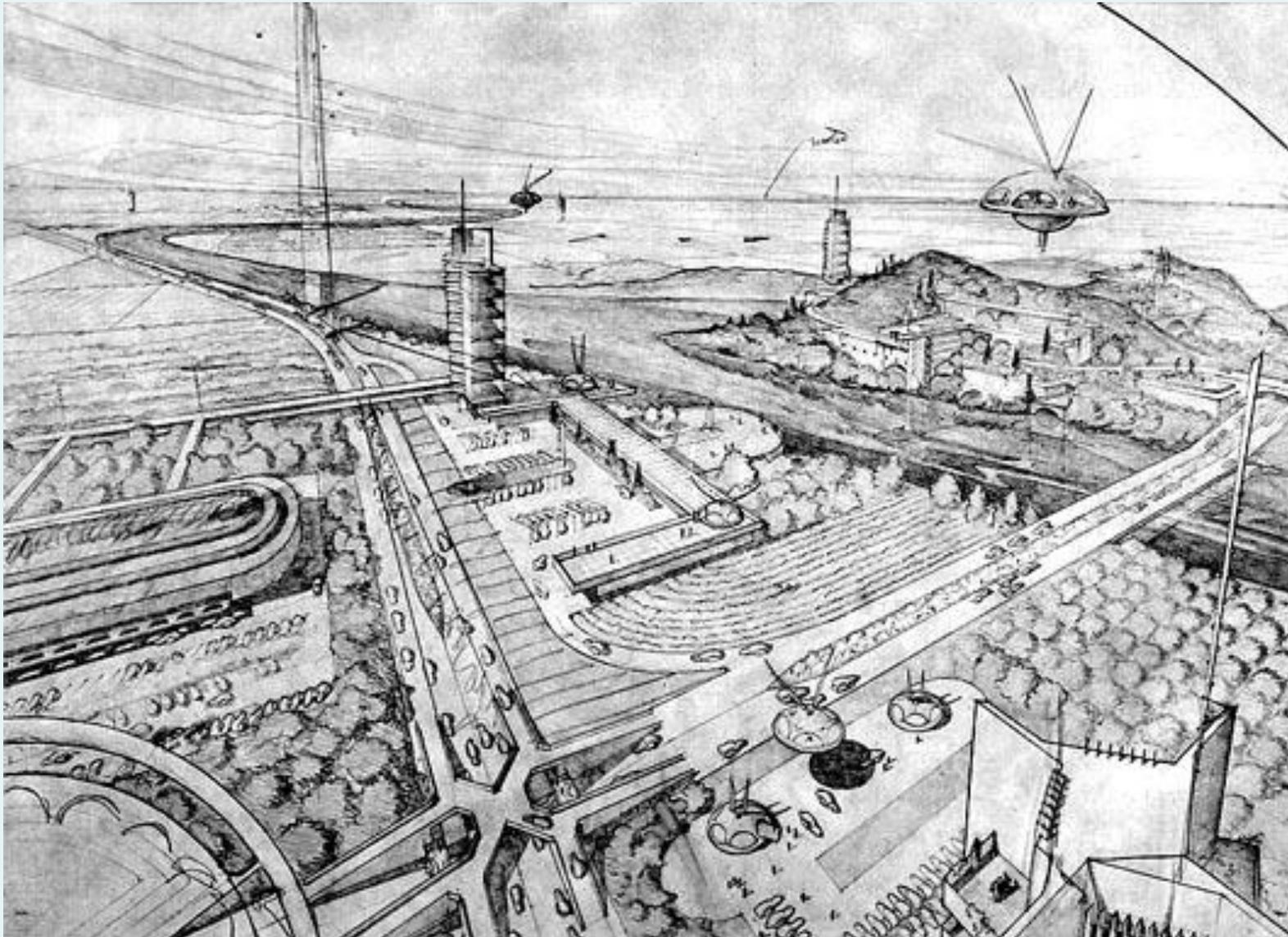
Garden Cities and New Towns



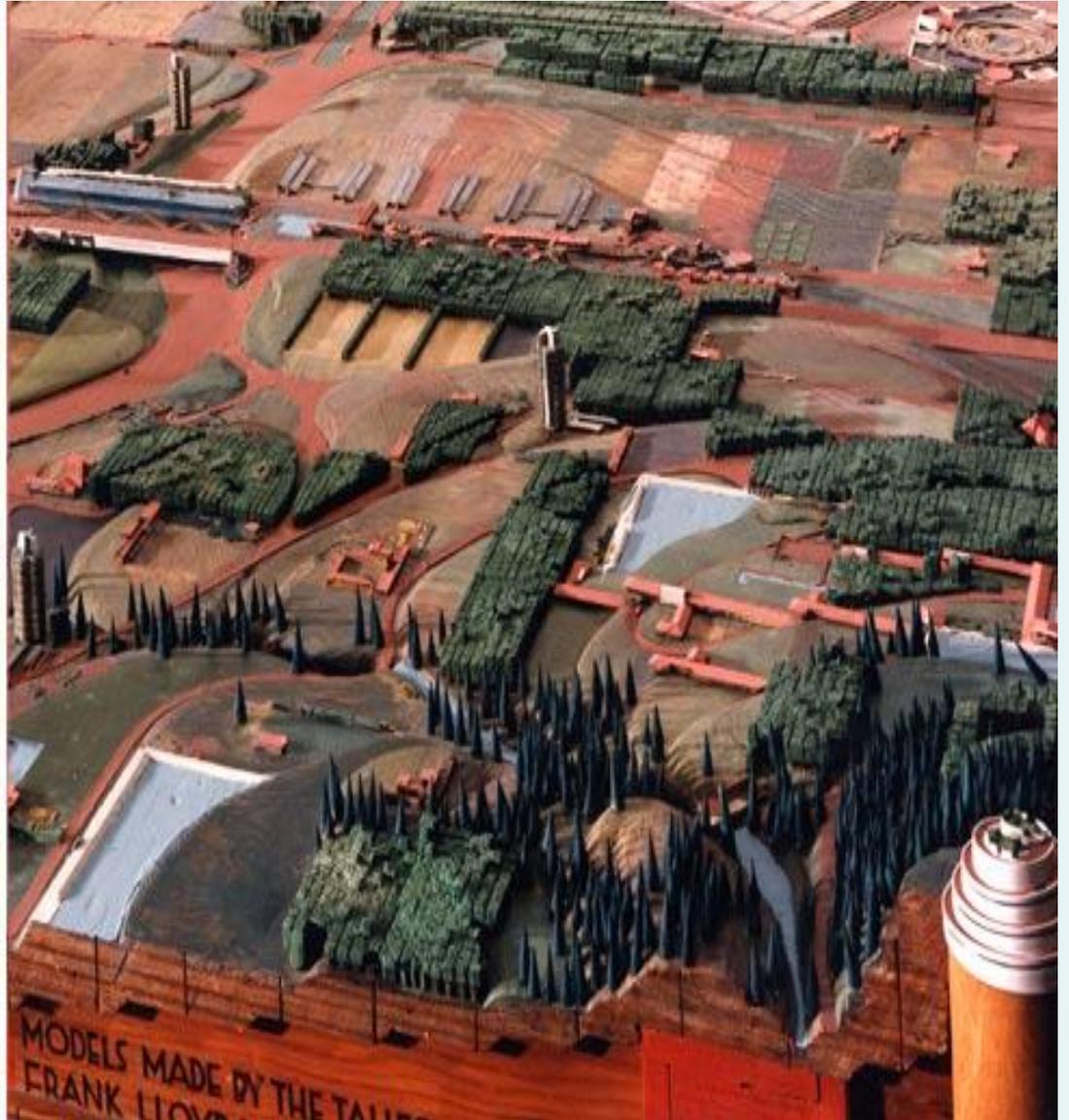
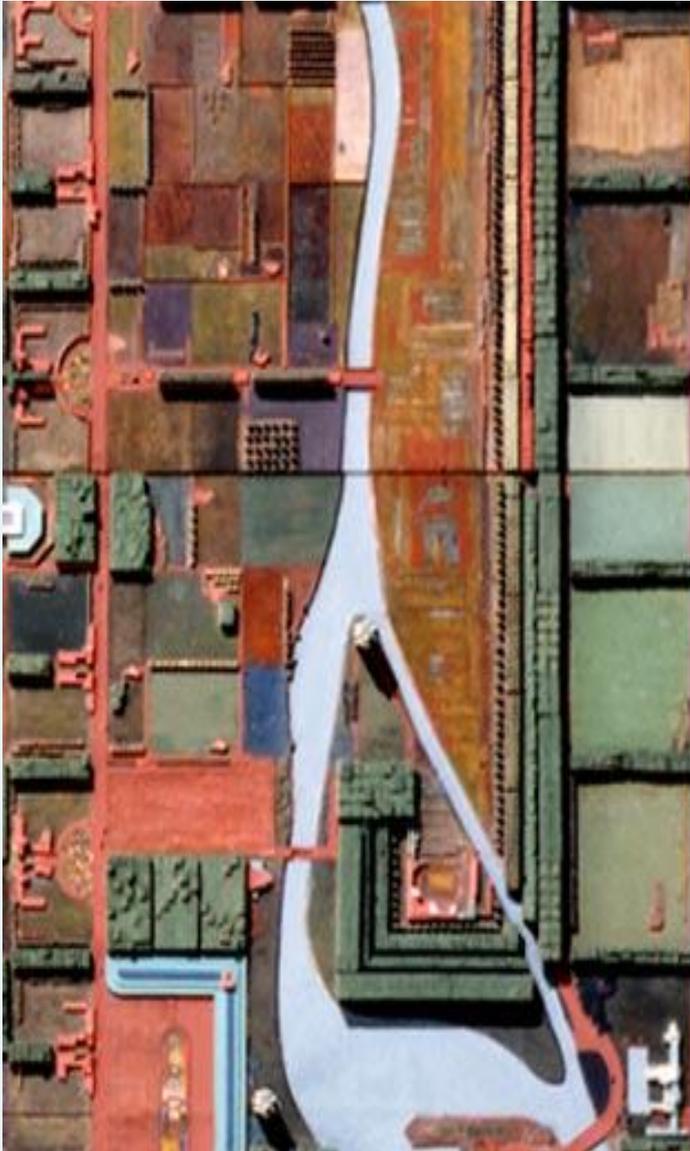
Broadacre City

- **Frank Lord Wright** - “the architecture of American democracy”
- *A social revolutionary*: a system of personal freedom and dignity through land ownership guaranteed social harmony and avoid the class struggle
- **Broadacre City** (a social structure) presented at Rockefeller Center in 1935
 - A model of four square miles of a typical countryside developed on the acre as unit according to conditions in the temperate zone and accommodating around 1,400 families
 - Decentralization and redistribution
 - Symmetry with rhythm, no standardization
 - Architectural reintegration
 - Free use of the ground
 - Public utilities and government itself owned by the people
 - Economic independence

Broadacre City



Broadacre City



MODELS MADE BY THE TAUNTON
FRANK LLOYD

The Radiant City

Le Corbusier

What is it?

- Designed for any City of up to 3 million residents
- Adapted as comprehensive plan for Paris in the 1920s.
- City as business and residential center
- Protective zone between city and garden city to allow for future growth
- Reserved zone between protective zone and garden city for greenbelt
- Transportation as critical element

Four Basic Principles

- De-congest the center of the city through density
- Augment the density of the city
- Increase the means of getting around the city
- Increase parks and open space

The Radiant City



The Radiant City

Le Corbusier was opposed to the sprawling American metropolis (1935). He explains in *When the Cathedrals Were White* ([1937]1947: 80):

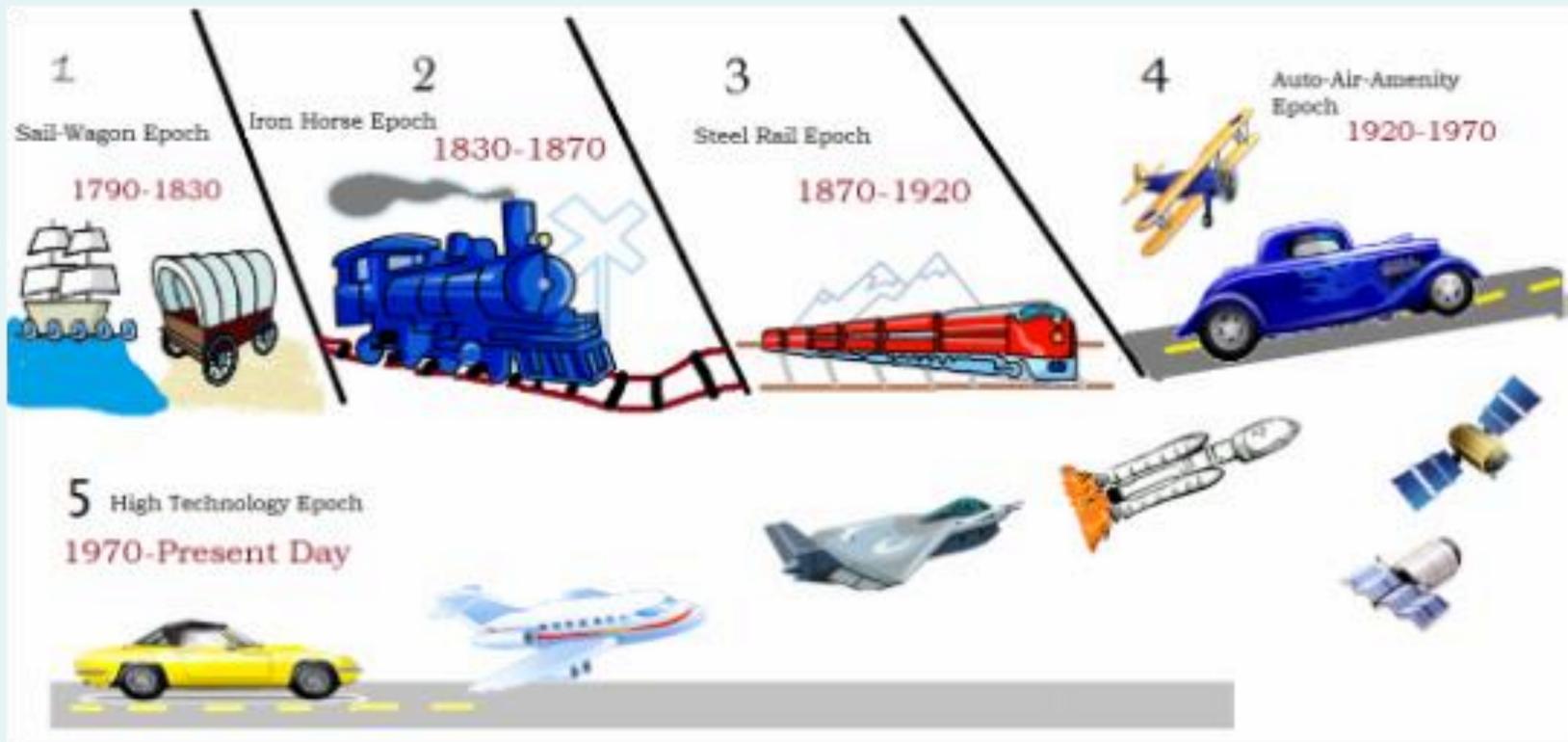
Nevertheless, in a surreptitious way, the tumor of the great American waste fastens itself upon this magic station. Grand Central is the head of the gigantic suburbs of Connecticut. Luxurious trains, agreeable servants of exodus. Leave! It is proof of an urban existence which has been upset, turned upside down.

In the course of my talks in the USA, my thought concerned itself more and more with the great evil of the USA: the excessive extension of urban regions, the prodigious—and mad—networks of railways, of roads; a whole people in eternal and sterile movement; the hurry, the agitation, failure of action. Hundreds of thousands of houses pushing nature into the distance and spoiling it; conduits for water, gas, electricity, telephone, which go to each house!

A gigantic expense, an immense burden on the nation, a bewildering social deficit...”

Transportation Epochs

- Improved modes of transportation were a driving force behind the growth of U.S. cities.
- John Borchert (1967) identified four epochs in urban history, that characterized fundamental changes in transport technology.
- Each epoch created changes in the spatial interactions among urban areas and in the internal arrangement of activities.



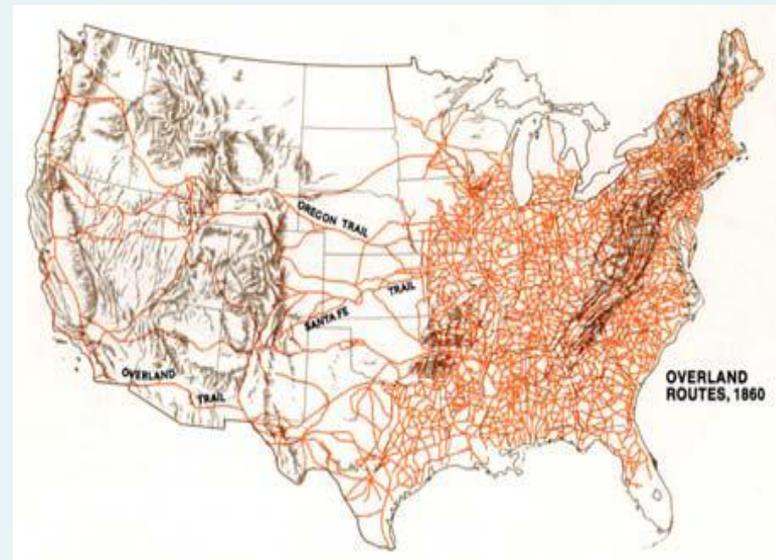
Transportation Epochs

Horse and Wagon 1790-1830:

- All sizable urban areas located on the Atlantic coast or navigable rivers.
- These cities served as Atlantic ports with limited hinterlands and strong economic ties to Western Europe.
- Small, compact centers based on walking and horses and wagons.

Regional Rail Network 1830-1870:

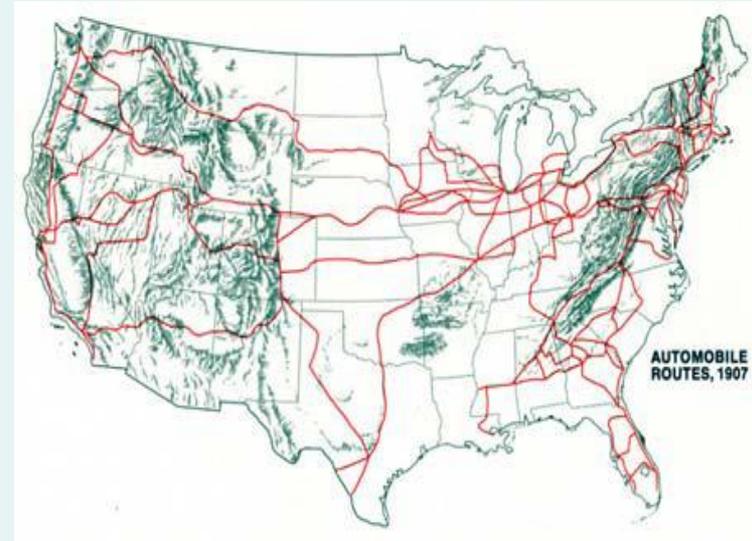
- Invention of steam-driven railroad and its rapid expansion from population centers into surrounding regions creates an advantage largest urban centers.
- Emergence of steamboats greatly increased the tonnage hauled on the Great Lakes and Ohio-Mississippi-Missouri river system.
- River cities experience significant growth.



Transportation Epochs

National Railroad Network 1870-1920:

- Full integration of standardized rail 1870.
- The contemporary distribution of major metropolitan areas emerging.
- The large industrial urban centers of the Northeast and Midwest continued to grow in importance.
- River cities decline as rail centers (Chicago, Atlanta, & Dallas) grow.
- Western cities (LA, San Fran, Seattle, & Denver) grow rapidly.



Automobile-Airplane 1920-1960:

- Starts with the decline of railroads, coal-based energy, and steam power and the rise of internal combustion engine.
- Results in the dispersal of urban areas into suburban and rural locations.
- Automotive technology & infrastructure.
- Air travel increased as rail travel declined.

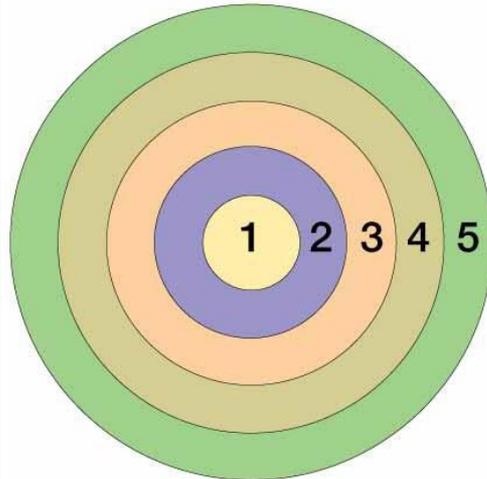
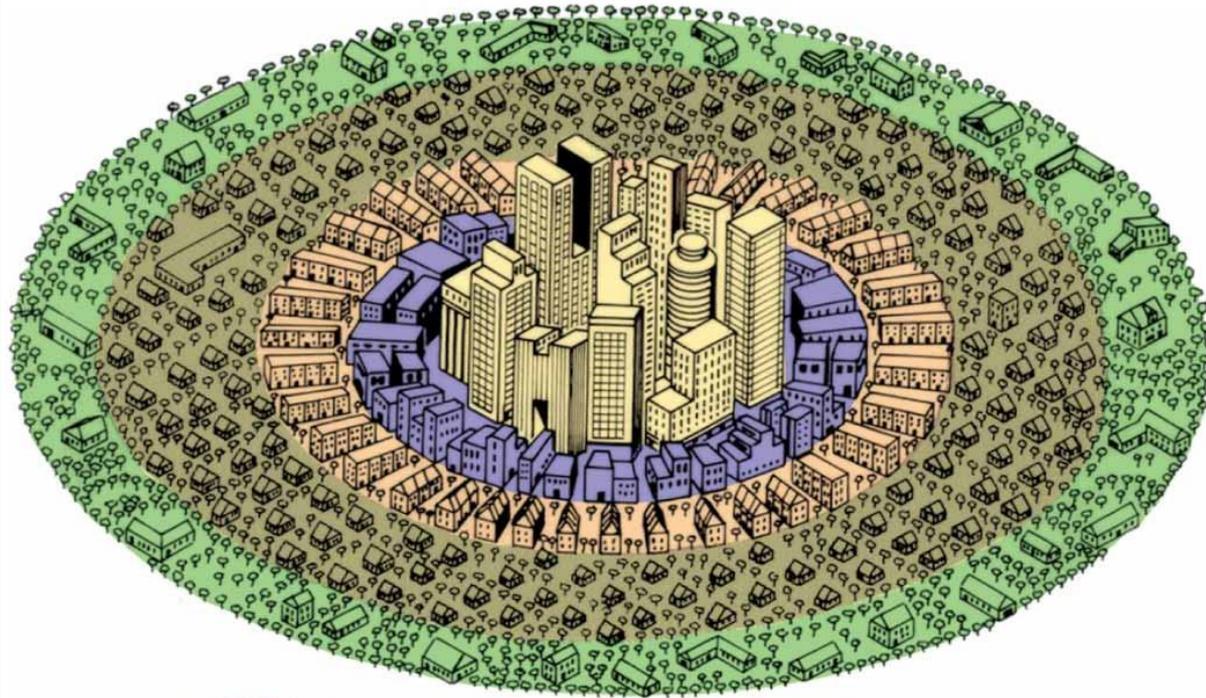


Concentric Zone Model

- Ernest Burgess, 1923
- Based on Chicago and walking and horse riding as main transportation
- Model suggests that a city grows outward from a central area in a series of concentric rings:
 1. **Central Business District**: innermost ring where nonresidential activities occur
 2. **Zone of Transition**: area eventually consumed by CBD – residential deterioration and encroachment by CBD and light manufacturing
 3. **Zone of Working-Class Homes**: modest, older houses; blue-collar labor force
 4. **Zone of Better Residence**: newer, larger houses for middle-income families
 5. **Commuter Zone**: suburban ring; high-income residential

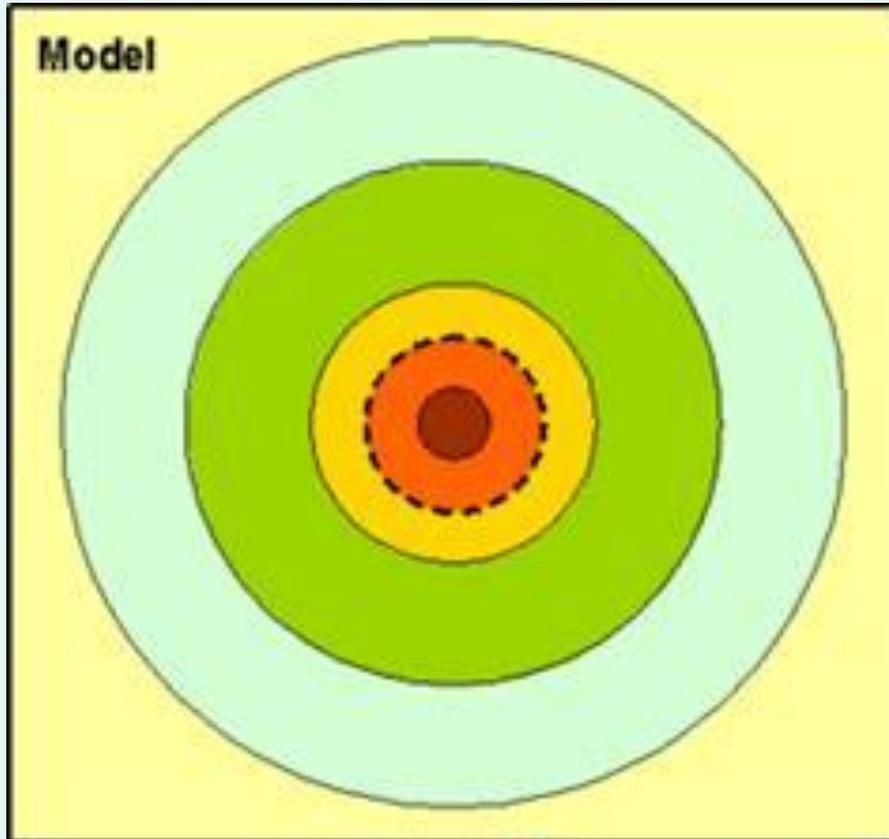
The model is dynamic – as the city grows, inner zones encroach on outer ones

Concentric Zone Model



- 1 Central business district
- 2 Zone of transition
- 3 Zone of independent workers' homes
- 4 Zone of better residences
- 5 Commuter's zone

Concentric Zone Model

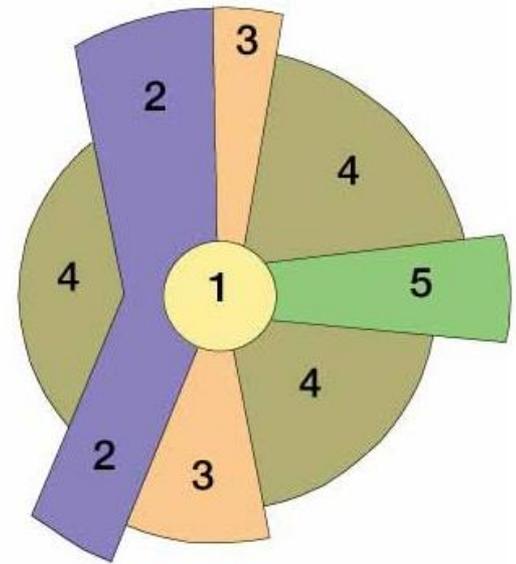
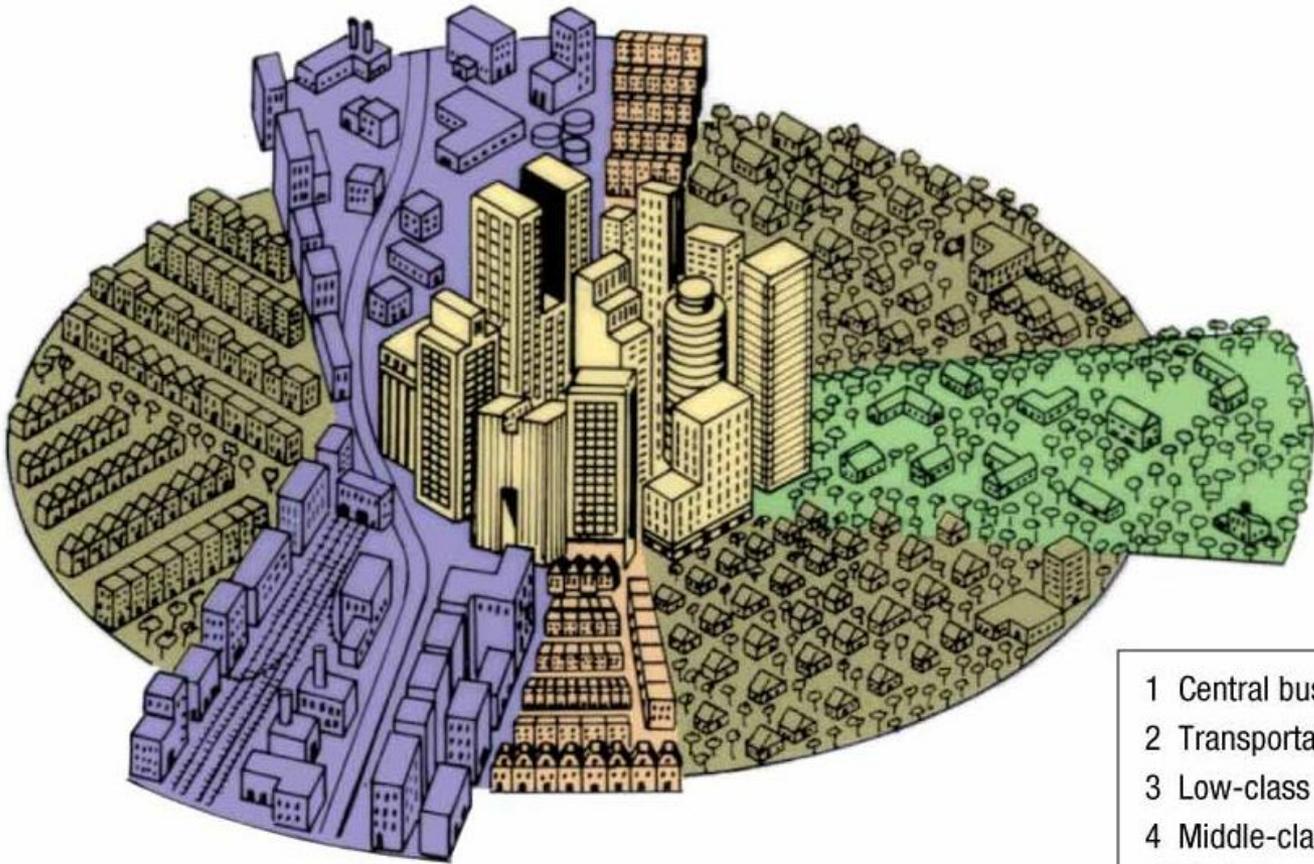


- | | |
|--|---|
|  I - Loop (downtown) |  IV - Working class zone |
|  II - Factory zone |  V - Residential zone |
|  III - Zone of transition |  VI - Commuter zone |

Sector Model

- Homer Hoyt, 1939
- Model that suggests a city develops in a series of sectors
- Based on street cars as main transportation
- As a city grows, activities expand outward in wedges, or sectors, from the center:
 1. Central business district
 2. Transportation and industry
 3. Low-income residential
 4. Middle-income residential
 5. High-income residential

Sector Model

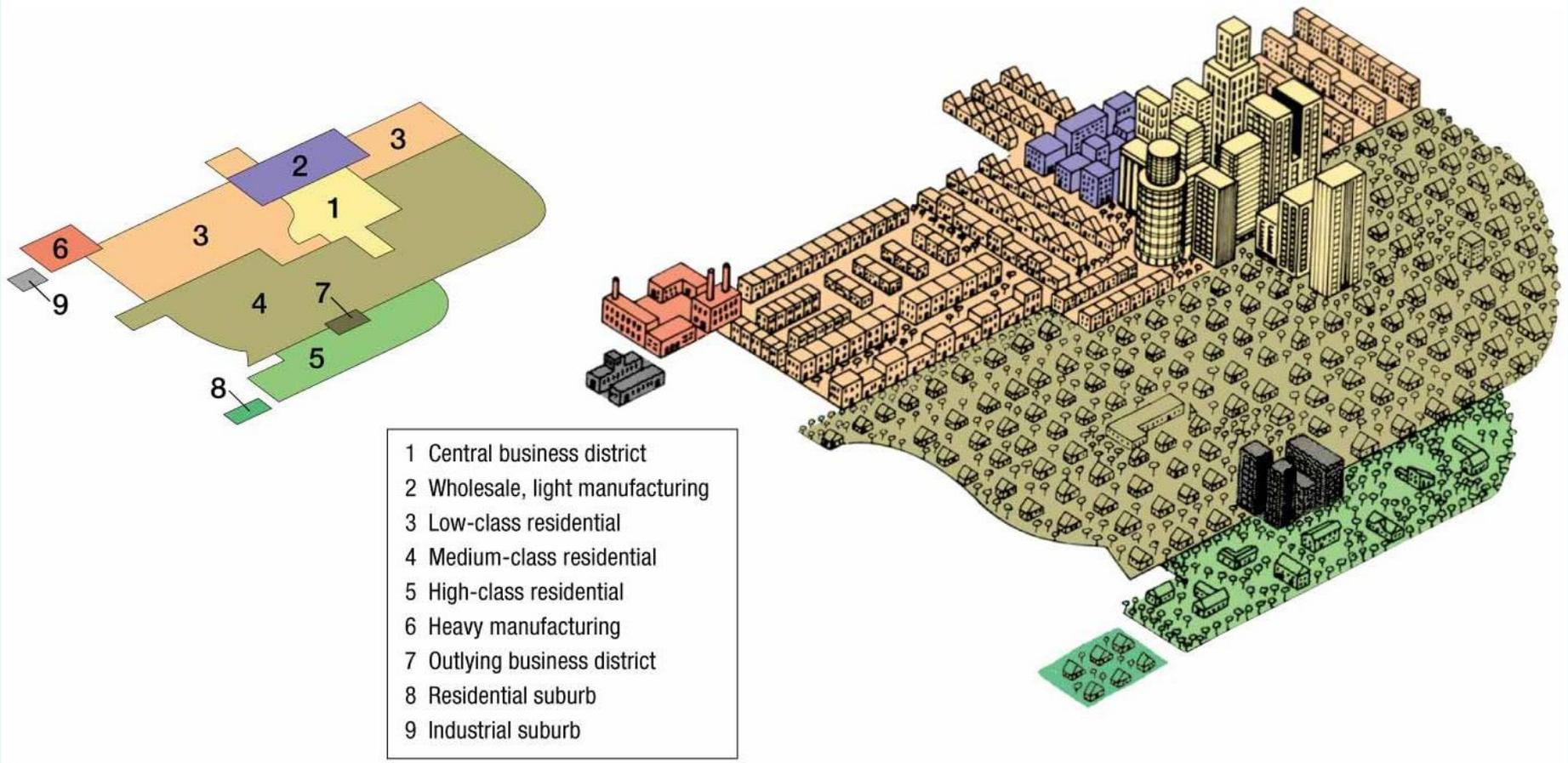


- 1 Central business district
- 2 Transportation and industry
- 3 Low-class residential
- 4 Middle-class residential
- 5 High-class residential

Multiple Nuclei Model

- Harris and Ullman, 1945
- Model suggests that a city is a complex structure that includes more than one center around which activities revolve.
 - Examples: Ports, Universities, Airports, Parks
- Cars are main form of transportation
- CBD was losing dominant position as single nucleus of urban area
- Incompatible land-use activities avoid clustering together – for example, high-income housing and heavy industry rarely exist together

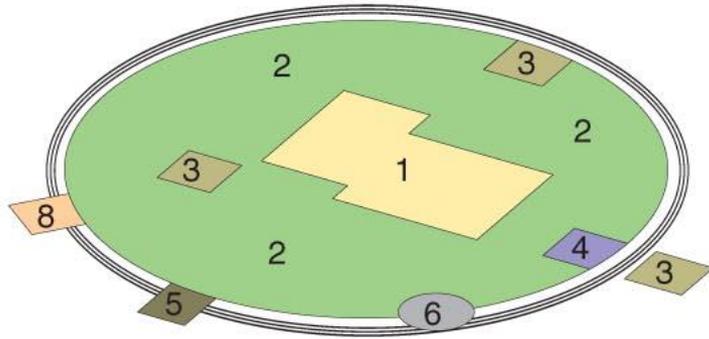
Multiple Nuclei Model



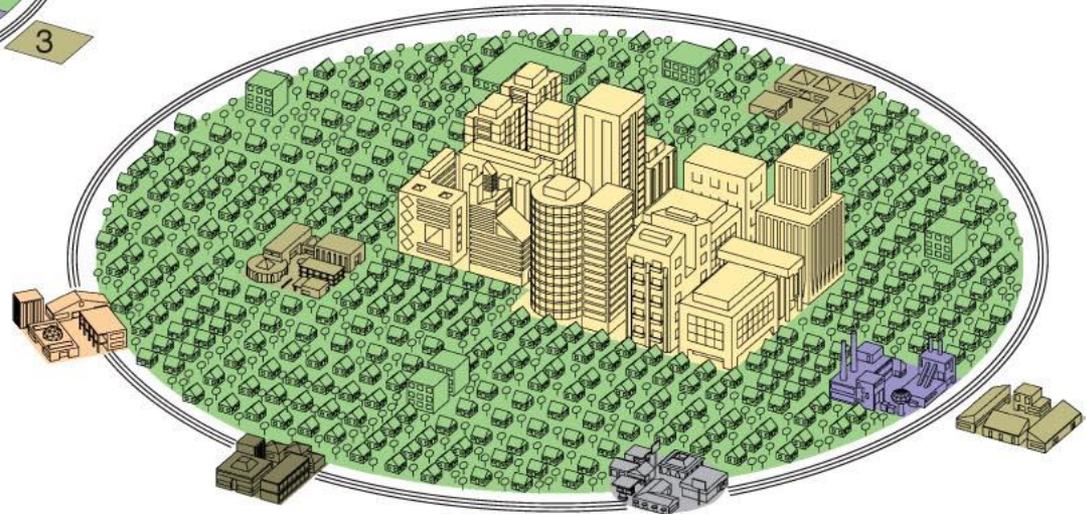
Galactic City - Peripheral Model

- Created by Harris (of Harris-Ullman), 1960
- Based on Detroit and shows a city that's been taken over by a car-based living and affected by sprawl.
- Rapidly growing suburbs and increased edge cities.
- Highways are main form of transportation
- Outer cities of suburban ring became more self-sufficient
- Inner city surrounded by large suburban residential and business area tied together by a beltway or ring road
- In the 1970's, American suburbs surpassed the central cities in total employment
- Galactic city – a complex urban area in which centrality of functions is no longer significant
- Represents distinct decentralization of the commercial urban landscape as the economy transitions to services.

Galactic City - Peripheral Model



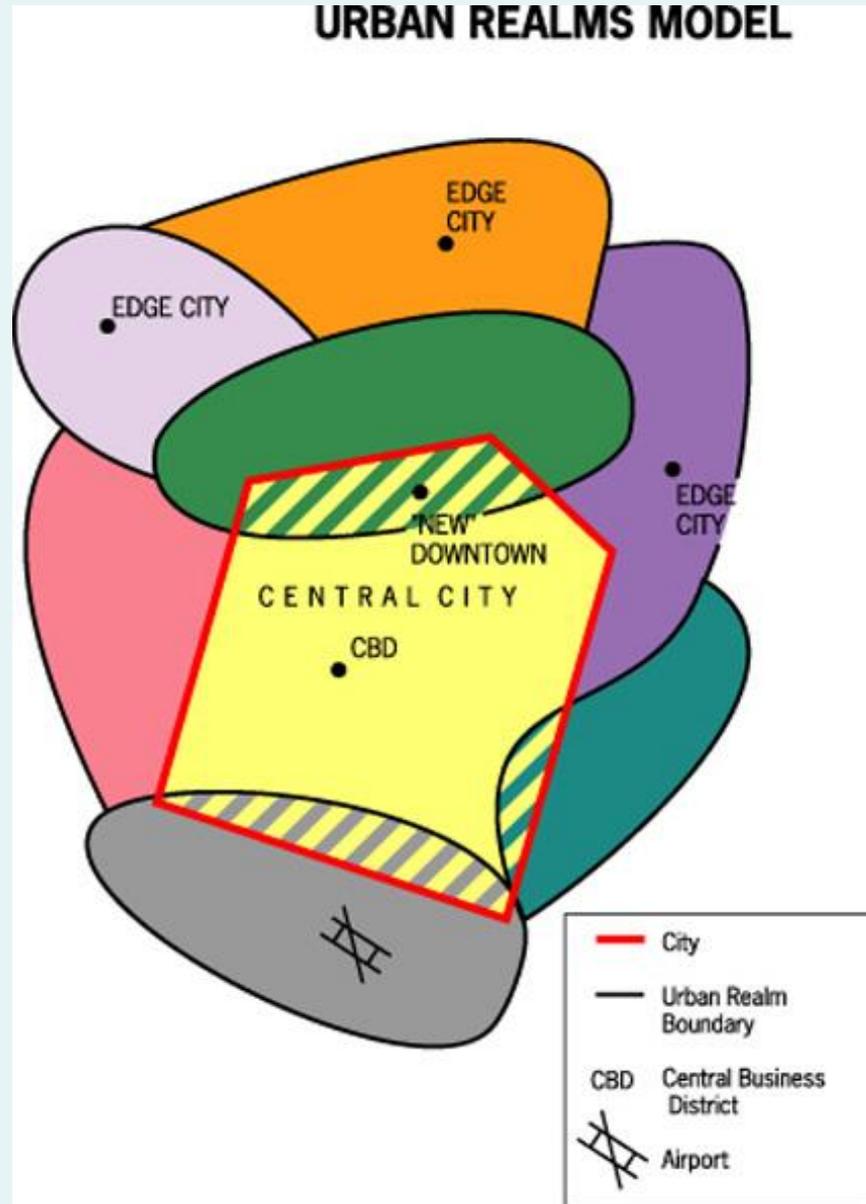
1. Central City
2. Suburban Residential Area
3. Shopping Mall
4. Industrial District
5. Office Park
6. Service Center
7. Airport Complex
8. Combined Employment & Shopping Center



Urban Realms Model

- James Vance, 1970s
- Based on San Francisco. Explains changing urban growth patterns based on the automobile and large suburban “realms” emerged
- Each "realm" is a separate economic, social, and political entity
- Realms are linked together to make one large, fluid city
- Shows that the outer cities are not "satellites" of the central city, but are becoming cities themselves.
- Edge cities are as likely to interact with each other as they are with the traditional CBD
- “Exurbs” are suburbs that are so far away from a city they really can’t be called suburbs anymore
- Fluid transitions into various realms

Urban Realms Model



New Towns in the 20's & 30's

- Garden Cities evolve into New Towns
 - 1920's and 1930's
 - Unwin and the 'Greenbelt' towns, Radburn N.J.
 - Modern versions of garden cities w/o greenbelts and w/cars
 - Sets ideals for Post - WWII Suburbs
 - Levittown NY, Reston VA, and Columbia MD.
 - Linked to new design forms and modern architecture
 - Frank Lloyd Wright, Bauhaus Movement, The International Style, Le Corbusier
- Influence readily visible in a subdivision near you

Early Regional Planning

- Regional Planning Association of America
 - Regional Planning from the theoretical perspective
 - Lewis Mumford
- New York Regional Plan (1929)
 - Regional infrastructure/development keyed to business
 - FDR's influence
- Rural Developing Regions
 - Appalachian planning - TVA
- Regionalism with an environmental focus

Planning & the Great Depression

- Planning Impacts (the New Deal)
 - Environmental Conservation
 - Pollution and Protection issues come w/the Baby Boomers
 - Early Urban Renewal
 - Lots of housing legislation (1930s and 1940s)
 - Finance Programs
 - First Efforts at Highway Planning (the parkways)
 - Robert Moses and others
 - Bronx Parkway 1926-others followed during Depression
 - First Efforts at Regional Planning
 - TVA

The Post-WWII Booms & Planning

- The Post-War Economic Boom
- The Baby Boom
- Post War Housing
 - FHA & VA loan programs
 - Pent up demand during Great Depression
 - Changes in who owns homes
- Fueling Growth
 - Highways - 1953 starts the highway acts - 1956.
 - Consumer Spending
 - Urban Renewal
 - American becomes Suburban

The 60's/70's & the Urban Crisis

- Advocacy Planning & Civil Rights
 - Davidoff 'Advocacy Planning' – Planners as Advocates
 - Arnstein's 'Ladder of Public Participation'
- Jane Jacobs' 'Life and Death of Great Cities' 1961
- Environmental Planning-NEPA 1969
 - The Media & Rachel Carson's 'Silent Spring'
 - Ian McHarg's 'Design with Nature'
 - Environmental Legislation
 - Clean Air (1970), Clean Water (1972), Coastal Zone (1972), Endangered Species (1973), Superfund (1980)
- APA/AICP established (clap...clap...clap...) in 1978

Regionalism in the 1960's/1970's

- HUD 701 Program
 - Housing and Urban Development Act
 - Modified in 1965 to make money available to COG's
 - Favored comprehensive projects (in scope and area)
- A-95 Review Process
 - Intergovernmental Cooperation Act of 1968
 - ‘...all federal aid for development purposes shall be consistent with and further the objectives of state, regional, and local comprehensive planning.’
- Economic Development Regions
 - Public Works and Economic Development Act of 1965
 - Funding for multi-county economic development districts

The Reagan Legacy

- A great step backwards?
 - Limiting Federal Involvement
 - Government slims down
 - Powers transferred to communities
 - Independent Communities
 - Home rule not regions
 - Funds not Structures
 - Grant support rather than direct federal investment
 - Planning for Economics-growth pole economics
 - Investment not handouts

Recent History

- Resolving the limits of planning
- Return to the cities - sort of
- Sprawl and smart growth
- The new demographics of America
- New Urbanism
- Creative Cities
- Sustainability
- Creativity and innovation
- Resiliency

Know the Fathers!

- American Landscape Architecture – Fredrick Law Olmsted
- Regional Planning – Patrick Geddes
- Zoning – Edward Bassett
- City Planning – Daniel Burnham
- Modern Ecology – Ian McHarg
- Modern Housing Code – Lawrence Veiller
- Advocacy Planning – Paul Davidoff

Important People...not a complete listing

- **William Alonso** – Bid Rent Theory (1960)
- **Edward Bassett** - Heights of Buildings Commission – NY City be zoned and districted. Father of Zoning.
- **Catherine Bauer (Wurster)** - Housing and social planning.
- **Edward Bennett** - Minneapolis plan. Worked with Burnham on San Fran plan.
- **Ernest Burgess** – Concentric Zone Model, *The City* (1925)
- **Daniel Burnham** - Columbian Exposition (1893), City Beautiful Movement, Chicago Plans (1909).
- **Rachel Carson** – *Silent Spring*
- **Peter Calthorpe** – urban land use planner, helped popularize TOD and New Urbanism
- **Lord Anthony Ashley Cooper** - Laid out Charleston S.C. in 1704.
- **Andres Duany** – Founding member Council of New Urbanism, Seaside, FL (1982) and Kentlands, MD. Wrote *Suburban Nation*.
- **Andrew Jackson Downing** - The Horticulturist, Rural Cemeteries, Public Gardens, the Country cottage.
- **Andrew Ellicott** - Took over L'Enfant plan for D.C.

Important People...not a complete listing

- **Richard Florida** – *Rise of the Creative Class* in 2002
- **Joel Garreau** – *Edge Cities* (1991)
- **Patrick Geddes** - Biologist; organizer of the first international exhibitions on town planning.
- **Ebenezer Howard** – *Garden Cities of To-morrow* (1898 & 1902)
- **Homer Hoyt** – Sector Model (1939)
- **Jane Jacobs** – *Death and Life of Great American Cities* (1961)
- **Le Corbusier** – The Radiant City (1920s and 1930s)
- **William Levitt** – Levittown, post-1945 mass suburbanization
- **Ian McHarg** – *Design with Nature*
- **Harvey Molotch** – *The Growth Machine* Theory (1976)
- **Robert Moses** – NYC and Top Down Planning
- **Lewis Mumford** – *The City* (1962)
- **Harris and Ullman** – Multi-Nuclei Model (poly-centrality) (1945)
- **Frank Lloyd Wright** – *Broadacre City* (1932)

Other facts you should know...

- Erie Canal was completed in 1825
- Union Pacific and Central Pacific joint at Promontory Point, UT to form the first transcontinental railroad in 1869
- First American City with a subway was Boston in 1897
- Washington D.C. redesign was part of the City Beautiful Movement (1890s)
- Jean Gottmann termed the word Megalopolis (1962)
- ACIP and ASPO joined in 1978 to form the APA
- Zip Code stands for Zone Improvement Plan Code
- First historic preservation commission was formed in Vieux Carre, New Orleans, LA
- First historic preservation ordinance enacted in Charleston, SC
- First Department Store was located in Salt Lake City, UT

Other facts you should know...

- 1820-1840 ‘suburban’ Borderland development
- 1830s steam railway (a commuter rail)
- 1835 *Rural Residence*, by Alexander Jackson Davis
- 1841 *A Treatise on the Theory and Practice of Landscape Gardening, Adapted to North America*, by Andrew Jackson Downing
- 1853 [1857] Llewellyn Park, NJ – First romantic suburb
- 1840s and 1860s introduction the Omnibus and streetcar.
- 1868 Olmsted designs Riverside, IL
- 1871 Copeland’s Plan for Boston and Cleveland’s Plan for Chicago
- 1908 Henry Ford’s Model T Ford
- 1913 Ford assembly line production
- 1914 the birth of Fordism and conspicuous consumption.

Other facts you should know...

- 1916 Federal Road Act, amended in 1921.
- 1917 “The number of electric streetcars peaked at 72,911, while total ridership increased in 1923 at 15.7 billion.”
- 1920 – one in five households own an automobile
- 1929 is the start of the Great Depression.
- 1933 Homeowners Refinancing Act establishes the Home Owners Loan Corporation
- 1934 National Housing Act of 1934 establishes the Federal Housing Authority.
- 1938 the Federal National Mortgage Association (Fannie Mae) is established.
- 1939 World War II begins.
- 1942 the United States enters the War.
- 1945 World War II ends.

Other facts you should know...

- There are 43,560 square feet in one acre
- There are 5,280 linear feet in one mile
- There are 2.47 acres in one hectacre
- There are 640 acres in one square mile
- First urban growth boundary established in the US in Lexington, KY in 1958
- Hawaii became the first state to institute statewide zoning in 1961

Some Planning Firsts

- Public water system Philadelphia
- Planning Commission Hartford, Connecticut (1907)
- Board of Survey Philadelphia
- Regional Planning Commission Los Angeles
- Zoning Ordinance NY City (1916)
- Height Limitation and Restriction Boston
- Large urban park NY City
- Playgrounds Boston
- Metropolitan Utility Commission Boston
- Public Works Chicago
- Suburban Cemetery, 1st Hygia Kentucky
- Tenement Housing Law NY City and Brooklyn, 1807
- State law creation of city planning commission Wisconsin, 1909

Research Methods

- **Quantitative:** numbers, closed-ended, data hypotheses, experiments, deductive
 - A means for testing objective theories by measurement of variables
 - Use when research problem calls for understanding of causality/influence, results of intervention, prediction of outcomes.
- **Qualitative:** words, open-ended, interviews, ethnography, inductive
 - A means for exploring meaning ascribed to social or human problems
 - Use when problem is not well-understood and requires exploration
- **Mixed** – can be combination of Quantitative and Qualitative in parallel, series, or transformational combination
 - Use when problem can not be accurately assessed using only one design.

Research Methods

Quantitative

1. Scientific
2. Positivist
3. Objective
4. Structuralism
5. Experimental
6. Macro events/processes/relations
7. Deductive
8. Hard/factual
9. Representative/generalisable
10. Apolitical
11. Realist

Qualitative

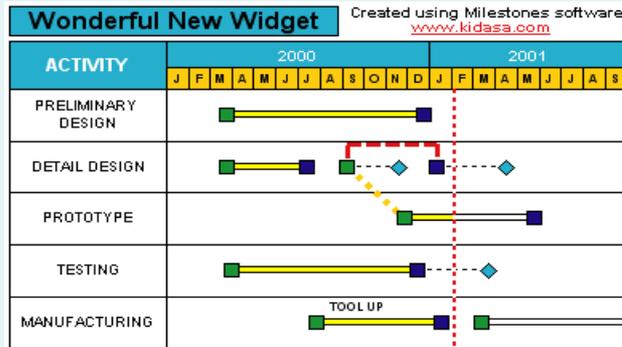
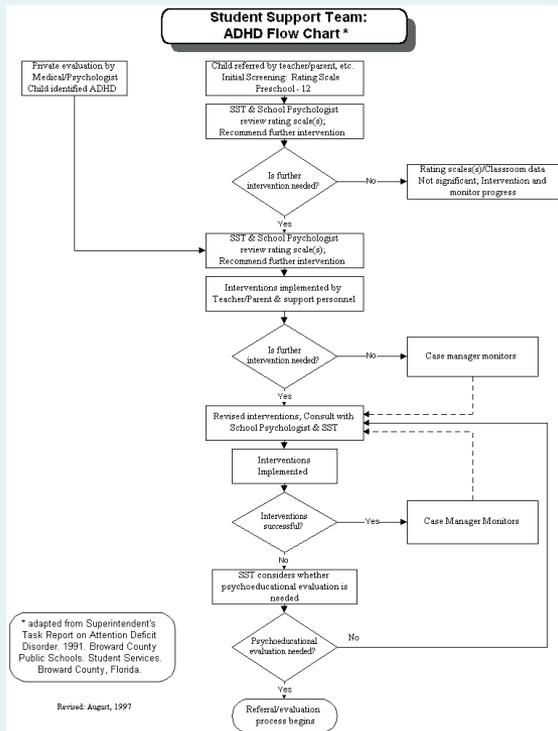
1. Naturalistic
 2. Interpretivist/hermeneutic
 3. Subjective
 4. Individualism
 5. Ethnographic
 6. Micro events/relations/processes
 7. Inductive
 8. Soft/anecdotal
 9. Selective/context or site-specific
 10. Critical/political
 11. Idealist/relativist/constructivist
-

Sources: Franklin (1986), Punch (1998), Winchester (2000), Spencer *et al.* (2003).

Organizing, Analyzing, & Reporting Data

Know terms such as Gant Chart, Bubble Chart, Flow Chart, matrix, etc

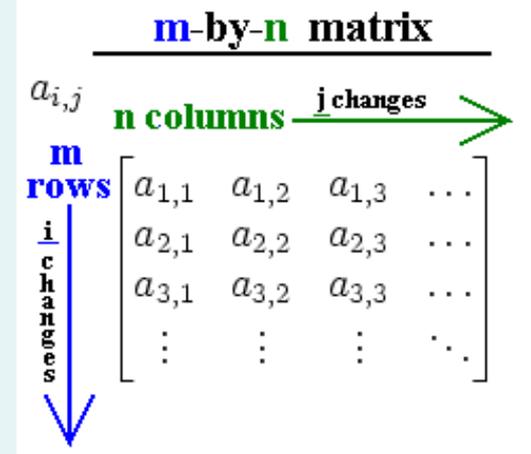
Flow Chart



Gant Chart

What is most appropriate in a given circumstance?

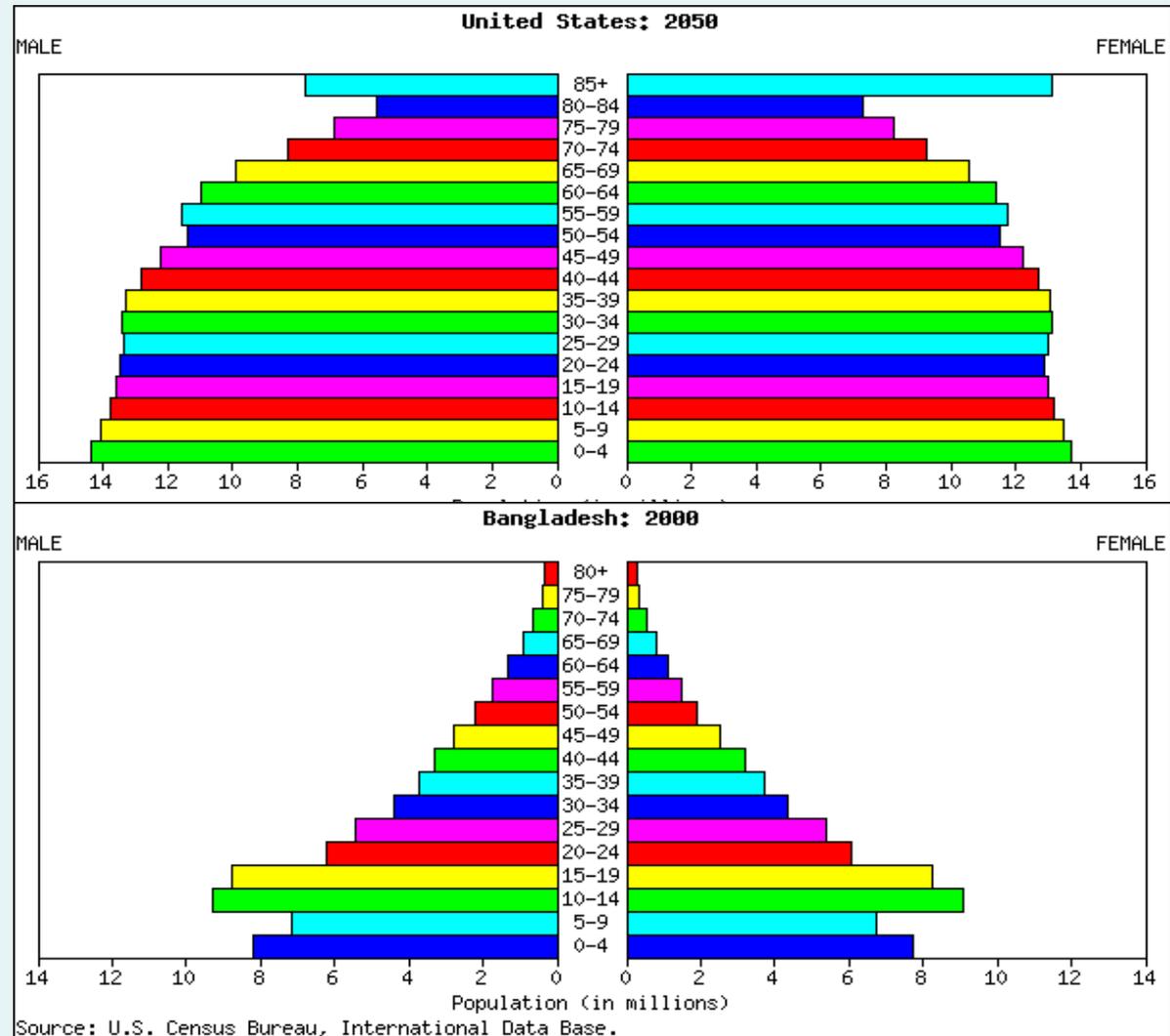
Matrix



Demographic Analysis

3 major components of demographic analysis:

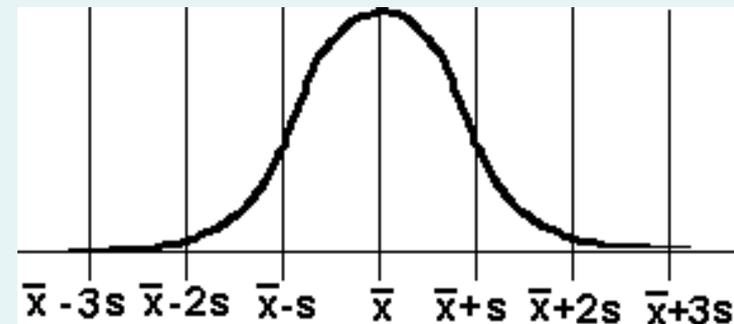
- Fertility
- Mortality
- Migration



Demographic Analysis

Types of Descriptive Statistics

- Percentiles and Quartiles
- Measures of Central Tendency
 - Mean
 - Mode
 - Median
- Measures of Dispersion or Variability
 - Range
 - Standard Deviation
 - Variance
- Measures of distribution shape
 - Skewness
 - Kurtosis (thickness of the tails)



Demographic Analysis

Three basic types of demographic analysis used by planners:

- **Descriptive:** tools, data, and methods to describe the population of an area
- **Trends:** look at how demographic data has changed over time
- **Projections:** estimates of future population and population structure

Demographic Analysis

- **Targets:** express desirable future populations based on policies and goals.
- **Estimates:** measure of a present or past condition that cannot be measured directly because of a lack of resources (data, time, money).
- **Projections:** conditional statement about the future, describing what the future is likely to be if a given set of assumptions proves to be true; typically based on statistical models that extrapolate past and present trends into the future.
- **Forecasts:** conditional statement about the future, describing what the future is likely to be; typically based on statistical models, but reflecting and incorporating the decisions and judgment of the analyst with respect to various factors.

The Practice of Local Government Planning *aka The Green Book (first published in 1941)*

- 2nd chapter of the 2nd edition is excellent for historical background.
- 3rd edition is more up to date and a little less of a dry read.
- Know dates, people, events, philosophies, publications, movements, acts, laws....





Donald J. Poland, PhD, AICP

Senior Vice President & Managing Director, Urban Planning



Dr. Poland is an urban geographer, planner, and community strategist whose work focuses on assisting communities to compete for wealth and investment (socio-economic prosperity) through strategic interventions that build community confidence, foster pride in place, create predictability in market, and grow demand.

dpoland@gomanyork.com

www.gomanyork.com

860.655.6897