Chairman's Note

This is the first of three issues of Planning History Bulletin in 1980. We feel there is more than sufficient going on in planning history affairs to justify this, and the Editor looks forward to receiving members' communications on what we believe internationally to be a buoyant field of study and writing. A new breaker is coming up the academic beach and we seem to have caught it.

1980 sees plenty happening. In Britain sessional meetings will be held in London and Cambridge, and we hope to hear that other forest fires have been lit in similar ventures in other countries. The second international conference will be held in August at the University of Sussex. Furthermore, the series 'Studies in History, Planning and the Environment' will be launched this year by Mansell Publishing (London), with certainly two and possibly three titles published before the end of 1980. The series will be advertised in the next PHB.

It is no wish of the Planning History Group to become hidebound by rules and regulations. But now that the Group has a membership based on an annual subscription, and that it has an elected Executive Committee to be responsible for its affairs, a Group Constitution has been considered proper and desirable. A simple, but appropriate one has been drawn up and adopted by the Group and a copy is enclosed.

The collection of subscriptions remains an administrative problem. PHB 2 (p.2) outlined the new arrangements; these have met with approval, but many people still seem to overlook the obligation to actually pay! For those who have not yet paid their 1980 subscription, a payment form is enclosed. For next year, the Membership Secretary and the Treasurer will look into the possibility of a Bankers' Order system for payment.

We are always interested to hear of co-workers in our field. The Planning History Group will become meaningful if people belong to it; the Planning History Bulletin will become a useful channel of communication if it is circulated widely. We are open to welcome new members, therefore, and to hear of institutions (Libraries, Departments and the like) which would also like to subscribe.

Gordon E. Cherry
Editor’s Note

The work of producing PHB depends predominantly on the support it receives. For that reason, I would like to stress how grateful I am to all those who have helped by contributing their notes and comments or giving account of numerous events and activities.

Though it is true that no one can say, in March 1980, that the future lies clear ahead for any serious publishing enterprise, there are, on the credit side, definite signs of an increasing interest in PHB.

After three issues of PHB, I would like to ask all our members to give some thought to what has been already done. It would be very useful to know whether we are achieving our original intentions and whether the Bulletin is producing what our members want. I would be grateful for views about the shape and the progress of the Bulletin. Furthermore, it would be extremely helpful to receive ideas and comments about the direction the Bulletin should take in the next two or three years.

PHB has done much, I believe, to widen the subject matter of planning history, to enlarge the range of interest, and to suggest a more interrelated frame of reference for inquiry and research. Yet, for example, more space could be given to indicating some of the ways in which a closer and more intense engagement in empirical work could lead to the reformulation of some of the major theoretical questions.

To offer and develop ideas about the direction the Bulletin should take ought to be seen as a process of great importance and help.
Announcements

"Metropolitan America", a thirty part series concentrating on problems of regional planning in the United States, will be aired this spring on WCBS-TV in New York City and CBS affiliates throughout America. Produced by Bergen Community College's Center for Public Media Programming (under the direction of Dr Philip C. Dolce), the programs will explore the history of regional planning in the United States and will analyze the prospects for the nation's sprawling metropolitan districts. Frank Johnson, the Executive Director of the Tri-State Regional Planning Commission, will be the host.

As one part of a project in citizenship education, the series will be complemented by (1) a number of town meetings in New York City's tri-state metropolitan area, and (2) the publication of an original study guide that will expand on the themes raised in each program.

Topics to be discussed include:

3. The Suburban Trend. Dr Kenneth Jackson, Columbia University.
5. Utopian Visions of the 20th Century. Dr Robert Fishman, Rutger University.
6. The Olmsted Legacy. Dr Albert Peir, Long Island University.


The project is designed to bring together academics, planners, public officials and concerned citizens in an effective dialogue on problems of land use and development in the United States. A brochure outlining the scope of the project is available upon request. For further information, write to Daniel Schaffer, Project Co-ordinator, Center for Public Media Programming, Bergen Community College, 400 Paramus Road, Paramus, N.J. 07652, U.S.A.

Planning History Group

Meetings

METROPOLIS 1890-1940

An international colloquium organised by the Planning History Group.

Members will find full details and booking forms in this edition of the Bulletin.

PROGRAMME OF MEETINGS FOR THE PLANNING HISTORY GROUP

September 1980, Cambridge
Convenor: Nick Bullock, King's College, Cambridge, CB2 1ST
Theme: 'The American Influence on British Town Planning'.

Spring 1981, Swansea
Convenor: Mike Simpson, Dept. of History, University College of Swansea, Swansea SA2 8PP
Theme: 'Aspects of American Planning History'.

Meetings and Conferences

Dr Shun-ichi Watanabe, Head of the Building Economy Division of the Building Research Institute, Ministry of Construction, Japan, reports on the activities of the Japanese Planning History Group:

"Our workshop session was held during the annual conference of the City Planning Institute, 20 November 1979. The two-hour workshop was entitled 'The Home Ministry and Urban Planning', and focused upon the brief history, character and role of this powerful ministry, which was responsible for planning in pre-war Japan. Mr Terunobu Fujimori (Tokyo University) discussed how the ministry established planning powers after a severe struggle against the Ministry of Foreign Affairs in Mefii Period. Dr Shun-ichi Watanabe (Ministry of Construction) analysed how Japanese planning laws were affected by the Home Ministry bureaucrats, especially Hiroshi Ikeda, the draftsman of the first Planning Act of 1919. Mr Akira Koshizawa (Tokyo University) introduced the unknown activities of the Ministry's planners and engineers in Japan's colonial and occupation areas, especially in mainland China in the 1930s and 1940s. These three presentations were followed by discussions. The session was chaired by Prof. Torifusa Ishida (Tokyo Metropolitan University) and was attended by some 50 scholars and students. Mr Toshiro Marasaki (Tokyo University) had led a team which prepared copies of a 77-page document with basic information on the Home Ministry, which were distributed during the session. The Group plans to meet four times in 1980, as previously scheduled, including a two-day session in Nagoya in summer, and a workshop session in Osaka during the CPI Conference in November."

Publications


"Taking us on a panoramic journey along the paths leading to the early growth of cities on the American frontier, John Reps explores the vast area from the Great Plains to the Pacific Coast in a time span that moves from the creation of the first Spanish settlement in New Mexico to the closing of the frontier in 1890.

Drawing on an impressive collection of material - including many previously unpublished plans, surveys and maps - John Reps shows that towns and cities rather than farms and ranches, were in the vanguard of frontier settlement. In fact, he finds that the establishment of urban communities stimulated rather than followed the opening of the West to agriculture.

According to the author, the urban centres in the American West did not take shape through a process of gradual and random growth that transformed a crossroads hamlet into a town and then into a major city. Instead, a selection of a promising site by an individual, group or organisation, and the tract was then surveyed. It was only after the initial determination of the design that the buildings themselves were erected. The western frontier thus had its origins in thousands of planned communities that, furthermore, were not significantly different from the older communities that already had been established in the East.

In tracing the history of frontier urban planning, the journey takes us from Albuquerque and Tucson, on to Los Angeles and San Francisco, up to Portland and..."
Seattle, across to Denver and Salt Lake City, and down to Omaha and York. With the process, the author guides us through a variety of Spanish pueblos, mining camps, railroad communities, and capital cities.

With five hundred illustrations, including thirty-two in colour, this book virtually constitutes an historical atlas of western cities and provides a vivid picture of urban planning and development beyond the Mississippi.

Our members will also be interested in:


Notes and Articles

DEVELOPMENT OF PLOTLANDS IN SOUTH-EAST ENGLAND

A two-year Social Science Research Council project, undertaken by DENNIS HARDY and COLIN WARD at Middlesex Polytechnic.

'Plotlands', an enigmatic term to many, has a meaning that is only too real to planners who inherited a formidable legacy of uncontrolled development in 1947. Shacks and shanties beyond existing settlements, unmade roads and little in the way of mains water and drainage scattered at will in countryside and coast, presented a knotty problem for the first generation of Welfare State planners.

Needless to say, not all parts of the country were equally affected. Reflecting the general pace of building development in the first half of this century, plotlands certainly flourished around London and the South-East generally - with places like South Essex, the Kent and Sussex coastline, and the Thames Valley attracting more than their fair share.

But why pick on plotlands as a topic at all? Our answer is that, apart from their inherent interest, they can offer a unique insight into wider historical and contemporary issues. So it is hoped that the research will achieve both empirical and theoretical objectives:

(a) Empirically, an important task is to record the plotlands as a distinctive and rapidly-disappearing feature of the landscape. This part of the research will include material from the archives together with contemporary interviews and a photographic survey.

Additionally, we intend to trace (primarily through local authority records) the parallel emergence of statutory town and country planning. Of the various post-1947 measures devised to eradicate what was frequently portrayed as the very antithesis of a planned environment.

(b) Theoretically, the story of the plotlands promises to tell us something of the social significance of private property. Were the plotlanders simply petit bourgeois subscribers to capitalist society, adding their building blocks against the threatening tide of Bolshevism? Or, is there a case for locating small-scale ownership within a long and radical tradition of commonfolk endeavoures to reclaim land that is considered to be rightly theirs?

It is also intended to probe a continuing dichotomy between planners and planners, polarised in the plotlands where 'heartless bureaucracies' moved in to clear 'helpless individuals' from their rightful heritage. The real relationship is, of course, more subtle and it is hoped through an examination of this to conclude with observations on contemporary attitudes as to what is an acceptable balance between public control and private freedom.

We are currently only a few months into a two-year project and, at this stage, would welcome comments, ideas and notes of sources from interested colleagues. Please write to one of the above at Middlesex Polytechnic, Queensway, Enfield, Middlesex, EN3 4SF.

LANDMARKS IN THE HISTORY OF BRITISH TOWN AND COUNTRY PLANNING (1909-1939)

Blaise Gillie

This paper seeks to provide a resume of points which can be regarded as fairly firmly established, with a view to clearing the ground for the discussion of unsolved problems.

1909 The Housing and Town Planning Act of this year was both the first British general Act to use the term "town planning" and also the first general Act to deal with the planning of areas. Earlier Acts, such as those prescribing byelaws for buildings and new streets, had almost entirely concentrated on the minima for individual buildings and streets, with little reference to the relationships of buildings and streets to each other.

Important features of the town planning part of the Act were:

(i) It was applicable only to limited areas "in course of development or about to be developed". This approach was made practicable by the fact that the transport conditions of the time restricted most new buildings to
Changes in the 1920s. A major feature of the 1920s was the growth of road transport. In the sphere of building control this had the following effects:

1. The areas in which at least sporadic building took place became much wider. In consequence a far greater area of land started to conflict with the wording of the 1909 Act as being "in course of development or about to be developed".

2. But town planning schemes were prepared for these much wider areas. It was no longer possible for the whole of the larger area to be regarded as suitable for building, much less immediate building. Yet the powers of the 1909 Act did not make it possible without compensation to restrict areas even temporarily against building.

This did not matter where, as in some London suburbs, building was proceeding very rapidly and was covering the ground comprehensively. But it was frustrating for authorities further from the centre, who could use the powers of the Act to improve the detail of existing building as took place without being able to confine it to the immediately suitable areas.

3. In the case of sporadic building was both ugly and untidy. Consequently, it aroused fears for the general desecration of the countryside, and from this time onwards the rural protection lobby grew steadily in strength.

4. There was, however, no corresponding movement for the replanning of built areas, until extensive slum clearance started in the 1930s. The nation's economic troubles limited the number of rebuilding projects in this period.

5. It seems relevant to bring into account here the entirely new activity of council house building on a large scale.

Other Interim Changes. The Town Planning Act 1925 consolidated the town planning provisions of the 1909 Act and supplemented them with new provisions. It was an attempt to deal with the following problems:

(a) The large area of land that was expected to be left unoccupied in the future.

(b) The large area of land that was expected to be occupied in the future.

(c) The large area of land that was expected to be occupied in the future.

(d) The large area of land that was expected to be occupied in the future.

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(z) The large area of land that was expected to be occupied in the future.

The Nature of the Resulting Problem. For the above reasons the main pressure for the reform of the town planning Acts was the desire to safeguard rural areas by preventing scattered building. A particular matter of concern was the spreading of ribbon development along main roads.

This pressure was probably stronger than the much more terre à terre desire to prevent scattered building imposed by the byelaws. In the case of road transport, this pressure was not only directed to the cost of public services such as drainage and water supply, but concern for the cost of services certainly increased.

This concern to restrict building in unsuitable areas raised an entirely new problem with which the 1909 Act had not attempted to deal.

In a sense the 1909 Act could be said to have restricted building in that it had, for example, limited the density of buildings below what would have been possible under the byelaws alone. This, however, was looked on as a means of raising standards, and was quite different from a desire to stop building altogether. The problem now was to prohibit building in certain areas without being unjust to owners of land already held by the local authorities with heavy claims for compensation. This was the essence of the problem tackled by the Town and Country Planning Act, 1932.
the existing law without significant change.

The Local Government Act 1929 empowered county councils to take part in planning. This proved to be very important, because in several counties, such as Durham and the North Riding of Yorkshire, where the county council pushed planning ahead vigorously by means of joint committees with the county district councils. Besides providing a more vigorous initiative they set up an efficient central county planning service than most of them could have provided on their own.

With a view to easing the consequences of delay in completing such an agreement, the Ministry of Health experimented with the preparation and approval of “Preliminary Statements”, simple summaries of the main points of a scheme in preparation. These had no influence on policy in the use of the available powers.

A good deal of energy was also expended on agreements by which certain land-owners agreed not to build on their land. The advantage of such an agreement to the owner concerned was that, where such an agreement existed, the land could not be assessed for death duties as having building value.

The Town and Country Planning Act 1932.

(1) This Act greatly widened the powers of control over building. It was first and most obvious that the control could be exercised by means of “interim development control”, since schemes had been started for many areas, but completed for few. In theory, as already noted, it was not obligatory to obtain interim development permission, but it was almost invariably sought, because without it the application for building would not be accepted. This was expressly provided for in the Act. But the control proved to be very important, because it was possible to raise a mortgage on it.

(2) The most important single point about the Act was that it greatly widened the powers of control over building which could be applied without claim for compensation if the Minister was satisfied. For the first time prohibition of building became practicable in principle, though it was not at first clear in what circumstances and to what extent the Minister would approve the exclusion of claims for compensation for this purpose. (See 4 below for further discussion of this point.)

(3) The Act did not alter the basic form of a scheme and, though the form of schemes was subject to grumbles on the ground that they were too complex and too rigid, no practicable alternative was suggested before the Second World War.

An anomalous position was in fact arising. By now the control of land use in areas to which the Act had been applied was mainly exercised by means of “interim development control”, since schemes had been started for many areas, but completed for few. In theory, as already noted, it was not obligatory to obtain interim development permission, but it was almost invariably sought, because without it the application for building would not be accepted. This was expressly provided for in the Act. But the control proved to be very important, because it was possible to raise a mortgage on it.

Consequently, to raise a mortgage on it.

On the other hand, interim development control was assumed to be applied to areas where there was a detailed building plan, as required by the Act. This was expressly provided for in the Act. But this broad conception left two major questions undecided. How closely could the areas for immediate building be limited? And how could something more satisfactory than a temporary restriction be worked out for remote areas? It should perhaps be emphasised that the crucial question always was: how far would the Minister agree that restrictions should be imposed for which the land-owners affected would not be able to claim compensation?

Reflection on these remote areas led to the deduction that, at most, very little building was ever likely to take place. The minimum needs might therefore be met by a zone which permitted, say, one house to five acres, i.e. one house to an acre. While permitting so little that amenity would be safeguarded.

There were evident objections to such a system, however, since such scattered building could create a disagreeable 'pepperpot' effect and would not be economical in public services.

Another approach, on which a fair amount of effort was expended, turned on making agreements with certain land-owners that there should be no building on particular stretches of land, thus reducing the areas on which it was needed to be argued whether restrictions should be imposed.

The Gower Rural District Planning Scheme was largely based on this kind of compromise in 1937 or 1938.

Most of the discussion that took place about this question of restriction on building was probably irretrievably lost, but the view gradually became accepted that...
there were large areas where no non-agricultural development was ever likely to be required and that, accordingly, no development should be allowed free access, though it should be possible for anyone who felt he had a special case to apply for permission. A 'rural zone' on this basis was recommended by the Minister (always a Conservative at the time) of successive cases which turned on whether he would be willing to exclude compensation in the particular circumstances submitted. The successive decisions showed that Ministers were quite widely their discretion to exclude compensation, and consequently planning authorities exercised more and more widely their power to prohibit scattered building and, in particular, to protect places of exceptional beauty.

This gradual evolution of policy explains the gibe that planning schemes for farm building than would ever be required. On the one hand a number of early schemes were uncertain, or permission refused or granted, and on the other there was still little experience of how much building land would be required in certain areas.

As the powers were largely exercised by means of interim development control, the areas of the schemes that were fully operative in 1939 was far from fully reflecting the extent of exercised land use control at that date.

The Restriction of Ribbon Development Act 1933

This Act had a number of odd features:

(1) It reflected a deep concern over the extension of ribbon development, which was not, at the time, seen as merely one aspect of the wider subject of town and country planning. One reason why the control of ribbon development was felt to be particularly difficult was that it involved the question of the right of access on an existing road. The point that was not taken till later was that the right of access became inoperative if, on broader grounds, no land use should be permitted which would cause occasion to exercise a right of access.

(2) As far as the control of building was concerned the Act would have been unnecessary if the Town and Country Planning Act 1932 had been used vigorously at once everywhere. Moreover, the 1932 Act powers were better in two respects: (a) they made it easier to look at the problem broadly and (b) their provisions for the exclusion of compensation were more favourable.

(3) In addition, however, the RRD Act reflected a concern which was unrelated to building, namely the need of the Ministry of Transport for increased powers to lay down new lines for roads and road improvements.

(4) By degrees there came to be many areas where both the RRD Act and the TCP Act applied to the same land. This meant that two permissions were required or refused for many sites and, if an appeal took place, there was usually an appeal under each Act, the two appeals being heard simultaneously by one inspector acting for both Ministries.

The war-time extension of planning control made much of the RRD Act redundant.

Limits on Pre-war Planning Control

The 1932 Act did not apply to the use of land without buildings and so did not cover certain activities such as mineral-working.

The 1932 Act did not cover government activities. It was only shortly before the 1939 war that the Defence Departments agreed to inform the Ministry of Health of new areas of land that they proposed to occupy and broadly what they proposed to use them for.

Changes in Economic Thinking

It is relevant that two changes in economic thinking were going on in the 1930s:

(a) The depression in the older industrial areas was demonstrating the need to take positive action for their regeneration. This led to the appointment of the Commissioners for the Development Areas and can be regarded as a first step in regional planning in Britain (apart from the advisory reports which had been prepared for various areas but only acted on to a limited extent).

(b) Changes in economic thinking about the management of the national economy were starting to favour more constructive and non-traditional action.

Research Register

de Ruijter, Peter, Subfakulteit Planologie en Demografie, Universiteit van Amsterdam, Jodenbreestraat 23, Amsterdam, The Netherlands.

The development of the Netherlands Institute of Housing and Planning. Founded (1918) as a Housing Institute to act as a forum (building societies, communities, professionals, etc.) it expanded to include town planning in 1924. Particularly influential was the monthly journal, Tijdschrift voor Volks- en Rijksgebouwen, in 1930.

Marcuse, Peter, Professor, Division of Urban Planning, Graduate School of Architecture and Planning, Columbia University, New York, NY 10027.

1. A comparative study of the determinants of housing policy in the major European countries, England and the US from c. 1810 to the present.
2. The current urban fiscal crisis and its roots in the changing role of central cities.

3. The history of housing policy in the U.S.A.

Russenberger, Lorette, 3939 N. Murray, Milwaukee, Wisconsin, 53211, U.S.A.

The development of English villa estates defined as planned, privately controlled, urban housing areas (for Ph.D.), University of Chicago.


Sheail, John. Institute of Terrestrial Ecology, Monks Wood Experimental Station, Huntingdon, Cambridgeshire PE17 2LS.

The impact of former land use and management on the contemporary natural environment. The history of rural conservation in Britain, with special reference to reservoir development and the reinstatement of land affected by ironworkings.

Turner, Michael. Department of Geography, University of Exeter, Amory Building, Rennes Drive, Exeter, EX4 4RJ.

Fire as an agent of change in late 17th and 18th century English provincial towns. Severe fires destroying whole town centres occurred frequently in this period. The research includes an assessment of the effect of rebuilding on various aspects of the town including the cadastre street pattern, introduction of new architectural styles, with concentration on a number of provincial towns (Blandford Forum, Northampton, Southwark, Tiverton, Wareham and Warwick).